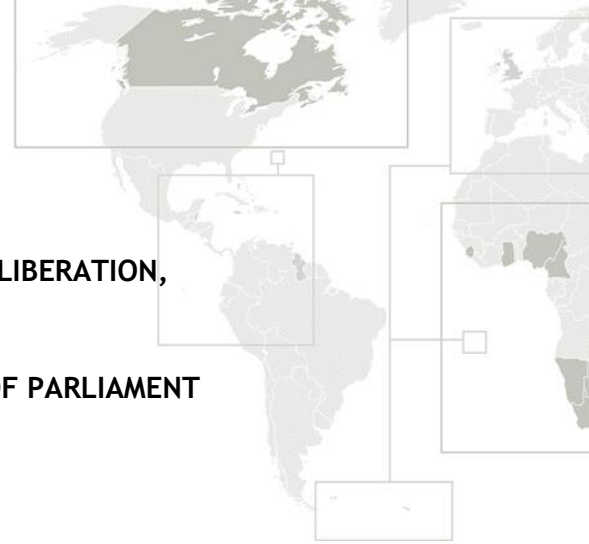




HOUSES OF PARLIAMENT



**BILATERAL VISIT FROM THE STATES OF DELIBERATION,  
BAILIWICK OF GUERNSEY**

**WEDNESDAY 16 SEPTEMBER 2015, HOUSES OF PARLIAMENT**



**REPORT**

COMMONWEALTH PARLIAMENTARY ASSOCIATION UK

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## **1.0 EXECUTIVE SUMMARY**

1.01 The UK Parliament and the States of Deliberation (Parliament) of the Bailiwick of Guernsey have excellent ongoing bilateral relations. In January 2015, at the request of the States, CPA UK hosted a programme in Westminster for a delegation of Deputies. This was a repeat of a similar programme, which took place in October 2012. Both programmes focussed on developing understanding of the Westminster system, with a particular emphasis on instruments of scrutiny, the legislative process, and the committee system.

1.02 Guernsey's forthcoming election is due to take place in April 2016. Presently only 10% of the elected representatives in the States of Deliberation are women. There are no political parties in Guernsey and all elected members stand as independent candidates, which presents its own challenges and opportunities in the pursuit of more equal representation. Parliamentarians in Guernsey are organising events ahead of the election, which is designed to encourage more women to stand as candidates for the States of Deliberation.

1.03 On 16 September 2015, a delegation from the States visited Westminster for a one-day programme. The programme focussed on gender sensitive parliaments and opportunities to encourage proportionate gender representation in Legislatures. The delegation met with a number of UK Parliamentarians. The delegation also met with parliamentary officials working in outreach and gender representation, whose role often involves engaging with audiences not familiar with the political process.

1.04 The visit allowed CPA UK to assist in the planning of the an outreach event organised by the States of Deliberation, aimed at informing and encouraging women to stand for election in Guernsey. CPA Guernsey would like to invite at least one female UK Parliamentarian to be involved in the event, and CPA UK will assist in sourcing female UK Parliamentarians to be involved.

## **2.0 DELEGATION**

2.01 The delegation consisted of:

- a. Deputy Elis Bebb
- b. Deputy Yvonne Burford
- c. Simon Ross, Accompanying Delegation Secretary

2.02 Key stakeholders:

- a. CPA UK
- b. States of Deliberation
- c. UK Parliament

### 3.0 AIM & OBJECTIVES

#### 3.01 Aim

The brief programme intended to increase the participants understanding of the UK Parliament in the context of the Westminster System, whilst strengthening the ongoing bilateral relations between the States and the UK Houses of Parliament. The programme contained a series of activities to achieve the following objectives:

#### 3.02 Objectives

- a. **Objective 1.** To explore parliamentary practice and procedures within a Westminster context.
- b. **Objective 2.** To learn about the scrutiny of policy and of legislation; particularly to learn how individual parliamentarians/backbenchers are able to make a difference.
- c. **Objective 3.** To explore ways to increase the number of women standing for elections.
- d. **Objective 4.** To interact and exchange views with Members and officials at Westminster with the intention of attracting a speaker to a Guernsey based seminar series.

