



States of Jersey Government

Chief Executive Appraisal: Independent Assessor's Report on Year One Performance

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Independent Assessor's Executive Summary

Charlie Parker was appointed Chief Executive and Head of the Public Service for the States of Jersey with a mandate to engineer transformational change in the way in which the island is governed. Some of the challenges facing Jersey are similar to those confronting larger countries: e.g. global financial risks, declining productivity, and the uncertainties of Brexit. Others are more specific to the island: inefficient and outdated practices and infrastructure undermine public services, at a time when an ageing and growing population is increasing the demand on them. As a small island, Jersey has limited physical space, financial reserves, and tax base. There is also both a shortage of both workers and skills in some sectors which are likely to become more pressing as Jersey's working population shrinks. Modernization is clearly necessary, since the island cannot rely on past successes to ensure continuing prosperity for its residents. Separately, evidence of shocking mistreatment of young islanders in-care contained in the report of the independent Jersey Care Inquiry in 2017 caused the island grave reputational damage in one high-profile operational area. There were also delivery shortfalls in other key services, and a structural financial deficit which could only be tackled by making significant savings. In terms of organisational culture, there was a clear need to shift attitudes amongst civil servants, judging by the findings of external inspectorates as well as the views of islanders towards their government. Response to complaints and handling of suggestions from the public were a long-standing source of grievance; politicians too were dissatisfied with the support they received from officials. Nor were staff content: they were operating in a management culture which tolerated both bullying and incompetence. There was little transparency, internally or externally: information was withheld and very little money spent on developing staff within the government.

At the end of Year One, significant parts of the organisation are in shock as a result of the scope and pace of the change they have experienced. Their disquiet is shared by (some) politicians and parts of the media and other opinion formers. However, the level of consternation is, if anything, less than I was anticipating, given the historical and geographical context. Moreover, early Team Jersey sessions provide grounds for optimism that it will subside during Year Two. The due diligence and design processes are models of their kind. The scope and pace of the One Government programme also seemed to be well-judged: there may have been shortcomings in the way in which it has been explained during Year One, but this is typical of the early stages of many transformation programmes.

The senior staff selection process seems to have been thorough, although the Chief Executive's involvement in it may have led to delays in other aspects of his planned Year One programme. Nailing down six key objectives for him was a significant step; ensuring that they are cascaded down the organisation will provide one of the planks of the management culture due to be introduced during Year Two. There is also an intention to move towards a more distributed approach to senior leadership, while the involvement of politicians in the Team Jersey programme, coupled with office modernisation, should help to consolidate new ways of working in 2019. The danger of siloism re-emerging should be addressed by both Team Jersey Future History workshops and a programme of cross-cutting "critical friend / leadership" workshops launched towards the end of 2018 and due to be expanded in 2019 to cover some of the most important challenges the organisation faces. The Staff Awards Event was well received and needs to become part of the new management culture.

The One Front Door initiative has been well-received externally. It has also been seized upon internally as evidence that new ways of working produce tangible gains as well as pain! There may be truth in the observation that agreeing and implementing new structures and practices have distracted people from focusing on the improvement of service delivery to the people of Jersey.

While the Chief Executive's relationship with the Chief Minister is developing well, in 2019 he will need to give more time and attention to relations with States Members. As part of a shift towards more distributed senior leadership, it would be helpful to accomplish this with the active involvement of Directors General. Improving the support available to both Ministers and backbenchers must continue to be a priority.

The Digital Transformation element of One Government will require a transfer of resources which will test the coherence and collaborative power of the EMT. With all the TOMs in place, new disciplines and ways of working will now be tested operationally rather than as worrying prospects. Performance against metrics and conformity to agreed practices must become the new normality; it should finally become possible to recognise the benefits of the new approach, rather than just experiencing the pain of adopting new working practices. As a result, this time next year will be the moment when it will finally be possible to evaluate the success of the new approach – and that of its lead architect.

The Executive Management Team had a challenging year. Members who had served under the Chief Executive's predecessor had to adapt to a very different style of leadership, and to lead their departments (some of them new) through a review and re-design stage, sustain themselves and senior colleagues through a tough selection process, and accept key roles in a comprehensive transformation programme while maintaining business as usual, adapting to a change in political leadership, and trying to shield their staff from critical media coverage. Newcomers to the team had the additional need to adapt to life on Jersey. Business pressures limited the time available to develop the EMT during 2018. As a result, one of the Chief Executive's priorities for 2019 must be to identify and exploit the full range of his team's individual talents.

In summary, Charlie Parker's performance in his first year as Chief Executive of the States of Jersey has been exemplary. Appointed with a mandate to lead a programme of transformational change, he has pursued the task with determination, gusto and imagination. He has accepted responsibility for the consequences of following the logic of his diagnosis and introduced a robust methodology for engineering the necessary changes – the One Government programme. In Year Two, the Chief Executive's focus will shift from diagnosis and design to delivery. A comprehensive list of targets agreed between the him and the Chief Minister should allow an objective assessment of his further progress at the end of 2019.

Introduction

Context

Charlie Parker was appointed Chief Executive and Head of the Public Service for the States of Jersey with a mandate to engineer transformational change in the way in which the island is governed. Some of the challenges facing Jersey are similar to those confronting larger countries: e.g. global financial risks, declining productivity, and the uncertainties of Brexit. Others are more specific to the island: inefficient and outdated practices and infrastructure undermine public services, at a time when an ageing and growing population is increasing the demand on them. As a small island, Jersey has limited physical space, financial reserves, and tax base. There is also both a shortage of both workers and skills in some sectors which are likely to become more pressing as Jersey's working population shrinks. Modernization is clearly necessary, since the island cannot rely on past successes to ensure continuing prosperity for its residents. Separately, evidence of shocking mistreatment of young islanders in-care contained in the report of the independent Jersey Care Inquiry in 2017 caused the island grave reputational damage in one high-profile operational area. There were also delivery shortfalls in other key services, and a structural financial deficit which could only be tackled by making significant savings. In terms of organisational culture, there was a clear need to shift attitudes amongst civil servants, judging by the findings of external inspectorates as well as the views of islanders towards their government. Response to complaints and handling of suggestions from the public were a long-standing source of grievance; politicians too were dissatisfied with the support they received from officials. Nor were staff content: they were operating in a management culture which tolerated both bullying and incompetence. There was little transparency, internally or externally: information was withheld and very little money spent on developing staff within the government.

