



Interim report

by the Bailiwick Commission
September 2026



THE
BAILIWICK
COMMISSION

Foreword by the Chair

On behalf of the Bailiwick Commission, I am pleased to present our interim report. This provides an account of the first phase of our inquiry to the end of September 2026 and includes the work we have completed, work in progress and our next steps.

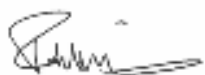
Our Commission was deliberately set up to be independent of the governments and institutions of the three islands of the Bailiwick. We have endeavoured to bring a fresh and objective perspective to the way in which the islands work together and how those arrangements impact the lives of the Bailiwick's citizens on a practical level. Between us, we hope to have brought a diverse range of skills and experience to our task. We are determined to ensure that our ultimate conclusions and recommendations are firmly evidence based.

We plan to conclude our work by the end of September next year. It will then be for the parliaments and governments of the three islands to decide how to implement them. We do not have any preconceived agenda for the future of the Bailiwick, and we are not here to seek to impose uniformity on communities which, we are well aware, are fiercely and rightly proud of their unique heritage, traditions and way of life. Each of the islands has its own valued identity and we have endeavoured to give all three equal attention and respect.

There are also many areas where co-operation between the Bailiwick is well established and a reality of life. We have been tasked with reviewing how effectively these arrangements work now and how, where necessary, they can best be updated to meet the challenges the islands will inevitably face in a fast-changing world. We set out the areas where we believe further examination is needed in the main body of this report, but one example is the 1948 Agreement governing the relationship between Alderney and Guernsey. The agreement is now nearly 80 years old and we have been specifically tasked with reviewing its fitness for purpose, as it may no longer reflect the way in which vital public services are delivered in the twenty first century.

We have received a very warm welcome from everyone we have met across the Bailiwick. We are grateful for the assistance and support that we have been given. The Bailiwick faces challenges ahead, which need to be addressed frankly, but we are very clear that the three islands, individually and collectively, have much that is positive about them, and we want to help them build on that. The Bailiwick has eight centuries of history behind it, and with dedication and good will, there is no reason why it should not have any many more to come.

We look forward to the next phase of our work. We hope that it will help stimulate a broader conversation across the Bailiwick. We want as many islanders as possible to be part of that conversation. To do that, you can contact us by email at bailiwickcommission@gov.gg.



Sir Bob Neill KC(Hon) FRSA

Chair of the Bailiwick Commission

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Chapter 1 - Executive Summary

In 2025, the Parliaments of Alderney, Guernsey and Sark agreed to establish an independent Commission to review the constitutional, economic and operational relationships between the three jurisdictions of the Bailiwick of Guernsey (referred to as the Bailiwick). This interim report fulfils the Commission's commitment, set out in our Terms of Reference, to report on our progress by the end of September 2026. It summarises the first phase of our inquiry, the evidence gathered so far, the key themes that have emerged, and the areas we expect to explore further before making final recommendations in September 2027.

We have approached our task independently and with an open mind. Our work has been guided by five core values: respect for the distinct identities, autonomy and ways of life of each island; transparency and independence; practical and realistic recommendations; basing our findings on evidence and consultation; and sustainability. We have sought to engage widely across the Bailiwick, through public meetings, drop-ins, evidence sessions, written submissions, stakeholder engagement sessions, group workshops, and a public survey.

This report is intended to be factual, transparent and accessible, setting out where our thinking has reached while acknowledging that our inquiry is ongoing.

A consistent theme throughout the first phase has been the importance of each island's identity. Alderney, Guernsey and Sark each have distinct histories, communities, governance structures and aspirations. Those identities are deeply valued and must be preserved. At the same time, the evidence shows that the islands are interdependent in significant ways, whether through shared services, legal, regulatory and constitutional links, financial arrangements, transport, health, education, infrastructure or future opportunities such as regarding renewable energy. The challenge is not whether the islands should work together, but how they can do so in ways that are clearer, fairer, more accountable and more sustainable.

The relationships between the islands have endured for many centuries and have often worked effectively, even when under pressure. However, the Commission has identified areas where existing arrangements appear unclear, outdated or insufficiently transparent. The Guernsey-Alderney relationship remains substantially based on the 1948 Agreement, which was created in a different context and is sometimes difficult to apply to modern public services, governance and financing. The Guernsey-Sark relationship is less formal, with a range of individual arrangements and agreements but without a single comprehensive framework governing the position.

We have identified recurring challenges within the Bailiwick, including: limited transparency and accessible data; the complexity of legal, regulatory and service frameworks; limited strategic planning; the absence of formal mechanisms for dispute resolution, review or accountability; and issues around specific topic areas such as connectivity and transport, education, health and social care, among others. We have also noted opportunities for the Bailiwick, which could be maximised if the relationships were strengthened and improved.

Looking ahead, we intend to focus the next phase of our work on areas where practical improvements may be possible. These include updated service agreements; greater transparency around fiscal flows and service costs; clearer governance and dispute resolution mechanisms; more formal inter-governmental coordination; improved strategic collaboration

on economic development; changes to policy development around transport, utilities, renewable energy, health and social care, and education; and consideration of where greater legislative or regulatory alignment could ease tensions.

Our final recommendations in our final report due in September 2027, will seek to strengthen the relationships between the islands, support sustainable public services and economic opportunities, and preserve the autonomy, identity and way of life of each Bailiwick island and community.

Chapter 2 – Introduction

This chapter outlines the background and context to our inquiry, sets out the structure of this interim report, and explains how we are approaching our task.

In 2025, the Parliaments of the three jurisdictions of the Bailiwick, namely Alderney, Guernsey and Sark, agreed to establish an independent Commission to undertake a review of the constitutional, economic, and operational relationships between the islands. The two documents: our Terms of Reference, which set out the scope of our work; and the Constitution, which defines the composition, process and administrative framework of the Commission, were jointly drawn up and agreed by the three lead committees. These documents can be found in [Appendix 1](#). The three Bailiwick governments also jointly agreed to the appointment of the Chair, Sir Robert Neill KC (Hon) and the other four members of the Commission: Dr. Lisa Cameron, Lord Carwyn Jones, Professor Caroline Morris, and Dr. Philip Rycroft. Details of our backgrounds and relevant experience are included in [Appendix 2](#). The Commission formally commenced work following our launch meeting in March 2026. [Appendix 3](#) – Timeline of Work sets out the Commission’s evolution and work to date.

Our Terms of Reference included a commitment to producing and publishing an interim report at the end of September 2026. This report fulfils that commitment. It covers the objectives of the inquiry, how the work has been undertaken so far, the current position of the relationships, the challenges and opportunities identified, and the next steps for the Commission. The focus in the first stage of our work has been to gather evidence and listen to the views of stakeholders within the islands.

A key theme that we have noted throughout the first phase of work is that, though bound together by history and by their close geographical proximity in the English Channel, the individual identities of Alderney, Guernsey and Sark are distinct, significant, and of fundamental importance to their communities. We are understanding of this history and how it has shaped the individual islands and the Bailiwick as a whole.

The islands are attractive places to live. The local populations are proud of their island homes and have a strong desire to sustain them for future generations.

In terms of their individual identities, Alderney’s comparative remoteness to the other islands, but close proximity to France, not only characterises its history but also its modern society. It has a unique place in Channel Islands’ wartime history but it is clear that the island today is not defined by this history alone. There is, however, a lasting determination to endure, demonstrated by a culture of ambition, resourcefulness and innovation within its close-knit community.

Guernsey’s openness to change and talent for identifying opportunities for growth have established an ability to adapt its economy in a developing world. Its traditions of commerce, shipping, horticulture and most recent transformation into an international finance centre demonstrate its ability to sustain itself and safeguard its independence thanks to its flexibility to adapt to external change.

Sark’s recent history as a feudal entity until 2008, together with its position as a largely untouched and small island, has enabled the preservation of older customs, traditions and a strong sense of local identity. It has the unique attraction of having retained a slower pace of life

and a deep community spirit which contrasts with the faster moving external modern environment. Its sustainability relies on its culture of volunteerism, helping one's neighbours and a strong work ethic. The community clearly values its self-reliance and the distinctive way of life it has worked to preserve.

All three islands have high aspirations and ambitions. They have the advantages of broad political stability and self-government which allow them to develop their own economies and support innovation in new sectors, as well as act on opportunities and choices regarding their futures.

As we proceed with our work, we consider it critical to ensure that these island identities are preserved and in no way undermined by any recommendations that we make in our final report. Preserving the ability of each island to determine its own future, as well as enabling them to respond to external challenges from a place of strength, will be central to the development of our final recommendations.

We are reassured by the balance we have seen in the islands, between the desire to preserve the individual identities of each, together with a readiness to work together and collaborate where practicality or need dictates. These connections and interdependencies of the Bailiwick have enabled the islands to adapt, work together and support each other when necessary and also enabled them to preserve their distinctiveness. We have heard examples of very successful collaboration, most notably during the Covid-19 pandemic, when the Bailiwick's collective response was effective and efficient, and inter-island relationships worked well under pressure.

We have focused on both the strengths and challenges of the relationships in our inquiry, considering how they operate, the balance of responsibility, and areas where changes could be considered to improve outcomes for each island and the Bailiwick as a whole.

Our interim report sets out the work we have undertaken so far. It also shares where we have reached in terms of evidence gathering and key themes that have emerged. We have included our interim findings so that these can be considered, and we hope this encourages further input from stakeholders as we move to the second phase of our inquiry.

Where matters have been raised with us that appear to be outside our Terms of Reference, but are nonetheless considered important, we have set these out in text boxes, to ensure they are clear and acknowledged and may be considered further by those reading our report.