3.03 This programme was part of CPA UK's strategic goal number one, to *"To strengthen parliamentary democracy by undertaking international parliamentary outreach work on behalf of the Houses of Parliament and the wider CPA."*

### 4.0 PROGRAMME COMMENTS

#### 4.1 Scrutiny of legislation

4.11 Liam Laurence Smyth discussed how the UK Parliament facilitates the scrutiny of legislation. Discussion focussed on how to scrutinise legislation after it has been drafted, as opposed to debating the policy. The delegates noted that each legislature has its own specific issues and challenges; in the case of the UK Parliament, these often relate to adversarial party politics undermining effective scrutiny. Discussion then centred on the merits of an impartial, explanatory note drafted by a policy official issued to Parliamentarians. It was felt that a 'public hearing stage', should be held to promote understanding of the bill through oral reading. A further suggestion for improving the process of scrutinising legislation is to have a technical committee for the scrutiny of legislation. The work of Professor Dawn Oliver QC at Middle Temple and Principal Research Associate at University College London is something to be explored further. Professor Oliver currently editing and contributing to a collection of essays on The Law and Parliament in collaboration with members of the Study of Parliament Group. Overall, it was agreed that there should be an allowance for more time between the publication of the bill and scrutiny - however political will is needed to change the system.

## 4.2 Parliamentary Outreach

4.21 The delegation met with Hannah Roberts, Parliamentary Outreach Manager at UK Parliament. It was noted that in order to access audiences who have not previously engaged with Parliamentary business, working with partner organisations is a useful tool. In the case of increasing female engagement and candidacy with the Legislature in Guernsey, this would mean collaborating with organisations already involved with women's advocacy. These would include businesses, schools, unions and NGO's in order to engage with new audiences. Outreach agencies are then able to benefit from utilising existing relationships between partner groups and target audiences, especially those who may have apathetic attitudes to politics and government. Hannah also advised that Legislatures must be able to discover if particular issues or logistics prevented individual people and groups from engaging with them in the past, in order to tailor to the needs of particular groups and sectors.

4.22 The delegation noted that the lack of registered voters proportionate to the number of residents in Guernsey shows there is room for improvement in the field of parliamentary outreach as a whole. The voluntary electoral roll contains roughly 40% of eligible voters with an approximate turnout of 60% of these. There was general agreement that there is a disconnect between the business of the States and the reality of many potential voters and that more could be done to engage those who may feel politics has little or no impact on their lives.

4.23 The CPA UK Americas, Caribbean and Europe Regional Programme Manager, Rachael Atkins, offered support by inviting women MPs over to Guernsey to speak at an outreach event.

## 4.3 Gender sensitive Parliaments

4.31 The delegation met with Professor Sarah Childs, Professor of Politics & Gender, University of Bristol. It was suggested that a diversity fund could be created to be utilised by all people facing disadvantage in being elected, not just women. Research by Professor Childs shows that effective advertisement of Parliament is key in encouraging gender and other forms of diversity; it was discussed whether the States' website could have a 'day in the life' blog to show the other facets of the representatives' job, rather than just adversarial politics seen on TV. Professor Childs proposed that established groups could be used to reach a diverse audience of women. Examples of groups to use to reach out to civil society include the Women's Institute (WI), Soroptimists, Teacher's unions, Nurse's unions, Mumsnet and the National Childbirth Trust (NCT). Professor Childs' research shows that quotas or 'critical mass' theory do not necessarily solve the problem of unrepresentative institutions and that equal representation should be the overarching aim. Further discussion focused on whether committees should have rules for mixed membership. Professor Childs outlined cultural change strategies; when there seems to be the threat of an all-male committee on the horizon, find male advocates to plead for equality. She highlighted that international comparison is a powerful tool ([see IPU data](#) and Appendix 2) and the need to plan and mobilise your female members whilst winning the support of men for the cause of equal representation.

#### 4.0 PROGRAMME

WEDNESDAY 16 SEPTEMBER (WESTMINSTER)		
0855	Arrive at Westminster Hall met by Rachael Atkins, CPA UK	
09.00 - 10.00	<i>Tour of Parliament</i>	Westminster Hall
10.15- 11.00	<b>Parliamentary procedure &amp; Scrutinising Legislation</b> Liam Laurence-Smyth, <i>Clerk of Legislation</i>	Room W2
11.00- 11.45	<b>Briefing on Prime Minister's Questions (PMQs)</b> (joint with visiting delegations from Malaysia and Montserrat)  Rt. Hon David Hanson MP, <i>Shadow Minister for Foreign and Commonwealth Affairs, CPA UK Hon. Treasurer</i>	CPA Room
12.00- 13.00	<b>Observe PMQs</b>	<i>House of Commons Commonwealth Gallery</i>
13.00- 14.30	<b>Lunch with Rt Hon. Sir Kevin Barron MP, Chair of Committee on Standards</b>  <i>With visiting delegation from Montserrat &amp; Members of Montserrat and Overseas Territories All Party Parliamentary Group</i>	<i>Barry Room</i>
14.30- 15.00	<b>The work of CPA UK &amp; CPA BIMR</b>  Andrew Tuggey DL, <i>Chief Executive, CPA UK</i>	CPA office
15.00- 15.30	<i>Coffee break</i>  <i>Joined by Rachael Atkins, Americas, Caribbean &amp; Europe Programme Manager, CPA UK</i>	Jubilee Cafe
15.30- 16.30	<b>Parliamentary Outreach</b>  Hannah Roberts, <i>Parliamentary Outreach Officer, UK Parliament</i>  <i>With visiting delegation from Montserrat &amp; Malaysia</i>	Room W2
16.45- 17.30	<b>Gender Sensitive Parliaments</b>  Professor Sarah Childs, <i>Professor of Politics &amp; Gender, University of Bristol</i>	Dispatch box, PCH
19.15	<b>The work of the Environmental Audit Committee</b>  Dr Alan Whitehead, <i>Member of Parliament for Southampton Test and</i>	Room W4