It is not difficult to see why Charlie Parker was appointed. His success in transforming the management culture of two very different councils in the UK must have made him an obvious choice. And although the results of the general election six months after his arrival altered the composition of the island's political leadership, the new leadership is no less committed to improving standards of government than its predecessor. The ambitions of Ministers match the expectations of islanders: there is an urgent need to develop a new, long-term strategic framework for Jersey in order to ensure a sustainable society, underpinned by a sustainable economy and delivered by a strong partnership between a modern government, responsible

business and the islanders themselves. The new approach is dubbed One Government, and is well documented elsewhere. Critical to its success must be the development of a strong performance culture, across the whole organisation. As a first step towards this, and to demonstrate the importance of leading by example, Charlie Parker agreed with both the current and previous Chief Ministers that his own performance must be robustly appraised.

Process

This report represents the first stage of this process: it reviews the Chief Executive's performance during Year One and sets out a list of commitments against which he will be assessed during Year Two (2019). It was agreed that performance will be assessed using a range of financial, operational, and customer service measures, once the appropriate tools are developed. In the short term, appraisal judgements will inevitably be more subjective, and based on three different sources: the Chief Executive's self-appraisal, as set out in his bi-annual reports to the Assembly; the comments of third parties – individuals selected for having had first-hand dealings with him and therefore being well-placed to evaluate the extent to which he has achieved his objectives and the manner in which he has done so; finally, the assessor who interviewed the third parties and had an opportunity to observe how the Chief Executive led his own top team, provided an independent evaluation of the Chief Executive's performance in the context of how other leaders facing similar challenges in different organisations are squaring up to the challenge of managing transformational change.

This first report is based around the Chief Executive's performance in six areas, agreed between him and both the Chief Ministers he has served under. In each of these six areas, there is a summary of achievements claimed, observations made, and commitments for further improvement in Year Two and beyond. Third-party evidence has been collected from 18 respondents – a mixture of senior colleagues (Directors General and Directors), politicians and some leading figures in the community. All these conversations were conducted on a confidential basis, either face-to-face or by phone. A digest of opinion was collated by the independent assessor: relevant illustrative comments and suggestions are included throughout this report. An appraisal of the transformational change programme developed during Year One and due to be delivered in subsequent years, is also provided, in the light of the assessor's experience of reviewing the success of change management in more than 350 organisations, over the past 30 years.

A final section of the report deals not with what the Chief Executive has achieved in 2018, but with the manner in which he has achieved it – i.e. how he has conducted himself. It also points to changes in his behaviour which may be required as the transformation programme advances from diagnosis to sustained implementation, and the organisation moves from steadying the ship to surging ahead. This is likely to include changes in “mood music” – via a different tone in communication – as well as in leadership style and practice.

This report will be shared in the first instance with the Chief Minister and the Chief Executive individually; both will have an opportunity to comment on what has been written before the assessor prepares a final report. This document needs to remain confidential: it belongs to the organisation and may well be held by HR. At least some of its contents will however be shared with wider audiences, in a manner agreed between the Chief Minister and Chief Executive, and on the understanding that any fresh documentation created preserves the confidentiality guarantees made to the third parties. The end of the year conversations plus 360 feedback process will be augmented by a lighter touch mid-year review, in which the independent assessor will speak to both the Chief Minister and Chief Executive individually, in advance of a three-way conversation, focused on the Chief Executive’s performance during the first six months of each year. At this point, the objectives may need to be tweaked. It will also provide an opportunity to review the development of the relationship between the Chief Minister and Chief Executive, as well as the performance of the Chief Executive as leader of his Executive Management Team.

Objective 1: One Government & Modernising Public Services

2018 Achievements

Due diligence

A due diligence process began three months before Charlie Parker's official start date. It was carried out by a Transition Team, recruited by the incoming Chief Executive, and covered the Government's Operations, Finance, IT, Policy, Management, Governance and Communications arrangements. Findings were shared with the political leadership of the day and informed the planning of the modernisation and restructuring programme the Chief Executive headed up following his official start date (January 2018). The review process continued throughout 2018, in partnership with contractors including KPMG and EY, around Finance, IT/ Digital and Modernisation initiatives.

Legacy issues

The due diligence process identified a number of ongoing operational issues, most notably concerning pay, terms and conditions. Following the rejection by employee groups of previous proposals for workforce modernisation, the States Employment Board approved the CE's proposal to negotiate two-year pay deals for 2018/2019. Negotiations took place over the summer and autumn, culminating in pay offers seeking to provide higher increases for the lowest paid. The States Employment Board was consulted frequently and unanimously approved all offers made. In November, pay offers were implemented for Civil Servants, teachers, headteachers, and uniformed services. Following their rejection by unions and union members, revised offers were made to nurses, midwives, manual and energy recovery facility workers, without increasing the budget. Negotiations throughout the year were difficult, unsurprisingly since cost of living pay rises were unaffordable within the financial envelope allowed under MTFP2. Discontent among some groups resulted in a two-hour strike on 7th December 2018, which caused minimum disruption to public services overall, as a result of contingency planning.

Other legacy issues affecting Finance, IT and Children's Services will be described later in this report.

One Government structure

Following consultations in the first period of 2018, restructuring took place which reduced the top two tiers of senior leadership from 66 posts to 40. The process of migrating to the new structure began on 18 June 2018, since when DGs and Directors have been working to re-design their new departmental structures. Each of the new departments is at a different stage in the process, depending on their size and complexity and the extent of changes involved from the previous structure.