Chapter 3 - Our Values

In this chapter we set out the values that will inform our inquiry and recommendations. These are summarised as:

- *Respect for Identities*
- *Trust through Transparency*
- *Realistic and Practical Recommendations*
- *Consultation and Evidence-Based Findings*
- *Sustainability*

Respect for Diverse Island Identities, Governance Models and Ways of Life

As we have met the people of the Bailiwick and heard their views, a consistent theme has emerged: that the distinct identity of each island, their individual autonomies, machineries of government and the unique characteristics of each community are deeply valued and must be safeguarded. Respect for each island's distinctiveness is therefore central to our approach. It will help us to ensure that any proposed changes will strengthen, rather than diminish, the individuality, self-determination and ways of life that define each island.

Building Trust through Independence and Transparency

We have been clear in our engagement activities and in our approach to our work programme that we are a neutral, impartial body comprising five independent Commissioners. We are approaching the task we were appointed to undertake with open minds and are under no direction to impose increased harmonisation on the three islands or to decide a particular outcome.

We have taken intentional steps to ensure transparency in our approach, as we consider it vital that the public is included in our inquiry process and that our recommendations can be clearly traced back to evidence. Our website, which is kept updated in accordance with our Terms of Reference and Constitution, includes a report on the findings from the survey we undertook, and summaries of Commission meetings.

Ensuring Recommendations are Practical, Proportionate, Acceptable and Realistic to Implement

We are considering a number of options to be included in our recommendations in our final report due in September 2027.

We remain open-minded in our assessment and aim to make recommendations that are well-founded and ambitious where necessary. Having said that, we consider that the most valuable recommendations will be those that are evidence-based, proportionate and capable of implementation, and able to deliver practical and positive benefits for the islands, including ensuring future sustainability.

We are also mindful that any recommendations must command sufficient support across all three islands if they are to achieve meaningful and lasting change. Our Terms of Reference and Constitution as agreed by the islands' lead Committees include a commitment by the three governments to consider and respond to the Commission's recommendations. The

governments individually and collaboratively will then have the responsibility to determine whether and how they progress our recommendations. We consider that only recommendations that can secure broad support and agreement are likely to make a tangible difference in practice.

Developing Recommendations through Evidence and Consultation

Meaningful and enduring recommendations can only be developed through engagement with the people, communities and organisations affected by them. We are therefore seeking to gather evidence from the widest possible range of sources and views throughout our inquiry. In our first phase of work, we have been in ‘listening mode’.

By grounding our conclusions in the evidence gathered and tested through consultation, we aim to produce recommendations that are balanced, credible and reflective of the needs and aspirations of each island of the Bailiwick.

Sustainability

It is important that our recommendations should help to ensure the sustainability of the islands in terms of their individual and collective futures. We aim to make recommendations that are fit for purpose now and will remain so in the future, including measures which allow flexibility to respond to future external challenges or to meet developing needs.

Chapter 4 - Our Approach to Evidence and Engagement

The purpose of this chapter is to explain our approach to evidence, how we have engaged with the people of the Bailiwick during the first phase of our inquiry, and our plans for continuing this during the second phase.

Our first and continuing task has been to engage in a Bailiwick-wide conversation with the people of the Bailiwick as to how they believe their home islands should be governed, in terms of the current and future relationships between those islands. This has required us to listen to the communities and encourage as much engagement as possible. The Commission is grateful for the cooperation we have received so far from communities and organisations and for the warm welcomes we have received when visiting the islands. We are encouraged by the openness with which all stakeholders have approached this engagement, with a clear impetus to make use of the inquiry process and we hope to continue to build upon this dialogue in our next phase of work.

Our intention is to use all the tools available to us to ensure that the views of the people of the Bailiwick are front and centre of our inquiry. Our aim is to draw on the widest range of information possible while making the best use of the resources allocated and available to us, to ensure that our final conclusions will be based on a picture drawn from a range of qualitative and quantitative evidence from the communities themselves.

[Appendix 5](#) describes our approach to evidence and engagement in greater detail.

To maximise engagement with citizens of the Bailiwick for the purposes of our inquiry, we have been:

- Utilising a range of channels and methods, to give people the opportunity and choice to contribute in a way that works for them;
- Tailoring engagement for each island based on factors including population size, base level of interest and individual identity;
- Drawing on advice from local people and organisations with existing knowledge as to how to connect with the local community or with the ability to facilitate engagement with certain groups;
- Going out to where people are, meaning we are holding events that are convenient, accessible, and in multiple locations across the islands, as well as attending local events to ensure we are visible and thereby providing everyone with an opportunity to contribute;
- Using a balance of digital and traditional communication and engagement methods, including print, radio and social media;
- Ensuring hard to reach or less often heard groups are identified, considered and offered the opportunity to contribute in a format that suits them; and
- Providing easily accessible information resources.

The wide range of evidence and expertise explored, which has informed our current position as set out in this report, has included:

- Findings from our first public survey;
- Evidence sessions and meetings with elected representatives and civil servants;

- Requests for documents or evidence submissions from governments;
- Evidence sessions with a wide range of non-government stakeholders, including business groups, practitioners, legal experts, community groups, service providers, etc.;
- Seeking advice from government-nominated local island experts who have experience and knowledge of their islands and communities;
- Engaging with the general public face-to-face in public meetings and drop-ins;
- Inviting under-represented groups to meet or provide their views;
- Inviting every resident of the Bailiwick and any other stakeholders to contribute submissions via email or post; and
- Engaging with external stakeholders, to better understand how the Bailiwick operates in the wider environment.

A list of topic areas on which we have engaged various witnesses thus far (in person or online) can be found in [Appendix 5](#). Some of this engagement is ongoing.

Survey

The first public survey, open from 26 March to 30 June 2026, received 255 responses, mostly from individuals, with most responses from Alderney, followed by Guernsey and then Sark. This has been the most valuable source of quantitative data to date. The results showed strong recognition of each island's distinct identity, alongside substantial support for change in the current balance of responsibility and decision-making. Respondents particularly supported Bailiwick-wide provision in service areas including health, education, immigration, adoption and policing. Open-text responses highlighted recurring calls for greater financial transparency, clearer funding arrangements, improved service quality, stronger connectivity, reform or modernisation of the 1948 Agreement, a stronger voice for the smaller islands, continued shared services where scale matters, a more unified economic strategy, better government accountability, clearer Bailiwick identity and greater investment in infrastructure. Further information can be found in [Appendix 5](#).

All of the evidence we have heard through our engagement work has informed everything else we say in this report.

Next steps for engagement

We are planning to diversify our approaches further in the next stage of our inquiry. As we move to a more detailed investigation around the opportunities and challenges we have identified, we will be looking to explore specific topics with all stakeholders. This may involve public calls for evidence on individual topics, and targeted evidence sessions with invited witnesses. We also see it as important to begin a process of testing our potential recommendations with groups. This might involve methods such as establishing focus groups or more intense engagement with relevant stakeholders for those issues. We will also make efforts to engage further with harder to reach groups to ensure everyone has the opportunity to participate, contribute and have their say.

Chapter 5 - Current Reality of the Relationships

This chapter sets out the Commission's understanding of how the Bailiwick relationships currently stand and provides the context of our inquiry.

Since commencing our work in March 2026, our objective has been to understand the existing links and relationships between the islands. This work continues. It has proved challenging in some respects, as the relationships are complex, multi-layered and sometimes unclear and not well understood. Official documentation and therefore factual clarity around the relationships is at times difficult to locate or does not seem to exist. This is partly due to the historical nature of some arrangements which have been adapted and added to over time, sometimes without clear documentation or without comprehensive revision of the formal structures around them. It also reflects the complexity of three islands working together with no central or joint administration supporting this structure.

Specific aspects that have complicated our inquiry include the absence of a comprehensive list of inter-island services and arrangements to which we can refer, and the lack of separate accounting for services provided on an inter-island basis, making it difficult to understand or to obtain clear and up to date information regarding the fiscal flows between the islands.

The following information sets out the picture of the relationships as understood by the Commission at the time of preparation of this report, compiled from the evidence provided to it and from our own enquiries. The relationship is well documented elsewhere so we have included it here only in outline only and is not exhaustive.

Relationship of the Bailiwick islands with the UK

Alderney, Guernsey (which includes the islands of Herm and Jethou) and Sark (which includes the island of Brecqhou) are three separate island jurisdictions which make up the Bailiwick of Guernsey.

Each island is autonomous and self-governing, with its own independent legal, administrative and fiscal system. The Bailiwick of Guernsey and the Bailiwick of Jersey together form the geographical grouping commonly known as the Channel Islands.

Along with the island territories of the Isle of Man and the Bailiwick of Jersey, the islands are commonly referred to as Crown Dependencies. Their historic constitutional relationships are maintained through the British Crown, represented by the Lieutenant-Governor, are not set out in any written constitution and are unique.

The Crown Dependencies are not part of the UK, do not receive funding from the UK Government and are not represented in the UK Parliament. The Crown Dependencies' legislatures are responsible for making their own domestic legislation and UK legislation does not extend automatically to the islands.

The UK is responsible for the islands' international relationships and defence. The Crown, acting through the Privy Council, is ultimately responsible for ensuring good government.

Whilst consideration of this important constitutional relationship falls outside our Terms of Reference, we have been and continue to be mindful of it for the Bailiwick, to the extent

necessary for the purpose of its inquiry and for the purpose of understanding the constitutional and economic relationships that exist within the Bailiwick.

Legal frameworks

The Lieutenant-Governor is the Crown's personal representative in the Bailiwick. Otherwise, the "Bailiwick of Guernsey" (referred to as "the Bailiwick") is a term not defined in law.

The Law Officers of the Crown, which are Crown appointments, and whose Chambers are located in Guernsey, provide legal advice and legal drafting services to the Governments of the three islands.

