

## Team Jersey

### One island, one community, one government, one future

#### 1. Introduction

Jersey has many of the advantages of a much bigger developed country, concentrated into our small island: an advanced economy, low taxes and high average standards of living, a safe and stable society, and a clean and protected environment.

But we also face similar challenges to bigger countries. Global financial risks, declining productivity and the uncertainties of Brexit threaten our continuing economic prosperity. Inequality in wealth, income and opportunity mean that not everyone enjoys the same good standards of living. Inefficient and out-dated practices and infrastructure undermine our public services, at a time when an ageing and growing population puts more demands on them. In addition, the balance between our natural and built environment faces pressure from growth.

As a small island, we do not have unlimited capacity to absorb these threats. We have limited physical space, limited financial reserves, a limited tax base, limits to the economies of scale we can achieve, and a shortage of both workers and skills in some sectors, which is forecast to become more pressing as Jersey's working population shrinks.

So if we are to continue to enjoy the advantages that we have gained over the decades, protect ourselves against the shocks and threats to our island's prosperity and way of life, we need to modernise and rapidly evolve the way that we do some things. We cannot rely on past successes to guarantee the unique dividend that living in our small island offers us.

What we propose, to support the ambitions of Ministers and the expectations of islanders, is a new, long-term strategic framework for Jersey, which will ensure a sustainable society, underpinned by a sustainable economy and delivered by a strong partnership between a modern government, responsible business and our islanders.

In order to deliver this, it is the responsibility of the administrative arm of government to organise itself and its activities so that it can discharge its duties effectively – to Ministers, to the States Assembly and to the public it serves.

This is a long-term approach for Team Jersey – one island, one community, one government and one future.

## 2. Our ambition

**Our ambition as the public service is for all islanders to enjoy a good quality of life, in a fair and balanced society, sustained by a prosperous economy and outstanding, modern public services.**

## 3. A roadmap for Jersey's future

Delivering our ambition means setting and pursuing a long-term strategic approach for Jersey that stretches 30 years into the future, well beyond the four-year terms of Councils of Ministers.

A long-term approach is important, because many of the changes that Jersey needs to make to achieve the aspirations set out in Future Jersey will only bear fruit over such a timeframe. Indeed, some of the critical decisions that Ministers will take, such as whether, when and where to invest in infrastructure, will benefit islanders over decades and generations, not just years.

So the officers of government will need to ensure that it delivers the Ministerial priorities for their four-year terms within and aligned to a long-term approach, with each Council of Ministers term representing milestones on a roadmap towards our collective ambition for Jersey. This long-term approach has five critical components:

1. **Economy** – ensuring that we have the necessary infrastructure, housing, planning, regeneration and regulation to support all sectors, from small businesses to global financial services companies, so that we build and grow a prosperous, sustainable, internationally-competitive economy.
2. **Customers** – ensuring that we all design our policies, operations, services and infrastructure with a customer focus, so that all islanders benefit from, see and feel what government is doing for them.
3. **People** – ensuring that we have the education and skills to support our island's current and future employment needs and improve the life chances of all islanders, as well as enabling the government to have the right people, leadership and culture in place to deliver the necessary policies and services for Jersey.
4. **Services** – ensuring that we deliver modern, quality, value for money public services for all islanders, protecting and improving their health and well-being, in a fair and balanced society.
5. **Place** – ensuring that we have the institutional and legislative framework to support our society, with clear, transparent and responsive national governance, policies and processes, to establish a culture of civic leadership and accountability for the island's people and environment, and a position and reputation in the world that supports our economy and society.

The approach provides for flexibility in our public services, responsively adjusting priorities to take account of any changes in international and national circumstances, as well as possible threats and opportunities, but in doing so never loses sight of the ultimate ambition.

## 4. Delivering the approach

Delivering this long-term approach is primarily the responsibility of government, but it is not solely the government's responsibility. The government possesses most of the levers that can drive many of the changes that need to be made – legislation, regulation, taxation, ownership of property and infrastructure, provision of public services, and international relations – but these are not the only levers of change. Business and civic society have important roles too, and will need to work in close partnership with government in pursuit of a shared ambition.

It is clear from our detailed reviews of the governance, policies, operations, finances, capability and capacity of the island's public services – and combined with a raft of independent reviews of the structure, governance and culture of government – that significant changes are needed as to how the political and administrative arms of Jersey's government work in future.