Office of the Chief Executive

External Relations, Financial Services and the Digital Economy transferred into the Office of the Chief Executive. A new Communications Directorate was established, a new Chief of Staff was appointed in September 2018, and a new Ministerial Support Unit was established. Governance arrangements and systems across the Government have been reviewed in order to support more effective working and to provide streamlined service to citizens. This includes improving relationships with Scrutiny, the Comptroller and Auditor General and the Public Accounts Committee.

Chief Operating Office

This new Department brings together back office functions which were previously part of the Chief Minister's department (including People and Corporate Services, Modernisation and Digital), IT and Digital. The first Chief Operating Officer took up his post in October 2018 and an external partner was appointed in November 2018 to support the modernisation and digital programme.

Customer & Local Services

This new department brings together the operation of services for islanders from across government through face-to-face, phone and online channels, to provide a seamless one-stop-shop for Customer Services. It is also developing local service delivery in partnership with parishes, the third sector and community groups. This is providing the department with fresh insights into customer needs, expectations and behaviours, which should improve service delivery to businesses and islanders, at different stages in their lives and in response to major life events, e.g. births, marriages and deaths. In September 2018, the department

shared its vision for “One Front Door” for Customer Services with staff from customer facing teams across Government.

In October 2018, the One Front Door service went live, with customer facing colleagues from Taxes Office, Treasury, Cashiers, Passports, Customs, Planning and Building Control moving from their former offices into La Motte Street to work alongside Social Security teams. In its first full month of operation, the One Front Door service handled around 700 customers a day, among whom a quarter were supported by new welcome hosts, without the need to queue, and about 100 a day carried out more than one transaction.

Children, Young People, Education & Skills

This department developed its vision, values and priorities, guided by discussions with Ministers, inspection findings, the Children’s Pledge, the Common Strategic Policy and the recently approved Children’s Plan. In October 2018, the senior team agreed a set of design principles to guide the development of both a functional model, predicated on a commissioning approach, and the organisational design required to be effective in deliver this operating framework. In November 2018, the team started detailed organisational design work focussed on changes that would be required at Tiers 3 and 4. A “Change For Children” programme, and an education review worked to develop a future-proof framework, while an Early Years Policy Development Board was established to advise the Education Minister on how to create the best start in life for every child in Jersey. Reviews of educational and skills provision as well as tertiary education strategy were started, while the new Director began a cross departmental review of arms-length organisations and voluntary sector functions and services.

Health & Community Services

This department developed a vision, a new model for healthcare in Jersey and a clinician-led organisational structure to support it. The new model places greater emphasis than the traditional medical model on prevention: other differentiating features include work with GPs on primary care and a fresh urgency in the approach to Adult Social Care and Mental Health issues. It does not replace the P82 agenda but is designed to deliver that agenda more effectively. The model has four care groups:

- Prevention, Primary, Intermediate & Social Care
- Women, Children & Family Care

- Secondary Scheduled Care
- Secondary Unscheduled Care

It involves four cross-cutting service groups and they are: Mental Health, Quality & Safety, Clinical Support Services & Cancer, Non-Clinical Support Services. Following endorsement from the COM and SEB, the department carried out a formal thirty day consultation with affected staff in Tiers 3 & 4 in December 2018.

Justice & Home Affairs

This department has developed a vision, objectives, structure and priorities, for integrating Public Protection and Law Enforcement with Criminal Justice and Offender Management. It brings key blue light and emergency services together with Customs and Immigration and aims to bring the Prison Service together with the Probation Service for an integrated approach to offender management and rehabilitation.

Growth, Housing & Environment

The new department's leadership established its priorities and a proposed structure. There are five divisions, each with an agreed vision:

- Natural environment
- Operations and transport
- Regulation
- Property & Special Projects
- Economy & Partnerships

Growth, Housing & Environment's leadership has established an overall vision: to secure and deliver high quality services for the island in a commercial way. A review has begun to determine the most cost-effective way for bringing the department's resources together in a way which makes commercial sense and continues to deliver high quality services.

Strategic Policy Performance & Population

This new department's purpose is to lead strategic policy, planning and performance, across government. It has five key functions:

- To ensure integrated policy development across government
- To provide strategic performance management and insight on public services
- To ensure strategic and long-term planning of a high standard
- To provide an effective foresight function, including horizon scanning
- To support the department's arms' length functions

Treasury & Exchequer

The consultants EY are supporting a Finance transformation programme which is leading work on both the restructure and modernisation of this department. The department now comprises the following groups:

- Strategic Finance
- Performance, Accounting and Reporting
- Treasury and Investment Management
- Risk & Audit
- Revenue Jersey

Consultation on Tiers 3 & 4 roles began in July but was suspended during the pay negotiations. It resumed in November and closed in December 2018.

In parallel, Taxes Office led a modernisation programme to create Revenue Jersey, which will bring together the collection of a wider range of taxes and duties, as well as delivering online platforms to make it easier for customers to serve themselves.

Third-Party Comments

- “Charlie has a massive job and I’m very impressed with the way he’s tackling it.”
- “Generally, Charlie seems to be doing better than any of his predecessors, but he needs to become more open and transparent.”
- “Things are well underway. Due diligence was done to provide a sound evidence base for organisational reform, especially in the area of Finance.”
- “One Government has been linked to Team Jersey via the Target Operating Models.”
- “We need more political support for One Government.”
- “What we’re doing is disruptive change taken to its maximum. We may not get to perfect harmony / synchronicity.”
- “We’re probably moving as fast as (safely) possible. We’re on the early foothills of stabilisation.”
- “There’s no going back.”
- “We need some wins now to justify our leap of faith in appointing Charlie.
- “I know it has to be done quickly – but it is exhausting!”
- “You can’t make an omelette without breaking eggs.”
- “Did we really need to set fire to every part of the organisation? At times it feels reckless, out of control.”
- “The pay issue is a huge distraction – it has cost us a Quarter.”
- “Fantastic progress has been made in some areas – especially Health – with other areas less good.”
- “The organisation is now being led with drive, energy and a future-focus.”
- “We need more humanity and respect shown to staff.”