There are historic and well-established legislative links and frameworks between the Bailiwick islands which include:

- Guernsey's States of Deliberation has Bailiwick-wide jurisdiction in Sark and Alderney in respect of the making of criminal justice legislation.
- Civil legislation may be made with consent on a Bailiwick-wide basis (or legislation that covers two of the three islands), usually requiring assent of Alderney's and Sark's parliaments. Civil legislation can also be made by each of three parliaments within their own jurisdictions and competencies.
- Clear links exist between the judicial systems of the islands, for the judiciary and associated legal frameworks. This includes civil and criminal appeals from Sark's Court of the Seneschal and from the Court of Alderney being made to Guernsey's Royal Court, as the superior court in the Bailiwick of Guernsey and powers to transfer criminal cases to the Royal Court where the sentencing powers and jurisdictions for the Court of the Seneschal and Court of Alderney are limited.

External relations work is led by Guernsey by agreement of the other two islands, such as undertaking negotiations of international trade agreements.

The links and relationships between the islands are different depending on which pair of islands is being considered. The reasons for the different structures relate closely to their historical development and evolution and in recent times, to their needs.

Guernsey-Alderney relationship

Guernsey and Alderney's current relationship is largely shaped by what is commonly known as the "1948 Agreement". The origins and form of the Agreement are not considered in detail here and are well documented. Instead, our focus is on the issues arising from the Agreement as they have been presented to us.

The Occupation by German forces of the Channel Islands between 1940 and 1945 had devastating effects, including extreme depopulation and destruction of infrastructure. It fundamentally altered Alderney's position and potential.

In 1947, the Privy Council established a Committee of Inquiry to consider the assistance needed to support Alderney's resettlement and reconstruction. At the same time, the States of Guernsey and the States of Alderney entered into discussions as to how Guernsey could support the island's recovery and future self-sufficiency.

These discussions culminated in Resolutions adopted by the States of Alderney on 27 October 1948 and the States of Guernsey on 5 November 1948. These are collectively known as the 1948 Agreement and sometimes described as a fiscal union. Under this arrangement, Guernsey assumed financial and administrative responsibility for a range of public services in Alderney referred to as the "transferred services" with Alderney contributing finances, including taxation revenues and duties to Guernsey. The [Alderney \(Application of Legislation\) Law](#), 1948 provides the States of Guernsey with legislative powers to extend legislation relating to the transferred services to Alderney. The [States of Guernsey \(Representation of Alderney\) Law](#), 1978, as amended, sets the number of Alderney Representatives that sit in the States of Deliberation (currently two elected Alderney politicians fulfil this role).

As listed in the Schedule to the Application of Legislation Law, the current transferred services are: Adoption; Airfield; Child Care Services; Education; Health Services; Immigration; Police; Social Services.

Road maintenance and sewerage and water were originally included in the initial list of transferred services but responsibility was transferred back to Alderney in 1955. Adoption and child care services were added as transferred services in 1973 and 1991 respectively.

Separately and in addition to the transferred services, since 1987 Guernsey has maintained the Alderney breakwater, taking over maintenance from the UK government. This acts as the Bailiwick's contribution to defence, as part of measures agreed with the UK government.

The Commission notes that this relationship, still provides the foundation for the current constitutional, fiscal and operational relationship between Alderney and Guernsey. While it has been amended over time, the core structure remains largely unchanged.

The Agreement was originally intended as a temporary measure to support Alderney's post-war recovery. Over time, the scope of transferred services subsequently expanded, as did the nature and delivery of services in response to the development and modernisation of policy areas and service standards, and changing demographics.

It is also clear that the language used in the original Agreement has not been updated. It is no longer straightforward to translate the original drafting into obligations around modern policy or service provision, which have developed since the original Agreement, following decisions made by the respective Parliaments of Alderney and Guernsey. The ambiguity of the language when considered in the modern context can leave elements of the Agreement open to differing interpretations.

Limited changes have been made to the accounting processes over time operating within the fiscal relationship. These changes are not detailed here. In 2016, it was agreed by the States of Deliberation that the States of Guernsey accounts should include an appendix which sets out the estimates and direct sums for Alderney income and expenditure, including for the transferred services which is now the reporting method used in the accounts. This was a change from previous, separate accounting methods, under the reasoning that previous methods risked causing divisiveness between the islands. Apart from the representation by the two Alderney States representatives in the States of Deliberation where policy and legislative decisions are made, all decision making regarding the transferred services is Guernsey's responsibility. Services are then operated and delivered locally, with some management from Guernsey.

The Bailiwick Commission was established in 2025 within the context of increasing pressure upon Guernsey's public finances, with the requirement to fund Alderney's runway rehabilitation under the 1948 Agreement emerging as a catalyst for a wider examination of the current and future relationships between the islands. The ambiguity of the Agreement when taken with the evolution of aviation since 1948 has led to debate and sensitivity around the issue.

We are aware that there have been past reviews of the relationship through the Agreement, but no significant amendments have been introduced as a result.

Guernsey-Sark relationship

Guernsey and Sark are primarily linked through their shared history. There are some constitutional links in respect of jurisdiction of criminal law which is made on a Bailiwick-wide basis by the States of Deliberation, the judiciary, and powers granted to the States of Guernsey to be exercised on behalf of Sark.

Guernsey has some specific responsibilities for Sark for certain defined matters and from powers being granted, including (but not limited to):

- Certain functions are transferred to the Guernsey Financial Services Commission and other Guernsey-based regulators.
- The States of Deliberation has jurisdiction in Sark in respect of matters of criminal justice law, on which matters it can legislate without consent. Some secondary legislation that has effect in Sark can be made by the States of Deliberation. It is normal for consultation to take place on these measures, but where consultation has not happened for any reason, this does not affect the validity of that legislation.

Sark is an autonomous jurisdiction with its governance and fiscal regime being matters for Sark's Chief Pleas. There is no fiscal or services relationship similar to that which exists between Alderney and Guernsey. However, there are economic and operational links as a result of individual arrangements and agreements between Sark and Guernsey, which have various levels or types of funding arrangements and/or review measures.

Below are listed some examples of such services provided and where the arrangements in place and charging schemes may differ (for illustrative purposes; not an exhaustive list):

1. Policing - a Service Level Agreement is in place for additional support for Sark policing. This is provided by Bailiwick Law Enforcement in Guernsey with funding provided by Sark.
2. Education services - following recent challenges around the provision of education in Sark including issues with staffing, by agreement between the islands, a part-time head teacher and two teachers will be provided by Guernsey to Sark from September 2026 for that academic year, with Sark meeting the costs for this service.

As mentioned above, the Bailiwick Commission was established against a backdrop of pressure on Guernsey's public finances. In Sark's case, the catalyst for a wider examination of the current and future relationships between the islands was the agreement between Guernsey and Sark of a loan of £1.5 million to facilitate Sark's purchase of its electricity grid.

Alderney-Sark relationship

We are not aware that any formal relationship exists between the islands. However, we have been made aware of developments in political engagement as well as officer to officer cooperation and the sharing of knowledge.

Chapter 6 - Challenges and Opportunities

This chapter sets out the challenges and opportunities highlighted by the evidence gathered during the first phase of our inquiry. These issues will be explored further through additional engagement during the next phase of our work. Those findings will inform our final recommendations, which are expected to address many of the matters identified below. As our inquiry continues, however, further issues and potential recommendations may also emerge.

Alderney, Guernsey and Sark are small island jurisdictions, each exceeding what might ordinarily be expected of them given their scale and resources. The longstanding relationships between the islands have proved resilient and effective over many centuries, providing a strong foundation for cooperation and shared governance and the strength of the relationships remain evident. However, expectations of service levels and the requirements to meet modern standards in service provision, as well as to conform to international standards, is putting more pressure on the relationships. This is exacerbated by the deterioration in the fiscal position of all three islands.

Throughout our inquiry, three core tensions have become evident.

For Alderney, there is the theme of dependency on Guernsey with limited input or oversight of the services it receives.

For Guernsey, we have noted debate around the continuing obligation to financially support Alderney, and also regarding the ad hoc arrangements and service provision for Sark, and whether these are sustainable positions for the future.

In Sark, there is a strong desire to retain autonomy within an increasingly challenging financial and regulatory environment, and concerns that service provision is neither consistent nor assured.

All the challenges set out below lead back to these three core points. We consider that these island-level tensions within the relationships may impact, and also risk undermining the development of the relationships and future opportunities to work together as partner islands on a Bailiwick-wide basis.

1. Lack of a Bailiwick Identity

Evidence suggests that the identity of the Bailiwick is not strong and is not necessarily employed outside of specific service areas such as tourism. The concept of the Bailiwick is not always understood even within the Bailiwick itself, and the term is not always used correctly to mean all three islands. This can cause further misunderstanding. We have heard that the challenges of inter-island connectivity are considered to be a significant barrier to strengthening the concept of a Bailiwick identity.

2. The 1948 Agreement

Views from organisations across both Guernsey and Alderney, including from both governments, is that the 1948 Agreement remains important with regards to service delivery, but may no longer be fit for purpose in terms of setting out the framework for the arrangements. The Agreement has been described as fundamental to the relationship but is increasingly

difficult to apply to modern services and governance arrangements. Public service areas such as healthcare and education have been repeatedly cited as having evolved beyond what the Agreement originally envisaged. We have heard requests from both the public and the governments of both islands involved, for reform or revocation of the Agreement. There is additional complexity regarding matters that fall outside the Agreement, but where the service area is linked to a transferred service, such as for primary health care in Alderney, and how this might be supported by Guernsey, particularly in times of crisis.

3. Difficulty of obtaining data and lack of transparency of fiscal flows and service costs

Alderney and Guernsey

A recurring theme from the governments was uncertainty around responsibilities, costs, charges and decision-making processes arising from the financial arrangements. Consultation has highlighted grey areas in service responsibilities and funding, while stakeholders emphasised the difficulty of accurately measuring costs and financial flows between the islands.