Some changes to government have been made over recent years, such as the move from committee to Ministerial government, and the Chief Minister has proposed further reforms, including to the role of the presiding officer of the States Assembly and the need to strengthen the financial accountability of public services for the States of Jersey.

Making the Chief Executive the principal accounting officer for the finances of the States of Jersey will give the post the necessary levers and accountability over departmental spending to ensure the necessary funding of government and Ministerial priorities are delivered and ensure transparency and value for money to residents and the States Assembly. This is a critical change, but it is only one of a wide range of significant reforms that need to be made to the governance, operations and structure of public services in the States of Jersey.

## 5. Guiding principles behind the new organisation

The design of the organisation describes how we arrange our teams and activities to achieve our objectives. It is not simply about an organisation structure chart with reporting lines and boxes. So in designing our new organisation, we have adopted the following guiding principles:

**Customer-focused** – all islanders and key stakeholders will benefit from, see and feel what the government is doing for them. This means:

- We listen and gain insights into our customers, so we know and understand their needs and behaviours, and design services around them – including a clear and appropriate front-line service in every area of our organisation.
- Every role must have a benefit to islanders, and if it doesn't we won't need it.
- The changes we make are innovative, modern and affordable.
- We don't duplicate our activities or what we ask from customers – we do it once and get it right first time.
- We will collect and securely store data about our customers, capturing it only once, so they don't have to keep telling us things we should already know, and therefore serving them better.

**One government** – we will design the organisation as one government, facilitating and necessitating collaborative working to a common purpose. This means:

- It will be obvious to all our people why services have been grouped together.
- Services will be known and labelled for the specialist skills that they can contribute, whether customer services, social care or policy.
- Reporting lines will be there for management and performance purposes, not to enforce vertical hierarchies and constrain collaboration.
- Establishing a strong corporate centre, with the credibility to coordinate and support the organisation, to challenge, innovate and add value. However, we will adopt a 'hub and spoke' approach, to connect with departments, groups and teams, underpinned by a common approach to business discipline and partnering.

**Simple structures** – we will simplify structures so they are easier to understand and to navigate, connected at all levels and provide sufficient flexibility. This means:

- Establishing clear accountability, responsibility and decision-making at the right level in the organisation
- Ensuring that the right tasks are performed at the right level.
- Reducing the number of hierarchical layers in the organisation.
- Establishing 1:8 as the ideal span of control, and working towards this over the next year.
- Moving from task specific to more generic job design over the next year, achieving this through changes to our role profiles and job descriptions.
- Reducing the number of individual roles and moving towards job clusters which will improve development and job opportunities
- Developing more visible career paths.

**Cross-cutting and agile** – we will consolidate activities and teams where this can support or underpin multiple activities, such as through shared services to achieve economies of scale and minimise duplication. Where appropriate, we will also look at cross-island arrangements, where they are in the interests of residents, business and are value for money. We will have the capability and flexibility to respond at pace to changing demands and priorities. This means:

- We will create and deploy teams from across government to deliver initiatives and projects, which will enable moving people in and out of their home teams to meet future challenges, and creating the space for them to develop new skills and make a different contribution.
- Ensuring better deployment of human resources to meet supply and demand, by providing more flexibility for individuals to move roles, which will grow and strengthen the organisation's capability and knowledge.

**Digital** – we will use cutting-edge technology to help simplify internal processes and speed up how customers access our services.

**Integrated financial control** – we will integrate finance, business planning and risk management, ensuring clear visibility, control and measurement of all finances against planned outcomes.

**Clear, transparent and accountable** – we will simplify, clarify and embed a better understanding of governance, decision-making, use of information, to improve performance and accountability. We will benchmark our service performance against other services, as well as against those in other countries to whose standards we aspire, and we will regularly measure, monitor and report on key aspects of our performance.

**Commercial** – we will be much more business-like in the way we work, challenging our suppliers' pricing models at the same time as developing our own commercial behaviours as an organisation, to drive efficiency and value for money, and to eliminate unnecessary duplication. We will also identify what opportunities exist for the States to provide commercial services to generate income to benefit the island.

## 6. Early wins and urgent priorities

Arising from these guiding principles, we have identified the early wins and urgent priorities on which we need to take rapid action, as these will affect how quickly and effectively we can change the organisational practices, amend the structure and the culture of public services in order to demonstrate improvements to public services that Jersey needs.