Independent Assessor Summary

At the end of Year One, significant parts of the organisation are in shock as a result of the scope and pace of the change they have experienced. Staff have also had to adjust to a style of leadership very different to that to which they had become accustomed, as well as the arrival of a group of senior newcomers with unfamiliar views as to what, how quickly and in what manner new ways of working can be introduced. Their disquiet is shared by (some) politicians and parts of the media and other opinion formers. However, the level of consternation is, if anything, less than I was anticipating, given the historical and geographical context. Moreover, early Team Jersey sessions provide grounds for optimism that it will subside during Year Two. The due diligence and design processes are models of their kind. The scope and pace of the One Government programme also seemed to be well-judged: there may have been shortcomings in the way in which it has been explained during Year One, but this is typical of the early stages of many transformation programmes.

2019 Commitments

- *Following an announcement in November 2018, with the approval of SEB, a collaborative process will be run with the Trade Unions and all other key stakeholders in the first three months of 2019, aimed to agree priorities for achieving revised terms and conditions. There will be a genuine debate with union representatives, senior leaders, politicians and employees, as a prelude to negotiation with the unions, with a view to implementing any changes by no later than 1 January 2020.*
- *All new departmental structures should be in place by May 2019.*
- *The Chief Operating Office will launch a consultation on Tier 3 roles in January 2019, and implement this structure during March 2019.*
- *In January 2019, the Customer & Local Services department will launch a formal consultation on the new model and structure with affected staff in Tiers 3, 4, 5 and 6, aiming to conclude the consultation in late February / early March 2019.*
- *Detailed proposals for the structure of the Children, Young People, Education & Skills department will be agreed by the end of January 2019, with further consultation on them and their impact on Tiers 3 and 4 colleagues in February and March 2019.*

Depending on the outcomes of this consultation, the structural changes will be implemented in April / May 2019. The review of tertiary education strategy will conclude in Q2 of 2019.

- *An interim Director General has been leading the Health & Community Services department since Summer 2018; a new permanent DG will take up the post in Spring 2019.*
- *The Justice & Home Affairs department intends to announce and consult on the new structure in January 2019 and begin a formal thirty-day consultation with affected staff in Tiers 3 & 4.*
- *Consultation with Tier 5 & 6 colleagues in Treasury and Exchequer on a Finance transformation programme will begin in February 2019, to be completed in March 2019. The Taxes Office has led a parallel transformation programme to create "Revenue Jersey".*
- *Consultation on a new model and structure for the Growth, Housing & Environment department with affected staff in Tiers 3 & 4 will begin early in 2019.*
- *The new Strategic Policy Performance & Population department plans to announce and consult on the modern and structure in February 2019 and begin a formal thirty day consultation with affected staff. The implementation phase for Tiers 3-6 is scheduled for March-April 2019.*
- *Investment plans will be in place by the end of 2019.*
- *A programme of £30-40 million of efficiencies will be prepared for Council of Ministers (COM) to consider in early 2019.*

Objective 2: Organisational Change & Team Jersey

2018 Achievements

Long-term vision

This was developed during the second half of 2018, through supporting Ministers to develop their common strategic priorities and developing interdependent longer-term plans, the Government Plan, 2020-2023 and the New Island Plan, 2023-30. Departments contributed specialist expertise, coordinated by a team from SPPP and have been working in the last two months of 2018 to develop the transition report for 2019, which was lodged in the Assembly in December 2018. The Chief Executive articulated the vision contained in One Island, One Community, One Government, One Future, in meetings, in communications and through the TOM work.

Leadership

Over the second half of 2018, a major selection and recruitment exercise was required to create the new senior leadership structures. Permanent appointments were made to: 8 Director General roles (5 internal, 3 off-island appointments), 22 Group Director and Director roles (13 internal appointments, 9 off-island). The recruitment process should provide more effective succession planning for the senior roles; support was also been provided to help senior leaders to grow their capability. External specialist support conducted thorough developmental reviews of the senior leaders' technical and leadership capabilities which were extended to the second tier. Corporate Strategy Board Members met quarterly with an external facilitator to develop its effectiveness as a team. Additionally, monthly Senior Leaders Group and quarterly Senior Managers Groups were held, at which strategic issues were discussed and appropriate support offered to help these groups to improve their contribution to the island's Leadership. Leadership development also features in the Team Jersey Culture Change Programme, launched in October 2018 (see below).

The Chief Executive engaged in an extensive programme of internal "Meet the Chiefs" and external visits and events. In the first half of 2018, he was engaged in 27 internal team visits. In the second half of the year, these visits were scaled back, owing to his involvement in selection processes for senior recruitment.

Throughout 2018, the Chief Executive worked according to a set of strategic objectives, agreed with the former Chief Minister and tweaked in collaboration with the current Chief Minister, which will determine his priorities throughout 2019. They also provide the structure of this appraisal report.

Creating a Team Jersey culture

The intention to deliver a modern, innovative, customer focussed public service requires a management culture based on teamwork and collaboration, openness and transparency, learning, innovation and appropriate risk taking combined with respect for customers and all colleagues.

Throughout 2018, significant changes were made in how the leadership engages with staff. In July 2018, a new Internal Communications and Change team was set up as part of the Communication's directorate, in order to ensure that staff hear first about anything that affects them, rather than via the media. This was in line with the States' first internal communications plan, which focused on building collective leadership, listening and building integrity and supporting and making sense of change. The result of this activity was a ten-fold increase in employee use via the intranet between the beginning and end of 2018. A government-wide employee survey was also conducted – the first for almost a decade – and monthly senior leaders group and quarterly senior group management meetings were established and held, along with the first One Government Staff Awards in November 2018.