Evidence from wider consultation also pointed to the need for greater transparency around fiscal transfers and service provision. Stakeholders sought clearer information on the cost of services provided to Alderney, the value derived from those services, and the tax revenues generated within Alderney. Improved transparency could strengthen accountability, support informed debate on future fiscal arrangements, and contribute positively to inter-island relations by reducing misunderstanding, mistrust and resentment.

The lack of transparent and accessible data appears to have wider consequences and was reflected in the difficulties encountered in obtaining agreed financial information across the Bailiwick. This is a longstanding issue, previously identified in the 2016 Policy Letter on the Alderney-Guernsey fiscal relationship. Without a shared understanding of financial flows, informed decision-making is more challenging, and it is difficult to identify, justify and measure any improvements to the current model.

It appears that the move taken in 2016 to publish ‘best estimates’ with regard to accounting may not be fit for purpose in the current climate. In the increasingly pressured fiscal environment, reliance on estimates may no longer be sufficient. Witnesses also noted that transferred services agreements do not capture all services provided and funded by Guernsey in Alderney, meaning some costs are not accounted for. As a result, the full fiscal position, including the relationship between service costs and income received from Alderney, remains unclear.

A further challenge is the lack of up-to-date information on the financial benefits of the e-gaming industry. However, evidence suggests that the sector has delivered economic benefits to both islands.

Sark and Guernsey

The Commission heard differing views regarding the services provided to Sark by Guernsey and the arrangements through which those services are funded. There is merit in establishing a clearer framework that defines the services provided, the basis on which charges are calculated, and the responsibilities of each jurisdiction.

In addition, we understand that Sark does not maintain an accurate record of the people living on island (with indication that some may be largely absent). It is difficult for the government and those providing services in Sark to reliably plan service provision without this information.

Clear and updated data for the services provided by Guernsey to Sark and on a Bailiwick-wide basis would seem to be fundamental in understanding the current picture and to enable future planning.

4. Complexity of current frameworks

Some witnesses have expressed concerns that there is a lack of understanding of areas of alignment and areas of difference between the islands, including the different legislative and regulatory frameworks in operation, with some being applicable to the individual islands and some being Bailiwick-wide. This affects how people manage their personal and work lives and has the potential to complicate and sometimes impede how they might approach inter-island business and therefore the efficiency or success of Bailiwick-wide opportunities.

5. Limited strategic planning across the Bailiwick

We have noted the absence of a coordinated long-term strategic approach across the Bailiwick. Examples include limited alignment of economic development objectives and a lack of coordinated planning between the jurisdictions, including with regard to connectivity. Greater strategic collaboration may present opportunities to address shared challenges and pursue common objectives. We have identified support for a more coordinated strategic approach from the islands in this area.

6. Policy Challenges and Opportunities

We will continue our work in the second stage and be guided by the responses we receive. We intend to start focusing on policy areas that have the greatest impact on the communities, where the existing operational relationships are most significant and where there is most scope for improvement and maximisation of opportunity.

Public consultation has highlighted a recognition of the value in shared services where scale matters but only if delivered with proper oversight, governance, clear funding structures and clear accountability.

Economic Development - It appears from the evidence gathered so far that there is no Bailiwick-wide economic strategy. Tourism appears to be the only sector in which an inter-island approach is applied as a priority to deliver increased strategic value. It has been raised in the smaller islands that they lack individual economic strategy altogether as well as not feeling considered part of a Bailiwick-wide strategy.

Transport - Lack of connectivity is a well-known issue across the Bailiwick and creates a barrier to the development of other policy areas, including economic development. We would like to engage further with the relevant bodies and service providers to understand the limitations and opportunities to improve the Bailiwick islands' ability to physically connect with each other.

Utilities - It has been raised in evidence sessions that some utilities in the islands may benefit from closer collaboration on specific elements of work. We intend to engage further on this to explore potential opportunities. This may include looking at matters such as training

opportunities, staff recruitment, and joint procurement or purchasing, among others, with the aim to improve service delivery, value for money and resilience for all islands.

Renewable energy - It is clear that Alderney and Guernsey are both interested in renewable energy as a priority. We intend to look at this in closer detail in the next phase of work and consider whether such projects would benefit from greater coordination.

Health and social care - Health and social care is a policy area often raised as problematic by the smaller islands. The issues raised are different for each island and will require detailed evidence gathering to understand the possibilities and limitations for change in this area. We understand that work is already being undertaken in this area and will take an interest in how this develops as we progress our inquiry.

Education - Education provision is another area that has often been raised in the first stage of our work. The uncertainty and apparent unreliability of current arrangements in the smaller islands may necessitate the introduction of clearer agreements. We will undertake further consultation on possible options.

Population Management - A lack of strategic alignment between Guernsey and Alderney on population management has also been noted as a source of tension. Although estimates of the scale of this issue vary considerably and there is no clear data available to us, the perception features prominently anecdotally and in public debate.

In contrast to Guernsey's population management regime, there are comparatively limited restrictions in Alderney, allowing individuals to more easily establish residence there. This has affected the population balance in Alderney, with an increasingly large proportion of the population not working. Incomers gain access to services including those provided and funded by Guernsey, such as health and social care. Whilst the actual financial impact on Guernsey is unknown, the issue is indicative of wider concerns about fairness, cost-sharing and the absence of a coordinated policy.

The different arrangements between all three islands also cause opportunities and challenges in terms of limiting movement between the islands for employment and training opportunities. The lack of housing restrictions in Alderney has been raised as an opportunity for business expansion by enabling businesses to set up back offices in Alderney, where overheads including staff salaries and accommodation costs are lower than Guernsey. However, the practicality of obtaining work permits for staff might impact businesses' decisions and ability in fact to expand across different islands. From our assessment, we can see the benefits of policies which are coordinated across the islands, and which also encourage and support economic initiatives.

7. Reciprocity of enforcement of court judgments

It is understood that the lack of reciprocity of enforcement of court judgments across the Bailiwick can create problems for the authorities in all three islands. As it stands, if a debt arises in one jurisdiction, this cannot be easily enforced in another Bailiwick jurisdiction without starting new proceedings. It is understood that legislation would be required to enable enforcement to be reciprocal. We consider that such a step could simplify enforcement across the islands and might be a positive opportunity for future collaboration.

8. Absence of a formal dispute resolution mechanism

The Commission notes that there is currently no formalised dispute resolution process for addressing disagreements between the three Bailiwick jurisdictions. While relationships have generally operated on the basis of cooperation and goodwill, the absence of a clear and agreed framework may lead to uncertainty when disputes arise.

9. Governance, informal structures and relationships

We understand that day-to-day working relationships appear generally positive and pragmatic. Inter-governmental relationships are supported by regular officer contact and cooperation. However, many arrangements depend on goodwill, personal relationships and informal understandings rather than clear frameworks, making them vulnerable to competing priorities or changes in personnel.

We have heard concerns that existing informal mechanisms can result in inconsistent follow-through, limited accountability, and a lack of continuity and resilience. Progress on shared initiatives may become dependent on individual office holders and officials, while changes in political leadership can lead to shifts in priorities and impact policy continuity. More formal governance arrangements could help support consistency, institutional memory, and longer-term planning across electoral cycles.

Multiple witnesses have also pointed to the absence of clear processes for reviewing arrangements or adapting relationships as circumstances change (including policy development or funding pressures).

10. Sustainability of current levels of interdependence across the Bailiwick

We have noted widespread concern about the sustainability of the current arrangements. Stakeholders from all areas have called for better information about costs and value of the current funding and support mechanisms in order to assess the long-term sustainability for each island. External challenges and global developments are likely to have a disproportionate impact on small islands, which may increasingly benefit from cooperation and collaboration to maximise opportunities and ensure their future sustainability.

11. Lack of local oversight of transferred services and lack of a formal consultation process for Alderney

Due to the transfer of governance and oversight of services from Alderney to Guernsey, concern has been raised that Alderney's specific circumstances and local requirements are not always fully considered within these decision-making processes and Alderney's population therefore lack input to service delivery. There is currently no formal consultation process with Alderney in place for policy development and no regular reviews of how transferred services are operating in practice. Furthermore, Alderney's representatives in the States of Deliberation do not necessarily have any direct involvement on any of the Guernsey committees dealing with the transferred services. This limits opportunities for direct input on matters that have a significant impact on Alderney.

It has been raised that Alderney considers the threshold figure for approval of its capital projects of £250,000 (set in 2014) to be too low for some of its projects and the concern has also been raised regarding bureaucratic delays in obtaining Guernsey approvals which may at

times impact Alderney's ability to progress projects (such as when the matter involves a land purchase where time may be of the essence). This highlights an example where existing arrangements may currently be inflexible and lack of mechanisms for review to enable them to be updated or amended in the absence of significant reform.

There is a wish for greater powers and involvement for Alderney. However, this would need to be balanced with potentially increased bureaucracy and costs.

12. Internal governance and individual machineries of government

The strength of democracy in small island jurisdictions lies in the close proximity of representatives to the communities they govern. This is positive for the populations and appears to be valued. It fosters a sense of accessibility, which is conducive to political engagement and participation. A more direct and personal connection between elected officials and the citizens they represent can lead to more responsive and effective governance.

However, it can also affect the efficiency of the decision-making process as well as the ability to effect decisions once made. We have noted that the existence of three separate jurisdictions, each with its own distinct decision-making structures, can make agreement on Bailiwick-wide matters a complex and lengthy process.

While respecting constitutional autonomy, there may be opportunities to identify more efficient processes that could be introduced for addressing matters of shared interest and implementing joint initiatives.

Internal issues in each jurisdiction are not included in the Commission's Terms of Reference, but we will make recommendations that are cognisant of the effect of the individual realities for each island, recognising the different machineries of government.