These are:

### Leadership

First and foremost, the senior leadership team will be corporate leaders who share responsibility for how well the government works for islanders. We will ensure that we have the right leaders at executive, director, senior and middle management levels with the necessary leadership and professional capabilities to run their operations, and the motivation and inspirational qualities to lead and inspire others, both in their day-to-day performance and through the process of transformation.

In the first six to 12 months:

- The most senior levels of leaders in the organisation will participate in structured exercises, in order to identify collective and individual strengths and to support them, as leaders, to evaluate any gaps in their development.
- We will capture and codify revised leadership requirements as part of the new Jersey Standard, and we will start to cascade them to other leaders and managers via a similar process.
- We will require the executive leadership team to take on cross-government projects, to co-create and lead the one government organisation we need for Jersey.
- We will put in place a process that, in the long-term helps us to “grow our own capability”, by better supporting and developing our talent with a view to reducing our reliance on off-island support for senior roles.

### Culture

We will develop a culture that is based on teamwork and collaboration, openness and transparency, learning, innovation and appropriate risk-taking, combined with respect for customers and for each other.

To achieve this:

- We will become a learning organisation and procure a strategic partner to help develop our people to provide the right leadership, behaviours and culture for our public services.
- We will ensure that we embed the right values to positively influence our individual attitudes and behaviours, and our collective culture.
- We will empower teams and individuals to act and make decisions.

### **Digital by default services**

We will accelerate the move from paper-based, telephone and face-to-face services to digital self-service for the vast majority our customers, so they can access the services they need at a time, convenience and device of their choosing – from online tax returns to new car registrations. This will fundamentally change the way we design our structure to serve customers, putting them first.

We will continue to provide alternative ways of accessing services for the small minority of customers who genuinely need extra help, but this will be based on phone support and assistance in the community, rather than in dedicated customer centres.

We will collaborate with other organisations to work towards creating a Jersey centre of excellence for digital innovation service solutions and to develop these skills across the Island.

### **Modern IT**

We will also invest in modern IT infrastructure to provide digital-by-default services for the public via the one.gov.je online service portal. This will be supported by digital identity verification, as well as in the hardware, systems and processes that the States of Jersey needs to operate on a single information platform (enterprise hub), for effective finance, HR, payroll and information management. We will also deliver a single intranet and content management system to bring all communications and information for staff together in one place.

### **The Jersey Standard**

We will design a set of performance standards for all of our services to the public, and benchmark them against the standard of services provided by high-performing public sectors elsewhere in the world to create a right-first-time culture.

### **Location**

We will ultimately consolidate our office estate into a single administrative headquarters where all non-frontline staff will work, combined with a number of operational sites, such as the hospital, schools and other frontline and local services, based in Parishes. This ‘hub and spoke’ model will facilitate more cost-effective use of accommodation (and release sites for redevelopment for alternative uses, including housing) and promote better teamwork and collaboration across functions and departments.

**Single financial system** – we will replace our outdated finance system to provide the ability to integrate finance, commercial and HR/payroll data, to ensure that resources of the States are managed effectively and that money is spent well on the right priorities. This will also support the Chief Executive Officer in effectively carrying out the responsibility of principal accounting officer.

### **Management information**

We will replace the outdated and disconnected legacy information systems that currently exist across government, with new, integrated information platforms. These will be secure, cloud-based and scalable, so that they deliver business-critical information for all users and can be evolved and grown over time.

### **Joined-up operations**

We will establish a seamless front-office operation for services to customers, through a new integrated customer hub, and a seamless back-office operation to support and enable frontline services to function effectively and efficiently at every customer touch point. This will also enable us to build-in savings and improvements in process and structures, and apply corporate discipline with effective business management.

### **Understanding our customers**

We need to widen and deepen our insights into customer needs, expectations and behaviours, for both islanders and businesses, in order to inform improvements to our service delivery. This includes better understanding of how customers interact with specific services, understand their satisfaction and complaints, as well as their needs at different stages of their lives and in response to life events, such as births, marriages and deaths.

### **Building the capability and capacity of Team Jersey**

We need the right people, doing the right work, at the right level, in the right place and in the right way. This means:

- We will make the most of our talent, investing in our own employees to build sustainable teams.
- We will establish proper workforce planning and resourcing so we know where our talent is, and when we don't have the expertise, we secure this from outside and build from there.
- We will create opportunities for people to become multi-skilled, through cross-team projects and organisation problem solving.