The Team Jersey programme is a significant engagement and culture change vehicle which will touch all employees repeatedly over the next three to four years. It was approved by the States Employment Board and the Council of Ministers and began in October 2018 with presentations to senior leaders and to the COM, with a "big conversation" beginning in November 2018. The programme draws on findings of the first all-employee "One-Voice" survey which found that only 50% of employees are engaged, that 58% say that they are proud to work for the States, but only 36% feel a strong personal attachment to the organisation, with a similar proportion being willing to recommend the States as a great place to work. At the time of writing some 280 staff have been involved in the Big Conversation sessions and a further 60 Team Jersey leads have been selected from a cross-section of staff.

The Team Jersey Programme will complement the office modernisation programme, which aims to bring more teams together to facilitate collaborative working, initially in an interim headquarters and in due course in a single Government building.

Third-Party Comments

- “We are now delivering benefits to staff, e.g. new offices, more training, succession planning.”
- “We should definitely focus on what we are delivering. Obviously, Charlie had to talk about sucking up the pain and taking lower pay, etc. But when he positions the things we are doing *for* people, rather than *to* them, it is really well received.”
- “I believe that the whole organisation Target Operating Model will be produced by early March, but the delivery of some departmental TOMs may slip to Easter – for good reasons.”
- “There’s a danger that focusing on local TOMs will lead us back into siloism.”
- “The only real cross-departmental stuff is in Health.”
- “There’s been poor communication about TOMs – and how they are all coordinated.”
- “People’s roles in the new TOM are confused. I don’t know whether this is structural or a communications issue.”
- “Tiers 2 and 3 know they need to change, but still not how to do it.”
- “Succession planning is finally getting going – Rising Stars instead of Dead Man’s Shoes...”
- “The inaugural Staff Awards Event was very well received by those who attended: the take-up was very different in different departments, being particularly high in Health, despite some staff disgruntlement at the time. It was great that we got sponsorship and that next year’s sponsorship has already been agreed.”
- “Relations with the States Employment Board are still challenging, though trust is growing.”
- “The SEB needs more information from the Chief Executive.”
- “Communication’s performance has certainly improved, but it’s always going to be an Aunt Sally.”
- “The Chief Executive gets out and about and staff do generally seem to know what’s going on.”
- “We need to identify more synergies and then land them.”
- “We’re all too busy to do the right things: the trouble is that everything is a priority.”

Independent Assessor Summary

The senior staff selection process seems to have been thorough, although the Chief Executive's involvement in it may have led to delays in other aspects of his planned Year One programme. Nailing down six key objectives for him was a significant step; ensuring that they are cascaded down the organisation will provide one of the planks of the management culture due to be introduced during Year Two. There is also an intention to move towards a more distributed approach to senior leadership, while the involvement of politicians in the Team Jersey programme, coupled with office modernisation, should help to consolidate new ways of working in 2019. The danger of siloism re-emerging should be addressed by both Team Jersey Future History workshops and a programme of cross-cutting "critical friend / leadership" workshops launched towards the end of 2018 and due to be expanded in 2019 to cover some of the most important challenges the organisation faces. The Staff Awards Event was well received and needs to become part of the new management culture.

2019 Commitments

- *In 2019, in addition to "Meet the Chief" visits, the Chief Executive will embark on a series of "Ask the Chiefs" visits where he and Director General colleagues will meet groups of employees, to learn about their concerns.*
- *To support the development of a Team Jersey culture, a wide-ranging review of HR policies is being conducted, including a code of practice for bullying, harassing and whistle-blowing. This will be launched in January 2019 at the same time as an interim individual performance review process, which will evolve into a permanent outcomes-focussed process in 2020.*
- *A well-being programme will also be delivered in 2019, including the introduction of a staff helpline.*
- *The first phase of the Team Jersey programme, the "Big Conversation" focus groups, will finish at the end of February 2019.*
- *A new intranet "front-window" is being introduced in 2019, which will enable all staff to access internal news and employee policies on any device and provide comment on stories as part of an improved two-way conversation in the organisation.*
- *A workforce development framework will be available by Autumn 2019.*

Objective 3: Developing a stronger focus on Customer Services

2018 Achievements

During the second half of 2018, the leadership worked to develop the relationship between the public services, parishes, community groups and the charitable sector, through an initiative led by Customer and Local Services. Meetings took place with an extensive range of partners, a workshop was held with the voluntary and community sector in September 2018, and a working group amongst these organisations continued to meet to develop and draft an action plan for wider consultation with the sector. There was also engagement with the parishes and Comité de Connétables on the range of services where close cooperation can improve local service delivery in the community setting.

Another integral part of the modernisation of the service is the consolidation and modernisation of its fragmented estate, to improve collaboration and efficiency. During the first half of 2018, current estate was reviewed along with the potential to consolidate back-office staff in a single building, as well as moving customer-facing staff together in to the La Motte Street Office, to create One Front door for Customer Services. An Office Modernisation Programme Board was established and in the second half of 2018, an interim office in Broad Street was secured; in August 2018, the Estate's Team began its refurbishment. In November 2018 a timetable of sequenced moves was announced.

A campaign to raise awareness of the Future Jersey website exceeded its targets, attracting more than 19,000 visits to the site.

Third-Party Comments

- "The One Front Door Initiative has the makings of a real success story. We have sorted out teething problems, e.g. around location of sites. The challenge now is to digitalise the policy."
- "The new Jersey Standard seems to be on track."
- "There is now a Complaints strategy, though this may require further publicising. Historically, complaints have just been ignored."

- “Engagement with parishes is a bit curate’s egg. Other stakeholder relationships are also patchy. Both Ian Burns and John Quinn are making a difference, however.”
- “Progress on integration of offices seems to be going well.”
- “Communication with islanders must still be seen as work in progress. Focus on internal improvements have rather taken people’s eyes off the ball in this area.”

Independent Assessor Summary

The One Front Door initiative has been well-received externally. It has also been seized upon internally as evidence that new ways of working produce tangible gains as well as pain! There may be truth in the observation that agreeing and implementing new structures and practices have distracted people from focusing on the improvement of service delivery to the people of Jersey. For this reason, it will be critical to the success of One Government that the 2019 Commitments section of this report is carefully scrutinised at the end of Year Two.