	<i>former Member of the Environmental Audit Committee (2010-2015)</i>	
19.45	<b>Dinner with UK Members hosted by the States of Guernsey</b>	Churchill Room

## 6.0 OUTCOMES AND FOLLOW-UP ACTIVITIES

6.01 Further to this programme, CPA UK will continue to provide support to CPA Guernsey Branch in the field of gender sensitive parliaments and encouraging female participation in politics.

Activities will include:

- Support in sourcing a female Parliamentarian, current or former, from the UK Parliament to make a keynote address at an outreach event for potential female candidates in Guernsey.
- Logistical assistance as requested in organising outreach events.

## 7.0 ABOUT CPA BIMR

7.01 The Commonwealth Parliamentary Association British Islands and Mediterranean Region is one of nine regional groupings. The central aim of the BIMR strategy is to promote knowledge and understanding of constitutional, legislative, economic, social, and cultural aspects of parliamentary democracy within the Commonwealth. By promoting close relations and cooperation between its branches and other CPA Regions, the BIMR works to build informed parliamentary communities within the Region and across the Commonwealth. Its two key outputs are in promoting gender equality through its Commonwealth Women Parliamentary (BIMR CWP) activities and strengthening democracy through EOMs.

7.02 The Commonwealth Parliamentary Association UK Branch remains the secretariat for all regional activities.

## 8.0 CPA UK CONTACTS

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## ANNEX A

### DELEGATE BIOGRAPHIES



#### **Deputy Yvonne Burford**

Yvonne Burford was elected to the States of Guernsey in 2012. She currently holds the post of Environment Minister. Before becoming a politician, she worked as an Airline Captain on 737 and other aircraft. Her interests include women's issues, education, environmental matters and pottery. She is married with one son.



#### **Deputy Elis Bebb**

Deputy Elis Bebb was elected to office as a representative for St Peter Port North in April 2012 and has served on the Health and Social Services, Environment, and the States Administration and Constitution Committee (responsible for the procedures of the parliament).

Deputy Bebb is the organiser of Elephant Week, a Guernsey specific mental health awareness week that was particularly successful in introducing a conversation about mental health into Guernsey Primary Schools. He also organised the Holocaust Memorial day commemoration service for the 70th anniversary of the liberation of Auschwitz.

Deputy Bebb was born and brought up in Wales and as a result of his upbringing in the Welsh language has an interest in minority languages. Prior to being elected, Deputy Bebb was an IT project manager working for various international finance companies and successfully implemented various software programmes.



## ANNEX B

### SPEAKER BIOGRAPHIES



**Liam Laurence Smyth**

**Clerk of Legislation, House of Commons**

Mr Laurence Smyth is responsible for ensuring that all draft bills, which are presented to the House have been adequately drafted. This might include a consideration of the title or the scope of the bill itself. Before assuming this role, Mr Laurence Smyth was Clerk of the Journals.



**Rt Hon. David Hanson MP**

**Member of Parliament for Delyn (Labour)**

From the general election of 2001 until the 2005 election, David Hanson was Parliamentary Private Secretary to the Prime Minister, Tony Blair. This position was an honour not just for him but also his constituency in Wales. He was the link between the Prime Minister and other MPs and kept him in touch with opinions within Parliament.

Between 2005 and 2010 David was Minister of State at Northern Ireland, the Ministry of Justice and the Home Office. David was Shadow Exchequer Secretary in 2010 and Shadow Policing Minister in 2011 and is currently Shadow Minister in the Foreign Office. David has served on the CPA UK Executive Committee and was elected Treasurer in 2015.



**Rt Hon. Sir Kevin Barron MP**

**Member of Parliament for the Rother Valley (Labour)**

Sir Kevin was educated at Maltby Hall Secondary Modern School and began his working life as an underground electrician at Maltby Colliery. After studying social sciences at Sheffield University on a day release course Kevin then went on to Ruskin College, Oxford as a mature student.