### **Streamlined governance and better corporate performance management**

Jersey has developed a distinct model of governance that reflects our history and heritage. We need to be conscious of this in the way we are organised and the way we work for islanders. We need to retain and enhance the principle of direct democracy embodied in our parishes, but we cannot be trapped by ways of working that no longer support the good governance the island needs to flourish.

All too often, what we have been commissioned to do by Ministers is delayed by complicated processes and unwieldy governance procedures, long before the Assembly gets to decisions. Our public service and its officers must get much better at supporting our elected representatives across their different democratic roles.

To do this, we will improve the arrangements that support and include our Parishes, our elected States Assembly and the Council of Ministers. We will focus on improvements that help them to do the different jobs that they were elected to do and support them in their efforts to make and take good decisions on behalf of the islanders they represent.

This includes:

- Better policy options, supported by better evidence and options around implementation.
- Putting our customers' needs at the heart of how we design our policy, working with them rather than making assumptions about what they need and want.
- Better business cases that accurately reflect the requirements of islanders and customers, and which are clear on costs and benefits necessary to support decisions by elected politicians.
- Better support and facilities for both Assembly Members and the Council of Ministers, to assist them in their different roles and responsibilities, while also representing the islanders who elected them.
- Ensuring that the Assembly's scrutiny panels have the information and time they need to make an effective contribution to better policy and governance.
- More effective, efficient and compliant ways of organising and executing the Government's business and law making functions.

This also means that we must work better with the government as it establishes its priorities and programme for its time in office. This should drive a radically-overhauled corporate planning and performance management process which gives Ministers confidence that their programme is going to be delivered. This means we have to deliver:

- An integrated corporate planning process, which accurately ties resource allocation to agreed government priorities, and transparent scrutiny of the most important aspects of operational performance, the biggest projects, key risks and organisational health.
- A more transparent and open process of challenge and scrutiny of progress and performance, with a focus on identifying problems and resolving them, rather than allocating blame.

## **7. A new organisational structure for the States of Jersey**

To help achieve these goals, we will reorganise the public services to become one government, to join up and integrate how we deliver services to islanders, and to provide coherence and clarity about our structure, accountabilities and performance.

We are doing this because it is the responsibility of the administrative arm of government to organise itself and its activities so that it can discharge its duties effectively – to Ministers, the States Assembly and to the public it serves.

This will not happen overnight, since some of the things that we need to change, such as the silo culture, are deeply-entrenched. We also cannot change everything at once, because we need to ensure a continuity of services to our customers while we restructure and introduce new systems, processes, technology and ways of working.

We are therefore taking a phased approach, which includes making swift progress in delivering some early wins and urgent priorities, and making some significant changes to the structure of the States at departmental, group and functional levels.



For the majority of our workforce, there will be no immediate changes to the work they do or the part of government that they work for. Further changes will come, but this phase will initially be through some shifts in management reporting and, more importantly, modernising and improving the way they work, collaborate and deliver services.

For some colleagues though, and especially at the most senior levels of the organisation, there will be more immediate and significant changes arising from the redistribution of services and activities between departments and functions – and indeed in the creation of new departments out of the existing structure. There will also be changes in what we expect of our senior leaders through this transition period.

As part of the restructuring, we will design a flatter management structure, with fewer roles at tiers 1 and 2. We will be introducing the term Director General for Chief Officers, Group Directors for large clusters of services and Directors for some operational areas. After that, there will be Heads of Service roles.

The proposed new structure comprises an **Office of the Chief Executive, seven new departments, and a Chief Operating Office.**

- Office of the Chief Executive
- Department for the States Treasurer and Exchequer
- Department for Customer and Local Services
- Department for Children, Young People, Education and Skills
- Department for Health and Community Services
- Department for Justice and Home Affairs
- Department for Growth, Housing and Island Environment
- Department for Strategic Policy, Performance and Population
- Chief Operating Office.

### States of Jersey new organisational structure chart



## Office of the Chief Executive

The Office of the Chief Executive is responsible for the effective coordination of the government's relations with Ministers, islanders, island stakeholders and international governments, financial regulators, partners and stakeholders.