2019 Commitments

- *The new central team will be fully staffed during Spring 2019 and will drive the implementation the new performance framework through 2019 to the end of 2021.*
- *OBA will become integral to developing a new high-performance culture. It will also support a new individual appraisal and development system for all public sector employees which has been agreed and will be piloted during 2019. The new performance framework will help inform islanders and stimulate public debate as a result of timely publication of accurate data.*
- *Taxes Office staff are due to move to La Motte Street in January 2019 while some 30 Customer and Local Services staff transfer from La Motte Street to Eagle House. Around 500 staff will then move from Cyril Le Marquand House and South Hill into the Broad Street Office in February 2019. A small number of staff will also move from other offices in to Broad Street, including department senior leadership teams currently based in the Hospital, Highlands College and Maritime House. These moves are designed to enable closer working and more collaborative decision making between Tiers 1 and 2 leaders across Government. Broad Street will also provide new, high quality accommodation for*

Ministers, where they will be co-located with the Ministerial Support unit. Once Cyril Le Marquand House and South Hill are vacant, sites will then be available for clearing and re-development, potentially for key worker housing or other uses. For the longer term, work is underway to identify a permanent Government Headquarters in St Helier, to which staff from Broad Street, La Motte Street, Maritime House and other offices will eventually move. These moves will release further sites for leasing or re-development.

- *The priorities for developing relationships with Partners in 2019 are to:*
 - *Build a strong and collaborative partnership with the voluntary and community sectors*
 - *Work with parishes to join up services and provide a more coherent service offer to the public*
 - *Develop a more joined up and local service offer in identified community hubs which complement existing service delivery.*

Objective 4: Building and developing good working relationships with COM, Assembly Members and Scrutiny panels

2018 Achievements

Following the 2018 general election and the election of a new Council of Ministers, the Chief Executive worked closely in the second half of the year to support, brief and advise the Chief Minister and other Ministers, as well as working to establish an effective Ministerial Support Unit to provide central policy and administrative support. Along with the Chief Minister, the CE also established a One Government political oversight board, which will oversee the One Government modernisation programme, as well as ensuring that funding is aligned with Government priorities. The Chief Executive worked alongside Ministers and Assistant Ministers to develop a draft Common Strategic Policy, which was well publicised externally. As a result of this collaboration between politicians and civil servants, the CSP was unanimously approved by the States Assembly – the first time this has happened. Resources for States Members have now been approved and a project manager has been appointed. The Project Manager will work with the Greffier of the States to deliver improvements for the support of backbenchers.

Third-Party Comments

- “Generally, it would be good to strengthen further the Chief Executive’s relationship with the Chief Minister.”
- “The Chief Executive does have one-to-ones with Cabinet Ministers and Assistant Ministers and generally makes himself available to Ministers. However, he needs to speak directly to Assembly Members. Ministerial support has been slow to improve.”
- “At the Council of Ministers, the Chief Executive offers good advice; his finger seems to always be on the pulse.”
- “Parish Hall visits and Questions & Answer sessions with Assembly Members do seem to be in place.”
- “Where the relationship with Scrutiny is concerned, the Chief Executive is definitely working on this – though it takes two to tango!”
- “The Chief Executive is good at Public Accounts Committee.”

- “In terms of back-benchers, there has been no support, no office space, no resource teams. Coupled with the feeling of being dismissed by senior officials, you can understand why backbenchers have been feeling a bit paranoid.”
- “As a backbencher, I know virtually nothing about the Target Operating Model or about how it will impinge on how Scrutiny works.”
- “I hope that in 2019, the Chief Executive will be offering more private briefings to Assembly Members.”
- “Generally, it would be helpful to encourage more involvement of Directors General in this Chief Executive objective.”

Independent Assessor Summary

This is another of the Chief Executive’s objectives where it will be essential to scrutinise in twelve months’ time the extent to which he has met his 2019 commitments. While the Chief Executive’s relationship with the Chief Minister is developing well, in 2019 he will need to give more time and attention to relations with Assembly Members. As part of a shift towards more distributed senior leadership, it would be helpful to accomplish this with the active involvement of Directors General. Improving the support available to both Ministers and backbenchers must continue to be a priority.

2019 Commitments

- *Early in 2019, the Chief Executive will establish regular one-to-ones with Ministers and all Ministerial Teams to discuss for example the governance arrangements for the Government Plan, the investment framework, regeneration, etc.*
- *He will also hold regular private meetings with the Comité de Connétables which will include Q&A sessions.*
- *Similarly, the Chief Executive will hold a minimum of two private briefing sessions for States Members, including Q&A, in order to improve relations with backbenchers.*
- *Where Scrutiny is concerned, the aim will be to move towards doing more joint, corrective work to address identified short-falls and legitimate criticisms.*
- *Generally, in Year Two the Chief Executive will be trying to share plans on operational as well as strategic matters at an earlier stage, so that all members of the political leadership feel better supported. PAC and CSSP will also be affected by this.*

Objective 5: Financial, Performance and Business Management

2018 Achievements

Performance

Both the States Assembly and islanders need to be convinced that the £700 million invested by Jersey's Government each year is being well spent. To do this, we need to measure and manage the performance of all the strategies, services and infra-structure funded by the budget. Early in 2018, an independent policy review concluded that the necessary corporate performance system to perform the task of measurement did not exist. They found pockets of good practice across the organisation, but identified that a much more comprehensive approach needs to be developed, including a new performance framework supported by improved analytic tools. In the meantime, a new operating model for the public sector performance framework has been agreed, using Outcomes Based Accountability (OBA). An introductory training workshop was held in December 2018.

A new Director of Corporate Planning and Performance was recruited in October 2018 and started work in January 2019.

The original due diligence work identified outdated and disconnected legacy information systems across Government and the need to replace them with new, integrated information platforms. Finance Transformation and Modernisation and Digital programmes are now addressing this. The long-standing practice of carrying forward unspent budget into the year was ended in 2018, and contingencies have been eliminated. The closure of 2018 annual accounts was brought forward by four months.

