No: 52/2019

SUBJECT

Copy No:

## Memorandum for Executive Council

## Ownership Policy for Wholly Owned State Entities

Memorandum by Financial Secretary

## ADVICE SOUGHT 1. Executive Council is asked to consider and advise whether the Ownership Policy for its State Owned Entities should be approved (Annex A)

BACKGROUND &
2. In February 2018 the Saint Helena Audit Service issued a Performance Audit Report 'Corporate Governance of the St Helena Government Group Entities'. Recommendation Number 5 of the report was that 'SHG should develop an ownership policy. The policy should define the overall rationales for state ownership, the state's role in the governance of State Controlled Entities, how SHG will implement its ownership policy, and the respective roles and responsibilities of the entity involved in its implementation'.

3. SHG Management agreed with this recommendation, subject to the provision of resources (Finance Business Manager).

4. The Finance Business Manager commenced work on an Ownership Policy in March 2019, using the Performance Audit Report as a starting point.

5. In consultation with the Owner (SHG) and the six Group Entities, the Finance Manager has now finalised the Ownership Policy.

## Summary of Policy

6. *Group Entities*, which are ultimately owned by the people of St Helena, constitute a significant portion of the Island's enterprises. The purpose of this policy is to ensure that the people of St Helena are well served by and benefit from these *entities*.

7. SHG has a mandate for *Group Entities* in order to contribute to the National Goals of *Altogether Wealthier* and *Altogether Greener*. It is important to SHG that these entities

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are professionally managed, making the Island Altogether Wealthier and Altogether Greener as their primary objectives. This requires that these entities take a long-term approach, be efficient and profitable, while being allowed the capacity to develop. Areas where these entities are expected to contribute are set out in the Sustainable Economic Development Plan, and to a lesser extent in the Investment Strategy. To promote sustainable economic development in these entities, sustainable business is expected to be integrated into their corporate governance. Group Entities should serve as role models in the area of sustainable business and act in a manner that generates public confidence.

8. State ownership of entities in St Helena has come about at various points in time and for various reasons. Some entities started out as government departments, in an era when Government did everything. Some are monopolies, providing services to the public. Others may exist as tools of the Government's Investment Strategy. Some may have been acquired as a result of having got into financial difficulty, with Government taking a view that the entities were too important to the Island's economy to fail.

9. Today, most entities are exposed to an element of competition/globalisation/technological progress. Greater exposure to these elements has changed conditions for *all Group Entities*. Evaluating the rationale for continued state ownership, and considering the objectives of these entities, are aspects of SHG's role as an active and professional owner. SHG's continuation as an owner may be justified in the light of the objective of the entities' business and public policy assignments. Likewise, the rationale for state ownership can change over time, such that an entity no longer needs to be held in public ownership and may be disposed of at best value (divested).

10. For the avoidance of doubt, the Government is not wedded to state ownership. Rather it takes a pragmatic view as to what is in the best interests in the long term for the Island's economy. This approach includes, for example, as part of its Investment Policy, giving serious consideration to offers received from investors, keeping the entity informed appropriately.

11. In the Ownership Policy, SHG presents its mandates and objectives, applicable frameworks and positions on issues relating to the governance of *Group Entities*.

12. SHG's Ownership Policy applies to all entities, which are

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	wholly owned by Government. Where SHG owns a majority of the entity, SHG works with the entity to encourage voluntary compliance, expressed for example in a Memorandum of Understanding between SHG and the entity.
	13. SHG Corporate Services (Finance Business Unit) will prepare an Annual Performance Report on wholly owned state entities, for the Chairpersons Assembly.
	14. The Annual Reports, audited annual financial statements and management letters of wholly owned state entities will be laid before the relevant Committee.
FINANCIAL IMPLICATIONS	15. The policy should improve the financial health of wholly owned state entities, and ultimately the financial health of SHG.
ECONOMIC IMPLICATIONS	16. The policy should assist SHG in implementing the <i>Sustainable Economic Development Plan,</i> specifically because it sets out the requirements for Wholly Owned State Entities to have non-financial tagets where the SEDP is an important (but not exclusive) source of non-financial targets.
CONSISTENCY WITH INVESTMENT POLICY PRINCIPLES	17. The policy is consistent with the Investment Policy Principles:
	1. Make Saint Helena a desirable and competitive destination to do business by removing barriers to investment.
	2. Support an economy which is accessible to all potential investors and promote investments across the economy.
	3. Support the locally based private sector to compete in an open economy but, where possible, avoid being overly protective.
	<i>4. Promote fair, consistent, timely and transparent decision making.</i>
	5. Encourage growth through import substitution, export promotion and domestic production.
PUBLIC / SOCIAL	19 The policy should have a favourable impact on the public
IMPACT	18. The policy should have a favourable impact on the public, in that the people of St Helena will be better served by wholly owned state entities.

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PREVIOUS CONSULTATION / COMMITTEE INPUT	20. The policy has been developed in conjunction with SHG Corporate Services, Group Entities and Chairpersons Assembly.
PUBLIC REACTION	21. The public is likely to be supportive of the policy since its purpose is to ensure that the people of St Helena are well served by and benefit from the wholly owned state entities.
PUBLICITY	22. ExCo's decision will be discussed in the radio briefing following the Executive Council Meeting. A separate press release should be considered.
SUPPORT TO STRATEGIC OBJECTIVES	23. The policy supports the following National Goals: <i>Altogether Wealthier; Altogether Greener</i>
LINK TO SUSTAINABLE ECONOMIC DEVELOMENT PLAN GOALS	24. The policy supports, indirectly, the SEDP Vision of achieving development which is economically, environmentally and socially sustainable.
OPEN /CLOSED AGENDA ITEM	Open Agenda Item.
Corporate Support Corporate Services 14 November 2019	