Chapter 7 - The Future of the Islands

This interim report concludes the first phase of the Commission's inquiry. Although our work remains ongoing, the evidence received thus far points to a number of areas where the Bailiwick relationships could be strengthened and improved. This chapter sets out our thinking regarding the future of the islands, including the principal options we have considered concerning the constitutional relationships, and sets out our proposed next steps for our inquiry. We are prioritising transparency of our thinking to ensure we can focus our work and that we are heading in the right direction as we move into the next phase.

Constitutional options

We have set out the following options for consideration, should constitutional change to the relationships between the individual islands or for the whole Bailiwick be agreed as the preferred way forward. Each option has been raised during our inquiry as a resolution to the current issues, some to greater degrees than others.

We think it is helpful to lay these out at this interim stage to ensure that we are on the right track for our next stage of work, and focusing on proposals that are workable, realistic and achievable. In that context we can then focus and narrow down our work.

The options below have been put to us by witnesses during the inquiry and from our engagement work. Each could apply to one or more of the Bailiwick islands.

Become part of the UK or France

A small number of respondents have mentioned the option of one or other of the islands becoming part of the UK or France. However, given the limited amount of support noted either from the islands or from the sovereign states involved, and the major constitutional change required, along with the fact that they fall outside of our Terms of Reference, we do not consider these proposals to be realistic for our further consideration.

However, we consider that there are always clear benefits in strengthening links and relationships, including developing trade links and opportunities for connectivity, economic development and tourism which could be mutually beneficial.

The Bailiwick has an existing dependency on the United Kingdom, due to the constitutional relationship, including the UK's responsibility for the defence of the islands. With this in mind, it is possible that there may be a degree of interest from the UK government in this inquiry, and particularly, should the islands decide to go their separate ways.

Become a parish of Jersey

This would involve significant constitutional change to the existing relationships. As a proposal, this is outside of our remit, so we will not be giving it further consideration. We will consider further where the development of closer relationships with Jersey, including regarding connectivity, could be mutually beneficial.

We wish to note that the relationship between the Bailiwick islands and Jersey has been raised often during our inquiry. We have noted the strength of the Channel Islands' identity compared to that of the Bailiwick and the relationships that exist already. However, the Commission cannot specifically comment on the relationship with Jersey or the potential for change to that relationship, as it is not part of our Terms of Reference.

Seek Hybrid Overseas Territory status

The Crown Dependencies are distinct from the Overseas Territories, which maintain different historical and constitutional relationships with the UK and are usually former British colonies. There is no indication that, if raised, the UK would pursue or agree to such a change in the relationships, nor that such change would address some of the issues that exist. This change to status would also have a significant impact on the levels of autonomy and powers that the islands value.

We, as a Commission, have considered the options set out above and have ruled them out for the reasons stated. We therefore believe that solutions to the issues around the current and future relationships of the islands of the Bailiwick lie within the Bailiwick itself. There is a spectrum of options that we have considered, ranging from increased autonomy for each of the islands, to further integration which we have addressed below. We have then set out our analysis and views about those options.

Greater Autonomy

Some witnesses have talked about full independence. We have understood this to mean the dissolution of the Bailiwick in its current form. There are others who argue for much greater autonomy than exists at present. Both approaches would require the island(s) to operate as separate constitutional bodies with significant changes to remove the existing links within the legal frameworks which currently bind them together. This would be a significant undertaking and would go beyond the existing model and autonomies that the islands have currently as Crown Dependencies.

It is noted that small communities are facing increased challenges, including with ageing populations, with the cost of living and the need to meet international obligations. In reality, very few communities truly operate in isolation and most need to rely on each other or other states to ensure services are provided. It would be constitutionally possible for the islands to achieve this change, but, as a Commission, we believe that this would be unsustainable in practice for Alderney and Sark.

Alderney and/or Sark to become parishes of Guernsey

This arrangement would involve further integration in terms of fiscal arrangements, policy and services.

Alderney and Guernsey already have a fiscal relationship, with a level of integration represented by the transferred services and Alderney's representation in Guernsey's Parliament. Moving towards a formal parish relationship would require further integration with unified policies and one island having defined decision-making powers over the other(s). This would be a progression from the 1948 Agreement and also a significant change from Sark's existing relationship with Guernsey.

In our view, this would not be in keeping with the wish to preserve the distinctiveness of Alderney and Sark and therefore does not seem to be supported.

Strengthening and improving the current arrangements

This option would build on the current arrangements but require review and development of the frameworks in place for the islands and for the Bailiwick, including modernisation of the operational relationships.

The Commission's view

The Commission has considered the range of constitutional options, informed by the evidence gathered to date.

When considering change, we have taken a balanced approach, conscious of the diversity of views across the Bailiwick and even within each island. Engagement undertaken so far indicates a clear preference in both Alderney and Sark to retain their autonomy. We have considered where a greater degree of autonomy for each jurisdiction would enable their current individuality and ways of life to be preserved, but also areas in which collaboration may in fact be more conducive to ensuring the sustainability of the existing ways of life and individual island identities in the longer term. We have not heard that Guernsey is seeking any change from its current status or regarding its autonomy, although it seeks clarity and improvements regarding its relationships with Alderney and Sark. We believe that the most supported proposal will be likely to fall somewhere in the middle of the spectrum of options and have explored this further below.

The current evidence presented to us suggests that solutions will need to be found within the Bailiwick itself. The sustainability of the islands, in particular the long-term continuation of the ways of life that the communities value, are likely to require collaboration within the Bailiwick and a level of interdependency. The level of interdependency will be a matter for each island to determine and the arrangements that then flow from these decisions will be key to ensuring a clear structure and safeguarding the autonomy of each jurisdiction. Therefore, while we remain open-minded in our inquiry at this stage, the evidence is leading us to focus on proposals which would centre around a version of continuation of the current constitutional arrangements and operational practice.

However, we consider that the arrangements as they exist currently are not conducive to the sustainability of the Bailiwick and the preservation of the autonomy of each island. Continuation of the current arrangements without change and improvement may lead to further

crises regarding service delivery amid the prolongation of inefficient resourcing and working relationships. Practical and proportionate reforms will be required to achieve sustainability and to ensure that frameworks are sufficiently flexible to accommodate future change, particularly when external challenges arise.

We have identified a number of areas that we would recommend for consideration, should the islands agree with our assessment. These are set out below, first in terms of the relationship of Guernsey with each of the smaller islands, and then by exploration of specific reforms to be considered and taken forward.

Alderney-Guernsey

The majority of views expressed in Alderney, notwithstanding a small number of respondents who have advocated full independence, has not supported revocation of the 1948 Agreement. Instead, the prevailing view seems to be that the relationship should evolve into a modernised partnership that preserves the aspects of the 1948 Agreement that continue to operate effectively, while enhancing resilience and responsiveness for the future. This involves clarifying, developing and improving the existing arrangements, particularly through greater involvement and consultation in areas that directly affect the island. Most consultees have not regarded a move towards complete self-sufficiency as a viable or beneficial alternative.

At this stage, based on the evidence received, we would expect our final report to recommend updating the arrangements established under the 1948 Agreement, and reviewing the scope, such as might be achieved with the introduction of a framework of Service Level Agreements (SLAs). These would clearly define the services to be provided, the associated costs and funding arrangements, and the mechanisms for monitoring, review and accountability. They should also provide Alderney with increased participation in the operational oversight and delivery of those services as well as ability to review and update arrangements when required, and the choice of services it commissions from Guernsey or elsewhere, which services it provides itself, and how these are funded.

Such arrangements would improve clarity and transparency regarding both the services delivered and also clarify the financial flows that support them, to inform those operational relationships. In doing so, they could help answer some of the questions heard by the Commission, many of which appear to stem from misunderstandings and misconceptions about the relationship on both sides.

Regular and formal review of the SLAs would provide opportunities for ongoing dialogue and collaboration between the islands, enabling both parties to consider how the arrangements are functioning, where improvements may be required, and where funding arrangements may require review.

Fundamentally, SLAs would represent a partnership-based approach, giving Alderney a stronger voice in matters affecting the services it receives, together with access to the information necessary to participate as a more equal and informed partner with Guernsey.

Should this be taken forward, further consideration would need to be given to the appropriateness of the existing representation of Alderney in the States of Deliberation or whether alternative arrangements should be considered.

Sark-Guernsey

The Commission has heard concerns around Sark's economic position, future resilience and sustainability, and long-term ability to fund services independently. While these matters are of interest, we have not examined them in detail, as such matters do not strictly fall within our remit and are internal matters for Sark. However, we do believe that in order to support Sark's future, both islands would benefit from a transparent agreement covering all services provided to Sark by Guernsey and those provided for Sark on a Bailiwick-wide basis, jointly developed and accepted by both jurisdictions with clear costings for services and clear processes for review. Sark would need to take responsibility for putting the structures in place to fund these services, and to meet any changes in funding, with contingencies. Also, there would need to be clear processes and records of fiscal flows and data to support any operational work in place, that can be used by both governments.

Sark's community has requested changes to healthcare and education arrangements. We intend to explore in greater detail how these issues could be addressed through the Guernsey-Sark relationship. This may take place via public calls for evidence, targeted evidence sessions, commissioning experts, undertaking research on models in jurisdictions with similar challenges, among other methods.

Stakeholders have also suggested that Sark may wish to pursue alternative service arrangements where appropriate, including relationships with providers outside the Bailiwick. Examples raised included healthcare provision and insurance arrangements that could improve access to services while ensuring that Sark continues to make an equitable contribution to any shared costs. The feasibility and desirability of such arrangements would require further consideration and the exploration of alternative arrangements, which we would consider to be the responsibility of Sark's Chief Pleas to take forward.

We have noted that criminal law that applies to Sark is made by the States of Deliberation in Guernsey and that Sark has no formal role in shaping that legislation under the current framework.

Next steps for the Commission

Given all the evidence that we have heard, we believe that there is significant potential for improvement of relations between the islands to address the issues set out. We present below a series of questions (in bold) that we will be addressing in the next stage of our work. We will shape the next stage of our inquiry around these questions and would welcome views at any time that may assist with this work.