Although Jersey is a world leader in gigabit fibre infrastructure, it still lags well behind others in providing online services to customers as well as in the effectiveness of its own internal digital infrastructure. During 2018, work with international partners helped develop both new digital ID systems and a new tax revenue management system but failed to make much progress in delivering new online services for islanders.

The new Commercial Services directorate in the Chief Operating Office has been established to bring more rigour to market development and third-party supplier relationships, strategic

and operational procurement, commercial contract management, strategic supplier relationship management and commercial negotiations. In 2018, the Commercial Services team led the large-scale tender exercises to support the Team Jersey and Modernisation and Digital tenders. They also reviewed a Government wide contract portfolio to ensure that contracts complied with the GDPR legislation.

Governance

Governance was streamlined in 2018 and senior management decision making forums were re-structured. A fortnightly Corporate Strategy Board (CSB) now provides strategic oversight for public services and develops a pipeline with proposals which are reviewed, channelled and refined before submission to Ministers. The alternate fortnightly Executive Management Team (EMT) is reviewing operational business and performance matters in more detail, including finance, risk and workforce issues.

On becoming Principal Accounting Officer for the Public Service, in the machinery of government changes enacted in April 2018, the Chief Executive delegated Accounting Officer responsibilities to Directors General and a number of Directors. He regularly attended Council of Ministers' meetings and workshops, as well as meeting regularly with the Chief Minister and other Ministers. He attended both the PAC and the CSSP.

The creation of the department for Children, Young People, Education and Skills and the appointment of a Director General has allowed the Chief Executive to transfer oversight responsibility to the new DG and his team. Issues raised by the OFSTED review of Children's Services in June 2018 led to a critical Care Commission report and recommendations in September 2018 and the development of a Children's Improvement Plan. This plan captures outstanding actions from the independent Jersey Care Inquiry. It is now in place, with a Board overseeing its implementation. At the same time, a pledge to children and young people was developed and signed by all Ministers, the majority of States Members, and the senior leadership of the public service.

The Chief of Staff now leads a new approach to deliver C & AG recommendations.

Third-Party Comments

- “Generally, the aim here must be to simplify processes.”
- “2018 was a challenging year, and 2019 should be better. We are reporting faster but further improvement is necessary.”
- “On Treasury and Tax, the Chief Executive is finally doing what we’ve been talking about for years.”
- “The Chief Executive is very realistic here and doesn’t set us up to fail.”
- “Departmental business plans are being drawn up to support the delivery of the Government plan.”
- “The framework is now in place to improve / modernise key services – there are plans for Children’s, Mental Health, Primary Care, Acute and Community Care, IT, Digital and Commercial. Delivery will come during 2019 and 2020.”
- “We still need to strengthen governance on C & AG, PAC and Scrutiny.”
- “Financial discipline has improved this year but in 2019 we must move to zero tolerance for spending money not accounted for in the budget.”
- “I am worried that we are losing focus on Children’s issues. Charlie arrived with a strong message about where the island needs to get to on lots of aspects of Children’s. He has a record on this stuff, but we haven’t been hearing so much about it recently.”

Independent Assessor Summary

The Digital Transformation element of One Government will require a transfer of resources which will test the coherence and collaborative power of the EMT. With all the TOMs in place, new disciplines and ways of working will now be tested operationally rather than as worrying prospects. Performance against metrics and conformity to agreed practices must become the new normality; it should finally become possible to recognise the benefits of the new approach, rather than just experiencing the pain of adopting new working practices. As a result, this time next year will be the moment when it will finally be possible to evaluate the success of the new approach – and that of its lead architect.

2019 Commitments

- *In early 2019, a business case will be brought forward for the investment required to deliver an integrated platform which will replace the current outdated Finance system and provide integrated finance, commercial and HR payroll data.*
- *An interim performance review process will also be introduced in early 2019 as part of the general culture change programme. This will evolve into a permanent, outcomes focussed programme in 2020.*
- *The first new online service using the new YOTI ID authentication is expected to go live in January 2019, which will enable islanders to change their address online if they move.*
- *Significant investment is required to upgrade infrastructure, and EY has been appointed as a partner for a modernisation and digital programme. They will work with the Government over 2019 and into 2020 to develop the approach to digital Government.*
- *EY will also help to establish a corporate portfolio management office, create a digital strategy for the whole of the public service and identify the common technology needs and capabilities across the organisation to maximise efficiencies, working alongside existing staff in modernisation and digital. A key part of their assignment will be the transfer of key skills and knowledge in order to create a sustainable organisation once they leave.*
- *In 2019, a new commercial framework will be established with key metrics identified that baseline the current position.*
- *The team is also working to develop a pipeline of procurements worth more than £100,000, which will enable the Government to develop packages of work strategically and deliver economies of scale.*
- *The Jersey Standard is being rolled out from January along with an interim appraisal system for staff called My Conversations My Goals.*
- *A new internal IT and Digital strategy will be ready next month along with an investment business case for funding it.*
- *The new Director of Corporate Planning and Performance will lead a dedicated Performance directorate – for the first time in Jersey – which will be staffed during the first quarter of 2019.*
- *The new performance framework will stimulate public debate through the publication of accurate, coherent data.*

Objective 6: Promote and support the economy of Jersey, internally and externally

In 2018, the Chief Executive led the Government's engagement with the States of Guernsey, bilaterally and through the Channel Islands Public Service Board. A number of areas for cooperation were identified early in 2018:

- Joint working on policy development
- Introducing a shadow Channel Islands Health Authority
- Setting up a joint Digital Transformation Board
- A formal partnership for public sector procurement
- A commitment to sharing data and analytics

In 2018 progress was made in all of these areas, but particularly on Health. A Memorandum of Understanding was drawn up which sets a commitment for both Islands to work together where possible while retaining their sovereignty over Health and Care services.

The Chief Executive supported Jersey in its economic international engagements, both in supporting the preparations for BREXIT (administrative responsibility for which now sits within the Office of the Chief Executive) and with direct overseas activities. In November he was part of the delegation accompanying the Minister for External Relations on a visit to the United Arab Emirates, to discuss investment funding and strengthen economic ties.