He was elected as Member of Parliament for the Rother Valley in the 1983 General Election. In 1985 he became Parliamentary Private Secretary to Neil Kinnock, during his tenure as Leader of the Labour Party. During the late 1980s and early 1990s Kevin served as Shadow Minister for Energy, Employment and later Health. Kevin also became Chair of the Yorkshire Group of Labour MPs in 1987, a position he still holds.

Kevin has always had a strong interest in public health and in 1993 was the originator of a Private Members Bill to ban the advertising and promotion of tobacco products. In July 1996 he was duly appointed to the newly created position of Shadow Minister for Public Health. After the 1997 general election Kevin was selected to sit on the Intelligence and Security Committee which oversees the Intelligence Services and is the only committee to report directly to the Prime Minister

From 2005 to 2010 Kevin was Chair of the Health Select Committee. In 2005 he became a member of the Standards and Privileges Committee and in 2010 was made the Committee's Chair. In 2013 the Committee was split, being replaced by the Standards Committee and the Privileges Committee, with Kevin becoming the Chair of both. Sir Kevin returned as Chair of the Committee on Standards in June 2015.

Kevin was knighted for political and public service in the 2014 New Year Honours. Sir Kevin stood down as CPA UK Hon Treasurer in July 2015.



**Hannah Roberts**

**Head of Regional Delivery, Outreach & Engagement Group UK Parliament**

Hannah manages the Regional Delivery Team that operates across the country, working in partnership with a variety of different organisations in order to increase awareness, understanding and public engagement with the work and processes of Parliament.



**Dr Alan Whitehead MP**

**Member of Parliament for Southampton Test (Labour)**

Alan graduated with a degree in Politics and Philosophy from Southampton University and went on to achieve a Ph.D. in Political Science. In 1980 he became a City Councillor and then Leader of the Council when Labour took control in 1984. In 1992, he came off the Council and became Professor of Public Policy at Southampton Institute (now Southampton Solent University). He was first nominated by the Labour Party to stand for Southampton Test in the early 1980s and finally won his seat in 1997.

Alan is currently a member of the following Parliamentary Select Committees: Energy and Climate Change; Environmental Audit; Privileges; Standards. He also holds the following national positions:

Chair of the Associate Parliamentary Renewable and Sustainable Energy Group; Co-Chair, Associate Parliamentary Sustainable Resource Group; Chair of the Parliamentary Labour Party Energy and Climate Change Group.

Alan is a Fellow of the Institute of Waste Management, and member of the Board for The Environment Centre (Southampton) and the Centre for the Third Age (Southampton). He is a Visiting Professor in the Faculty of Media, Arts and Society at Southampton Solent University.

He served on the Climate Change Public Bill Committee in 2007, the Energy Public Bill Committee and the Joint Committee on the Draft Marine Bill in 2008, the Marine and Coastal Access Bill Committee and the Energy Bill Committee in 2009, the Energy Bill Committee in 2011, the Antarctic Bill Committee in 2012 and the Energy Bill Committee in 2013.



**Professor Sarah Childs**

Professor Sarah Childs has been awarded a University of Bristol/ESRC impact secondment to address the UK Parliament as a gender sensitive institution. Sarah's secondment, from October 2015 to February 2016, will involve meeting with MPs, hosting two conferences and workshops, and undertaking visits to the UK's devolved institutions - October 2015

Professor Childs has published extensively on women's political representation in the UK since 1997, especially regarding the feminization of British political parties and the recruitment of women to the UK Parliament, with monographs on New Labour's Women MPs (2004), Women and British Party Politics (2008) and the Sex, Gender and the Conservative Party (2012, with Webb).

**ANNEX C**

**LEGISLATURES IN THE CPA BIM REGION**

<b>Lower (or single) House</b>					
<i>Jurisdiction</i>	<i>Elections</i>	<i>Seats</i>	<i>Women</i>	<i>Percentage</i>	<i>Ranking</i>
Alderney	2012	10	1	10%	11
Cyprus	2011	56	7	12%	10
FI	2013	8	2	25%	4
Gibraltar	2011	17	1	17%	=7
Guernsey	2012	47	8	17%	=7
Isle of Man	2011	24	2	8%	12
Jersey	2014	52	12	23%	5
Malta	2013	70	9	13%	9
NI	2011	108	20	19%	6
Scotland	2011	129	46	36%	2
St Helena	2013	12	2	5%	13
UK	2015	650	191	29%	3
Wales	2011	60	25	42%	1

KEY
0-10%
10-20%
20-30%
30-40%
40-50%