Governance Issues

A formal Inter-Government Council

Should there be a formal inter-governmental council of the lead Committees of the three islands, which would be afforded the authority to make decisions on Bailiwick-wide matters, to ensure accountability and sustained policy work?

This could develop from the existing Bailiwick Council and Liaison Group meeting models but with more formal powers and authority.

Increased transparency

What steps need to be taken to increase transparency around governance, service delivery and fiscal relationships, in order to inform change and provide a stronger evidence base for future discussions?

Dispute Resolution Model

Should there be a formal Bailiwick-wide dispute resolution model?

We will explore further how this model might work and how it would be funded and governed to avoid perceptions of bias and ensure equal access.

Areas for alignment of legislative and regulatory frameworks

We have heard that there are areas where common systems have worked well, such as policing or the Covid-19 response.

Could there be areas where further legislative and regulatory alignment is desirable?

Opportunities for cooperation in policy development

As evidenced in this report, there are a number of areas where we as a Commission believe it would benefit the islands to work together. In the next stage of our work, we will explore where these arrangements can be improved.

Economic development – ***how best can the islands work together in order to improve the economy of the Bailiwick as a whole and the islands individually?***

Transport – ***how can inter-island connectivity be improved?***

Population management – ***should population management policies be better coordinated, and if so, how?***

Health and social care – ***is there a way to improve service delivery across the islands?***

Education – ***how can provision of education across the islands ensure that they remain good places for families with young children to live?***

We will be undertaking further engagement work to gather views on the questions above, once again including from stakeholders and the public.

To conclude, we are pleased to present our interim report to the lead committees of the three islands and look forward to hearing their views. We will continue our work with enthusiasm and we value the ongoing engagement with the public of Alderney, Guernsey and Sark.

Appendix 1 – Broad Objectives, Terms of Reference and Constitution

Objectives

The Bailiwick Commission is an independent panel set up by the governments of Guernsey, Alderney and Sark in 2025 to conduct a comprehensive review of the constitutional, economic and working relationships between the three Bailiwick jurisdictions. Its governance is set out in its Terms of Reference and Constitution which can be found below.

Appointment of Commission, Launch and work programme

Following a joint appointment process, with the appointment of the five Commissioners agreed by the three lead Committees, the Commission's formal launch was announced by media release shortly following its first meeting in March 2026. The Commission has met monthly both in London and the islands, in person and virtually has also used these meetings for the taking of evidence.

The Commission established a website which sets out key information about the Commission and its inquiry.

THE BAILIWICK COMMISSION

TERMS OF REFERENCE DOCUMENT

1. Purpose of the Commission

The purpose of establishing the Commission is to undertake an inquiry and make recommendations with a view to developing the constitutional, economic and operational relationships between the Bailiwick of Guernsey's three jurisdictions of Guernsey, Alderney and Sark to meet future challenges.

In order to do so, the Commission will:

- conduct a comprehensive review of these relationships as they currently exist;
- determine whether these relationships remain fit for purpose, equitable and supportive of sustainable development for each jurisdiction in light of modern needs and aspirations; and
- make such recommendations as are required to ensure that these relationships meet those criteria for the future.

2. Scope of the Commission

During its inquiry, the Commission will determine how best to ensure that the interests of all three jurisdictions are protected, balanced and advanced, and make recommendations following review of the areas in scope.

2.1 Constitutional relationships

- Review the existing constitutional and governance arrangements within the Bailiwick and consider how these impact upon inter-island relations and cooperation.
- Consider the strategic, policy, administrative and operational support that is, and might be, provided to the governments and legislatures of the islands.
- Review the adequacy of current mechanisms for cooperation and whether existing governance structures support effective working and accountability for all islands.
- Consider how to ensure that the islands' governments and machineries of government are equipped to:
 - Achieve and maintain modern democratic norms;
 - Set and meet regulatory standards to protect the interests of the economy, business and the public;
 - Provide services within their communities;
 - Meet respective international obligations.
- Consider the Dispute Resolution Mechanism (which is currently a draft framework for resolving disputes between the jurisdictions but needs to be finalised).
- Review the management and operation of external affairs and engagement, which is currently generally led by Guernsey (and undertaken on behalf of the Bailiwick when appropriate).

- Identify and address any areas of confusion or misunderstanding in the complex inter-island relationships: with a view to ensuring clear oversight, processes and accountability for decision making and service provision.
- Make recommendations as to how the constitutional and governance arrangements might work in the future.

2.2 Legislative and Judicial Framework in the three jurisdictions and between the islands

- Examine the legislative processes for enacting civil and criminal legislation across the Bailiwick to consider if they are fit for purpose.
- Consider the links between the judicial systems of the three Bailiwick jurisdictions.
- Make any observations on the functions of the Law Officers of the Crown in relation to intra-Bailiwick matters and in support of each island's legislative process and specific needs.

2.3 Economic Relationships

- Consider the economic, trade, investment and business links with a view to future economic sustainability.

2.4 International Agreements

- Consider the manner in which international agreements are extended across the Bailiwick and the effectiveness of current arrangements.

2.5 Service Provision

- Review how services are provided by the States of Guernsey to residents of the other Bailiwick islands under various formal and informal arrangements and how those services are funded.

2.6 For Guernsey and Alderney:

- Review the existing relationship.
- Review the 1948 Agreement between Alderney and Guernsey, as amended, which makes provision for transferred services by Guernsey for Alderney residents and includes the payment of Guernsey income tax by Alderney residents. It also enables Guernsey to legislate for Alderney in relation to the transferred services without consent and provides for two Alderney representatives to be members of Guernsey's parliament¹.
- Consider the current financial arrangements, including revenue raising, taxation and public spending responsibilities.
- Consider whether the 1948 Agreement remains fit for purpose now and in the future, and whether there is any new arrangement which could be adopted by Alderney and Guernsey instead.
- Review whether the Alderney Liaison Group is an appropriate forum for discussions regarding Alderney and Guernsey issues.

- Consider whether to recommend any changes to the relationship.

2.7 For Guernsey and Sark:

- Review the existing relationship.
- Review and consider the delivery of services between Guernsey and Sark.
- Review whether the Sark Liaison Group is an appropriate forum for discussions regarding Sark and Guernsey issues.
- Consider whether to recommend any changes to the relationship.

2.8 For Alderney and Sark:

- Review the existing relationship.
- Review and consider whether to recommend any changes to the relationship.

3. Commission Governance

The Commission is established jointly by the Policy & Resources Committee of the States of Guernsey, the Policy & Finance Committee of the States of Alderney and the Policy & Finance Committee of the Chief Pleas of Sark (the lead committees).

The Commission is not a committee of the States of Guernsey, States of Alderney or Chief Pleas of Sark and shall operate independently of the three legislatures. It is not subject to their rules of procedure or freedom of information regimes.

4. Methodology

It shall be for the Commission to determine its methodology, which may include it seeking to:

- Call for evidence from public bodies, community groups, businesses and the public from each island.
- Review historical records, legal documents and prior agreements.
- Consider how best to obtain the information and advice required to undertake its work, such as legal and economic analysis, from any expert panel advisers and from other advisers within and outside the Bailiwick. External legal advice can be commissioned if required.
- Conduct public consultation processes to ensure transparency and community input.
- Engage with stakeholders from within and outside the Bailiwick, as it sees fit in order to take evidence for the purpose of undertaking its work.
- Call for evidence and determine how such evidence is given, including from the islands' communities and public, an expert panel, service providers and stakeholders.
- Take evidence orally and in writing and undertake consultation in the manner it determines necessary to undertake its work, although it has no powers to compel or require the giving of evidence.

5. Reports

The Commission will produce:

- An Interim Report summarising initial findings and identifying areas requiring deeper investigation to be published no later than end September 2026.
- A Final Report to be published by end September 2027 setting out the findings of the Commission and making any recommendations for change which the Commission considers would be beneficial to the Bailiwick.

The Commission will report to the lead committees.

The Commission's recommendations will be advisory and not binding. Decisions on how to progress the recommendations will rest with the lead Committees.

6. Timeframes

The establishment of the Commission and the date of its first meeting shall be publicly announced within two days of that first meeting.

The lead committees shall respond to the final recommendations within 90 days of publication, with the option for debates in each legislature.

CONSTITUTION & ADMINISTRATIVE FRAMEWORK FOR THE BAILIWICK COMMISSION

1. Constitution of the Commission

The Terms of Reference for the Bailiwick Commission will be agreed by the lead committees, namely: the Guernsey Policy & Resources Committee (on behalf of the States of Deliberation); the Alderney Policy & Finance Committee (on behalf of the States of Alderney); and the Sark Policy & Finance Committee (on behalf of the Chief Pleas of Sark).

The Terms of Reference can be changed only with agreement from the lead committees within five working days of any request from the Commission.

Dissolution of the Bailiwick Commission, at the appropriate time, shall be agreed by the lead committees.

2. Commission Composition & Membership

The Commission shall comprise up to five Commissioners, all independent and external to the Bailiwick, but who have good knowledge of the islands and their constitutions and/or expertise in an area set out in paragraph 2 of the Terms of Reference.

Commissioners shall be selected for appointment jointly by the lead committees, with one Commissioner appointed as Chair. A Deputy Chair may be appointed by the Commission from among its members, where the Commission considers such an appointment necessary or desirable.

Replacement of any Commissioner (including the Chair), if necessary, shall also be by joint appointment by the lead committees. However, the Commission can continue to operate, and its work remains valid, with three or more Commissioners in place.

Formal appointment of the Commissioners may be by contract or by exchange of letters with the States of Guernsey (as the body providing the principal funding for the Commission's work).