Third-Party Comments

- "Good progress has been made on BREXIT contingency planning collaboration with Guernsey."
- "The Chief Executive seems to be doing well with our financial institutions."
- "The Chamber of Commerce and IoD rate him highly."
- "It would be good to know why Charlie went to Dubai and what was achieved..."
- "I think it is fantastic that the Chief Executive is out in Dubai, championing the Island."

Independent Assessor Summary

This was the objective where I was least able to check claimed achievements against delivery. There seem to be different views of the desirability of the Chief Executive's involvement in overseas affairs, though few question the reputation he has built with financial institutions on the island and local business bodies. Uncertainty about the eventual outcome of BREXIT discussions also make it difficult to predict what the Chief Executive's role should be in promoting and supporting the economy of Jersey this year and in the future.

2019 Commitments

- *Areas for possible collaboration with Guernsey during 2019 include:*
 - *Professional liaison and operational mutual support, where expertise and clinical resources to support care delivery are shared*
 - *Shared procurement for better value*
 - *Recruitment opportunities for joint roles*
 - *Shared education, especially in nursing*
- *The organisation will respond quickly and effectively to the implications of whatever emerges from the Brexit process.*
- *Further progress will be made during 2019 towards the creation of an investment fund.*

Top Team Leadership

In addition to leading the organisation, the Chief Executive has also had to build a top team. Comments made by team members at an Executive Leadership Team (EMT) away day towards the end of 2018 suggest that this is still work in progress:

- “We’re too busy to see each other in small groups: it’s either all of us together or bilaterals.”
- “Our meetings are very task focused with over-stuffed agendas. This affects our ability to anticipate problems.”
- “We have a bias to do the right things.”
- “We may be better than we realise. We certainly need to get better at celebrating successes.”

At the same workshop the Chief Executive challenged the team to raise their contribution in 2019, in order to promote a more dispersed form of leadership going forward. The following response from team members show that there is still work to be done to affect this change:

- “Charlie still tends to overawe some of us.”
- “We’re still frightened about giving Charlie bad news.”
- “Some of us just want to get on with it – leave us to it, please Charlie...”
- “If we really want to support Charlie effectively, we should go through his headline objectives and decide who will be responsible for helping him with what.”

Charlie Parker’s influence in Year One has sometimes felt overwhelming. It was almost as if the organisation became paralysed by a discussion of his wishes and motivation. There is also concern that much of the scaffold – especially in HR and IT – is still too fragile to sustain the pressures of change. As a result of changes made in Year One, the organisation now has a more highly skilled senior workforce and a growing understanding of organisational mission. Against this, there is still an unhealthy dependence on interims, and continuing delays in the introduction of key improvements in infrastructure. Despite this, the EMT seems eager to make a success of the task facing them and to accept the challenge from the Chief Executive to help him distribute the leadership role.

Independent Assessor Summary

The Executive Management Team had a challenging year. Members who had served under the Chief Executive's predecessor had to adapt to a very different style of leadership, and to lead their departments (some of them new) through a review and re-design stage, sustain themselves and senior colleagues through a tough selection process, and accept key roles in a comprehensive transformation programme while maintaining business as usual, adapting to a change in political leadership, and trying to shield their staff from critical media coverage. Newcomers to the team had the additional need to adapt to life on Jersey. Business pressures limited the time available to develop the EMT during 2018. As a result, one of the Chief Executive's priorities for 2019 must be to identify and exploit the full range of his team's individual talents. The comments quoted earlier from EMT members attest to the pressure they have been under, the fact that team-building is still work in progress, but above all to their desire to support the Chief Executive and help him to transform the way in which the island is governed.

Conclusion

Year One began with a thorough and effective due diligence process, followed by comprehensive cataloguing of what needs to change in the government of Jersey, accompanied by a programme for engineering transformation. This included an assessment and selection process designed to produce a leaner but better equipped leadership cadre. The new Team Jersey approach to government also involved changes in the machinery of government and an overhaul of processes and practices affecting people, structures and infrastructure, in the areas of Finance and Digital Services as well as the major service delivery departments. The timetable set was certainly challenging, and even arguably over-ambitious, given the pace of change the organisation was accustomed to and the previous Chief Executive's *modus operandi*. Although many employees were involved in the due diligence process, it was never likely that this involvement would immediately win them over to the new approach. And although senior members of staff had come through a tough assessment process – a process most find motivating – many would have had friends who were no longer in the organisation. In these situations there are always worries about the baby being lost with the bathwater, though the methodology of the Team Jersey Culture Change Programme should act as an antidote to much of the discomfort currently being experienced in the organization, as it rolls out in 2019 and beyond. Resentment at the appointment of (a few) off-islanders to senior posts, and the feeling that their presence implies a rejection of how things had been done previously, can also be expected to decline as the newcomers demonstrate their value, interims depart having completed their assignments, and the benefits of new ways of operating become clear.

While it is still the case that the majority of major organisational change programmes produce disappointing results, the Team Jersey Culture Change Programme appears to be unusually well designed. It certainly avoids the pitfalls which have undermined similar programmes. However, its progress will need to be carefully monitored against milestones to ensure that the substantial investment involved produces a commensurate return in benefits enjoyed by staff, politicians and islanders alike.

In terms of personal change, the Chief Executive should take a number of targets from the messages contained in this report.

In Year Two (2019), the Chief Executive should be looking to:

- Create more distributed leadership
- Play more positive “mood music” – i.e. how good the future can be, rather than how poor the past was
- Focus on wins and successes
- Communicate more effectively across the organisation
- Introduce local Target Operating Models, explaining the links between them and ensuring that they do not lead to a new siloism
- Strengthen the relationship and rapport between himself and the Chief Minister
- Focus on winning over the organisation, starting at the top: convince long-serving Directors General and Directors that his purpose is to improve their organisation along with the lives of islanders
- Recalibrate the balance between listening and talking: more of the former, less of the latter