3. Legal Advice

The Commission is to consider how best to obtain any legal advice, including from the Law Officers of the Crown, from any expert panel of advisers and from other advisers within and outside the Bailiwick. External legal advice can be commissioned if required within the budget already set for the Commission. Such legal advice will be confidential to the Commission and subject to legal professional privilege.

4. Panel of Experts

Expert Advisers may be appointed by the Commission to provide evidence, analysis and advice in specialist areas. That could include people with knowledge and expertise on constitutional and administrative law; public finances; economic policy; operation of government services and the Channel Islands' history, culture and social elements.

5. Resources:

Commission Secretariat

Administrative support shall be provided by a Secretariat, drawn primarily from Guernsey's civil service, and accountable to the Chair. The support provided will include, but not be limited to, organising meetings, collating evidence, managing communications and preparing draft reports.

The Secretariat will be present at all meetings and work undertaken by the Commission.

Primary funding of the Secretariat shall be provided by the States of Guernsey, with optional contributions in cash or kind (e.g. accommodation, travel, subsistence) from Alderney and Sark.

6. Operation of the Commission

The Commission shall determine its own procedures and ways of working, subject to the following:

- Quorum: three Commissioners, including the Chair, for meetings of the Commission; two Commissioners for other work – including engagement activities and taking of evidence.
- Voting: unless a decision of the Chair alone, decisions shall be made by a majority of votes; each Commissioner shall have one vote; in case of a tie, the Chair shall have an additional casting vote.
- Meetings: Public engagement and consultations with stakeholders shall be held in Guernsey, Alderney, and Sark. Additional meetings and work undertaken by the Commission may be virtual or as otherwise required.
- Declarations of Interest: to be made at first meeting and recorded in a public register to be maintained by the Secretariat and available on request and then acknowledged at any meeting where a conflict of interest or similar issue might arise and appended to the final report.

7. Process

A public website or webpages may be established by the Commission to publish meeting dates, minutes, evidence submissions (where permitted) and reports.

The Commission shall seek to operate openly, the Chair may determine that evidence or Commission papers be treated as confidential where appropriate. This could include advice from the expert panel, sensitive submissions and where the fact that the evidence is being given in public may significantly alter its content.

Anonymous evidence may be accepted only in exceptional circumstances as determined by the Chair and can be published with the agreement of the Chair.

Commission papers are confidential and shall not be published without the agreement of the Commission and solely at the Commission's discretion.

8. Funding & Resources

The Commission budget will cover any fees and pre-authorised expenses for the Commissioners, fees for any advice commissioned, travel and associated costs and publication costs.

The States of Guernsey will provide the primary funding for the Commission's work and operation of the Commission's budget will be conducted by Guernsey's External Relations and Constitutional Affairs team following usual States of Guernsey procedures.

The government of Guernsey has agreed to contribute up to £500,000 towards the cost of the Commission. The government of Alderney has decided to contribute £15,000 towards the cost of the Commission. The government of Sark has decided not to contribute directly but rather will consider in kind contributions.

Appendix 2 – Members of the Commission

The five Commissioners are Sir Robert Neill (Chair), Dr. Lisa Cameron, Lord Carwyn Jones, Professor Caroline Morris and Dr. Philip Rycroft (listed in alphabetical order following the Chair).

Chair - Sir Robert Neill KC (known as Sir Bob) was appointed as Chair of the Commission with the agreement of the three Bailiwick governments. He is a former Conservative MP (serving between 2006-2024) and was Minister for Local Government, Planning and the Fire Service 2010 to 2012. He is a former Chair of the House of Commons Justice Committee which considered issues regarding the Bailiwick, including undertaking inquiries and publishing specific reports about the constitutional and working relationships between the Crown Dependencies and the UK. Since leaving Parliament in 2024, he has resumed his career as a practising barrister based in London.

Dr. Lisa Cameron has experience in devolved administrations and the UK Parliament, as a former MP (SNP then Conservative, 2015-2024), where she served on various Select Committees. She is a clinical psychologist and has acted as an expert witness in Scottish childcare cases. Dr Cameron was a member of the Channel Islands All Party Parliamentary Group (APPG) 2019-2023.

Lord Carwyn Jones is the former First Minister of Wales (2009-2018) and former Leader of Welsh Labour. He was a member of the Senedd (the Welsh Parliament) 1999-2021. He attended the British Irish Council (BIC) Summit hosted in Guernsey in 2018. Lord Jones became a Member of the House of Lords in January 2025 and leads the UK delegation to the Parliamentary Assembly of the Council of Europe. He is a Professor of Law at Aberystwyth University.

Professor Caroline Morris is a Professor in Constitutional Law at Queen Mary University of London. Her particular interests include constitutional reform, legislatures, elections and referendums. She is also the Founder and Director of the Centre for Small States which specialises in the law and legal frameworks of small states, territories and jurisdictions. She is an expert in constitutional issues in the Crown Dependencies, with academic and practical experience in Alderney, Guernsey, Sark and Jersey. She has also provided advice to courts, parliaments and Non-Governmental Organisations in Seychelles, Guyana, Bermuda and New Zealand.

Dr. Philip Rycroft is a former senior civil servant. During his career, he worked for the devolved government in Scotland and for the UK Government. He was Permanent Secretary for the Department for Exiting the EU (Brexit) and Director General in the Deputy Prime Minister's office. From 2012 to 2019 he was the lead Whitehall official on constitutional and devolution matters. He served as a Commissioner for the Independent Commission on the Constitutional Future of Wales between 2021-2024. He worked closely with the Bailiwick and the other Crown Dependencies through his responsibilities for the British Irish Council (Guernsey being one of the eight member administrations).

Appendix 3 – Timeline of Bailiwick Commission Establishment and Work Programme

11 April 2025 [Resolutions by the](#) States of Deliberation regarding the establishment of Bailiwick Commission involving Guernsey and Alderney

01 May 2025 [Resolutions](#) by the States of Deliberation regarding the establishment of Bailiwick Commission involving Guernsey and Sark

16 July 2025 [Deliberations](#) by the States of Alderney regarding the establishment of Bailiwick Commission

25 June 2025 [Resolutions](#) of Chief Pleas of Sark regarding the establishment of Bailiwick Commission

13 February 2026 Media announcement of agreed Terms of Reference and Constitution and appointment of Chair and Commissioners

18 March 2026 [Deliberations](#) States of Alderney formally approve membership of Bailiwick Commission and Terms of Reference in accordance with its July 2025 Deliberations

24 March 2026 1st Meeting of Commission

26 March 2026 Media release confirming the first meeting of the Commission, launching its website and survey

20 April 2026 2nd meeting of Commission

28 April 2026 introductory meetings held with lead politicians for the 3 islands

29-30 April 2026 Commission visit to Guernsey

30 April-01 May 2026 Commission visit to Sark

01-02 May 2026 Commission visit to Alderney

26 May 2026 3rd meeting of Commission

16 June 2026 4th meeting of Commission

30 June 2026 survey closed

16 July 2026 5th meeting of Commission

25-27 July 2026 Commission visit to Alderney

23-27 August 2026 Commission visit to Guernsey and Sark

26 August 2026 6th meeting of Commission (in Sark)

21 September 2026 7th meeting of Commission

Appendix 4 – Expert Advisers

As per the Commission’s Constitution, we have appointed expert advisers to assist us in our inquiries.

Legal - HMP, Megan Pullum KC and Crown Advocate Chris Hookway from the Chambers of the Law Officers of the Crown.

Island Experts:

The island experts have been appointed to provide us with local knowledge and advice.

Alderney: Ian Carter, former education professional and member of the States of Alderney, current Court Jurat.

Guernsey: Sir Richard Collas, former Bailiff of Guernsey.

Sark: Jane Norwich - Sark resident, member of La Société Sercquaise.

Appendix 5 – Our Approach to Evidence and Engagement

Survey

The initial stage of public consultation took place through the Commission's first survey. This survey was published as quickly as possible following our establishment and launch in order to find out what is most important to the public and provide direction for the start of the inquiry. Another aim was to establish the emerging themes behind the responses to understand the common factors driving them. The survey was live from 26 March to 30 June 2026.

In terms of the survey content, only the multiple-choice questions were compulsory, but in fact all respondents provided answers that went beyond these compulsory questions. The Commission welcomed the thought and time put into the responses, which provided an early reflection of the strength of feeling and views of those engaged on the topic who wished to participate.

The responses to the open text questions provided valuable qualitative data and direction for the Commission's further evidence gathering. The quantitative data gathered also demonstrated some key themes and gave us our first indications of citizens' feelings about the relationships between the islands and some initial lines of inquiry to follow.

The survey showed that there are a wide range of views within the Bailiwick, and even within each island. Suggestions from the public were varied, ranging from support for complete separation of the islands to support for complete amalgamation of the islands. All of these suggestions were duly noted for further exploration. The below excerpt from the survey report (accessible at: [sets out some key trends and takeaways](#)). The full survey report can be found on our website: [Survey Report](#), along with a [copy of the blank survey](#).

Requests for evidence from the three islands' governments

During the first phase of work, we have also relied on a range of evidence requested and provided by the three governments, with the aim to understand both the factual basis of how the relationships operate and also each island's perspective of the relationships. One of the main takeaways is our impression that each government genuinely hopes that the outcome of this inquiry will improve relationship and that they appear committed to cooperating with and supporting our work.

Close engagement with each government continues, including with the lead Committees, and we value the cooperation and support that we have received so far from the politicians and officers of each island.

Visits

We have visited each island twice in the first phase of our work. Our first visit was to all three islands, and took place between 29 April, to 02 May 2026. Our second visit to Alderney took place between 23-27 July 2026. We visited Guernsey and Sark for the second time between 23-27 August 2026.

These visits have been valuable both for the many evidence sessions they have facilitated, including a variety of public sessions, but also because they have allowed us to develop a feel for the islands, for the different ways of life, and to understand why islanders are so proud to call the Bailiwick and their individual islands home.

We are planning further visits to each island in the next phase of our inquiry. Following your feedback, we will try to ensure that the public is informed of these further in advance.

Summaries of each visit are below.

First visit of the Commission to the Bailiwick (29 April – 02 May 2026)

Introductory visits were made by the Commission to Guernsey, Alderney, and Sark. The Commissioners visited Guernsey on 29 to 30 April, Sark on 30 April to 01 May and Alderney on 01-02 May. Each Government prepared for the visit to their respective island, including arranging for the Commissioners to meet their island communities. Public engagement meetings were organised on each island to ensure islanders were given the opportunity to attend.

Additional meetings were organised with key stakeholders including:

- In Guernsey: His Excellency The Lieutenant-Governor; the Bailiff and Deputy Bailiff; the Law Officers of the Crown and senior lawyers from St James' Chambers; the Chair of the Association for Guernsey Charities; and Members of the States of Deliberation.
- In Sark: members of the Policy & Finance Committee and Conseillers; a meeting with the Seigneur of Sark; visit to the Heritage Room with the Society Sercquaise; visit to Chief Pleas; and meeting with the Speaker of Sark.
- In Alderney: the President of the States of Alderney; with Alderney States Members; and with the Government Working Group.

The visits also included introductory tours of the islands to enable the Commissioners to see and get to know the islands.

Second Visit to Alderney (25-27 July 2026)

A public engagement meeting was held at Island Hall.

The 5 Commissioners attended several meetings during their visit with stakeholders. including with the 2 States of Alderney representatives in the States of Deliberation, Edward Hill and Alex Snowdon, with local early years and education representatives and with Isabel Picornell Commissioner at Alderney Gambling Control Commission and Ian Carter, the Commission's expert adviser for Alderney matters. They also met Roland Gouvain, CEO Alderney Wildlife Trust.

Visits were undertaken to Alderney Energy Group and to the power station; to the Alderney Court to meet the Chair of the Court and Greffier and to the Alderney Gambling Control Commission; to the Royal Connaught Care Home and the Mignot Memorial Hospital and the airport, where they also met staff working in those institutions. A meeting took place with Alderney Chamber of Commerce.

Second Visit to Guernsey and Sark 23-27 August

The Guernsey visit included public engagement sessions at 5 locations (at four Community and Parish Halls) across the island and in Market Square St Peter Port. They met with Guernsey Finance and with the Deputy Bailiff and Bailiff.

The Commissioners were hosted for two nights of their visit to Guernsey by His Excellency, The Lieutenant-Governor at Government House.

The Sark visit (25-26 August) included a public meeting at Island Hall. Meetings took place in Sark covering various themes- education, safeguarding welfare and health care provision in Sark, with the Seneschal, the Prevot and Greffier, and with members of the Policy & Finance Committee and with the Speaker of Chief Pleas. The Commission were hosted for dinner at the Seigneurie by the Seigneur Major Christopher Beaumont.

The visit continued in Guernsey with meetings including with the Guernsey Financial Services Commission, with the Commissioner for Standards (Guernsey) and Non- Executive Director Isle of Sark Shipping, and with Economic Development and Visit Guernsey officers.

A public meeting was held on evening of Wednesday 26 August at St Pierre Park Hotel. On 27 August, a workshop event took place with Guernsey Chamber of Commerce and a stall in North Show tea tent was staffed by two Commissioners.

Public engagement sessions

We have undertaken public engagement sessions in each island during our visits. These sessions have provided valuable sources of qualitative data to inform our thinking.

Public meetings in Alderney and Sark were noticeably better attended than those held in Guernsey. We believe that the difference in the level of interest may in part relate to the size of the islands and the feeling that the issues being considered appear to have a more direct impact on Alderney and Sark than in Guernsey. However, we have worked to try to ensure that the views of the Guernsey population are also encouraged and represented in the evidence we are gathering. A priority for our most recent visit to Guernsey was to offer more targeted engagement opportunities. We are conscious that the Guernsey community would have views regarding the current and future relationships and their impact upon Guernsey's services and funding arrangements, and we wish to hear those views. Accordingly, we held a wider public meeting than we had on the previous visit to provide an opportunity for attendance and organised a series of sessions in various community centres across the island to reduce any barriers to attendance and increase accessibility. Additionally, two Commissioners staffed a stall at Guernsey's North Show.

We hope that persevering with public engagement will build trust with the communities, and that diversifying the ways in which we undertake this engagement will ensure that everyone has been offered the opportunity to participate. We will continue to review the ways in which we undertake engagement to ensure as many views as possible can be considered before the preparation of our final report.

Formal evidence sessions held

Summaries of evidence sessions will be published where determined appropriate by the Commission and with the agreement of the witnesses.

16 June 2026

Darren Smith Finance Business Partner States of Guernsey (Health & Social Care lead) and Amy Collis External Relations Officer regarding the arrangements for financing health care in Guernsey and the wider Bailiwick.

Andrew Gellatly, Executive Director Alderney Gambling Control Commission regarding the operation of the Commission.

16 July 2026 - meetings with civil services for the islands regarding operational issues and relationships

Alderney - Chief executive and Head of Public Service Liz Maurice and Acting States Treasurer Elanja O'Toole

Sark - Senior Operating officers Rhys Rowlands and Aidan Mallon and Treasurer for Chief Pleas, Sarah Hudson.

Meeting with former Senior Operating Officer, William Spooner

Guernsey - Head of Public Service Boley Smilie, Head of Finance Gareth Fooks, Jo Reeve
Director External Relations & Constitutional Affairs

26 July 2026 - meeting with Alderney representatives in the States of Deliberation – Edward Hill and Alex Snowdon

Other meetings during our visits and topics covered (not exhaustive list):

- Politicians from all three islands – lead committees and wider assemblies, some individual meetings
- President of States of Alderney
- Speaker of Chief Pleas
- Economic Development Officers & Visit Guernsey
- His Excellency The Lt-Governor, Sir Richard Cripwell KBE CB
- Bailiff of Guernsey (Bailiff and Deputy)
- Law Officers of the Crown
- Sir Richard Collas, former Bailiff & Guernsey-nominated expert
- Ian Carter, Alderney-nominated expert
- Jane Norwich, Sark-nominated expert
- Seigneur of Sark, Major Christopher Beaumont
- Association of Guernsey Charities
- Guernsey Finance
- Guernsey Financial Services Commission
- Guernsey Chamber of Commerce

- Alderney Chamber of Commerce
- Alderney Gambling Control Commission
- Alderney pre-school/early years representatives
- St Anne's School
- Alderney Wildlife Fund
- Alderney Electricity Ltd
- Alderney Court – Greffier and Chair of the Court
- Sark Seneschal, Deputy Seneschal, Greffier and Prevot
- Practice Manager Alderney primary care
- Connaught Care Home
- Mignot Memorial Hospital
- Sark Practice Nurse
- Sark safeguarding, education and welfare representatives
- Former Dean of Guernsey, the Very Reverend Tim Barker
- Andrew Ozanne, Commissioner for Standards Guernsey and NED Sark Shipping
- Al Brouard, former Deputy in the States of Deliberation

Workshops

We organised our first workshop in late August during our visit to Guernsey. We invited members of Guernsey Chamber of Commerce to meet with us to gather views on inter-island business relationships, barriers and opportunities. This proved a valuable source of data, and we will consider similar events for other groups with whom this approach may be useful for our next stage of work.

Written submissions

At the time of writing, we have received several written submissions. We have been encouraged by the thought and reasoning put into these submissions, and the level of detail provided in many has been extremely useful to building on our understanding of the dominant issues as well as the ways of life in the island communities.

We continue to encourage islanders to submit any written information you would like us to consider to our email address: BailiwickCommission@gov.gg or via post to Sir Charles Frossard House.

We have also sought written evidence from external stakeholders, including the Ministry of Justice as the UK Government Department with responsibility for the Crown Dependencies.

Website

Our website provides a source of information for the public, to enable you to stay up to date on our work programme, including visits and engagement opportunities. Our website pages contain key information about the inquiry, as well as advertising current consultations, upcoming engagement sessions, publishing summaries of evidence sessions, and detailing the Commission's meetings that have taken place. We value keeping this website up to date to ensure that the communities can continue to develop awareness and understanding of the

inquiry, can stay up to date and can participate in the work. The website is accessible here: [Bailiwick Commission - States of Guernsey](#).

Social media

The Commission so far has engaged through the principal social media channels used by the governments of the Bailiwick: Facebook and LinkedIn.

Having noted our most engaged demographics, we are considering how we will engage different audiences in the next stage of our work to ensure the widest reach. This may include exploring using new forms of media to attract younger audiences and enable wider participation.

Appointed experts

Each of the islands' governments have nominated a local expert, to provide advice to the Commission, should there be points when our knowledge or understanding of the islands has left gaps or where they can provide perspective based on their knowledge from living and working in the islands. Their contributions thus far have been appreciated, and their expertise will be called upon more in the next phase of work, as we move from fact finding to the development and testing of recommendations.

We have also received expert advice from the Chambers of the Law Officers of the Crown to assist with our work.

Engagement insight and analysis

Analysis of engagement undertaken aims to identify the groups with the highest and lowest propensity to engage on the subject matter. This informs our approach to communications and how we might target future engagement with the objective of extending our audience beyond the already highly engaged groups.

As set out earlier in this chapter, engagement levels have differed quite significantly between each island. This was partly to be expected due to the nature of the relationships between the islands and variation in their population sizes. Having noticed this trend early on in our work, we have tailored our approaches to the individual islands to encourage as many people as possible from each island to take part and will continue to do so in the second phase of our work.

We will be trying to access the views of harder to reach groups in the next stage of our work. This may include a new survey among other new forms of engagement tailored to the specific needs or propensities to engage of the target audiences.