The need to coordinate our international political and economic relations is of strategic importance to Jersey, especially while the UK is negotiating a Brexit deal with the European Union, and during the transition period thereafter, which is why these functions will be led from within the Office of the Chief Executive.

It comprises four groups:

- Financial Services and Digital Economy
- Communications
- External Affairs
- Government business and Ministerial support.

## Department for the States Treasurer and Exchequer

Strong, transparent finances are key to excellent, good-value public services. The Department for the States Treasurer and Exchequer will be critical to the financial integrity of the States of Jersey. It will ensure the financial responsibilities of public servants are properly discharged and that public service administration finances are well managed.

The department will give greater emphasis to the strategic finances of the island, with a focus on the organisation's longer-term goals. It will ensure that policies are costed and affordable, and that the intended outcomes and benefits are delivered.

A centralised function will deliver specialised and transactional services for external and in-house customers. Financial business partners will enable departments to deliver medium-term objectives in line with the longer-term plan. Our internal audit function will be expanded to ensure that risk appetite is understood and risks are well-managed.

The new department will comprise the following groups:

- Strategic Finance – including long-term financial planning, the prioritisation of investment decisions and ensuring the financial stability of the States.
- Performance, Accounting and Reporting – including financial management, accounting, reporting and compliance. It will be a transactional hub and support to internal customers through business partnering.
- Treasury and Investment Management – to administer the financial assets and holdings of the States, optimise liquidity and mitigate financial risk, and fulfil the States' role as a shareholder in our partner organisations.
- Risk and Audit – to evaluate and improve the effectiveness of risk management, controls and governance processes.
- Revenue Jersey – the collection and compliance of taxes, duties and social security contributions, currently carried out by The Taxes Office, Social Security and Customs.

## **Department for Customer and Local Services**

This new department puts customers at the heart of our new government structure. It brings together in one place the front door to all of our frontline customer services except health and education. At present, islanders have to deal with multiple teams in multiple departments in lots of different ways – face to face, by post, by phone and online – and in most cases they have to provide the same information to us each time.

This new department is responsible for establishing a single, streamlined service for all those direct interactions that islanders have with government, from applying for income support to filing taxes. Ultimately, most services will become digital by default, and islanders will be able to interact with us online via one.gov.je, at a time of their choosing and on a device of their choice. We will also seek to integrate this front door with the Parishes, much as one.gov.je does digitally.

But in a first step towards this, the new department will provide a new, single front desk for government services. It comprises the following customer activities:

- Customer Services – a wide range of direct customer contact, including Social Security applications and payments, tax forms and filing, planning applications, registration cards applications, business licencing, affordable housing applications, One Government call centre and States of Jersey HR People Hub.
- Customer Operations – State pensions and investment, Social Security (long-term care and income support) and Back to Work.
- Local Services – Parish liaison, community consultation, planning and grants, third sector liaison, registrar and libraries.

While the new department will be responsible for receiving forms and applications (such as tax returns and planning), the responsibility for considering the forms and applications will remain with the sponsoring department (Revenue Jersey within the States Treasurer and Exchequer Department for taxes, and regulation within the Growth, Housing and Built Environment Department for planning).

## **Department for Children, Young People, Education and Skills**

This new department puts the care, welfare, education and whole life chances of children and young people absolutely at its heart. While there have been reforms of children's services, in response to the Independent Jersey Care Inquiry recommendations, the pace of implementation, and the scale of cultural and service change needed to ensure that our children and young people are protected and enabled to flourish, are too slow.

Our primary focus must be on our children, and not on established processes, so this new department will be responsible for putting children first, completing the urgent Care Inquiry reforms and adopting worldwide best practice in the care of children and young people.

It will also modernise and improve the standards of academic education and vocational skills in Jersey, strengthening the links between Jersey's businesses and our schools

and colleges, so that our young people have better opportunities to build careers in the island, reducing our reliance on skilled migrants, and improved whole life chances.

The department will therefore comprise the following groups:

- Children's Services – transferred from Health and Social Services, alongside health visitors and school nurses. Also includes commissioning and early years.
- Young People, Further Education, Skills and Learning – including the Youth Service, Skills Jersey, Higher and Further Education.
- Education – schools, standards and attainment.

## **Department for Health and Community Services**

Public health from the cradle to the grave is a central responsibility of government, and the coordination of the wide range of frontline health services, whether in the community or in hospital, requires an integrated approach within a strong department.

But we need to ensure that not only are our medical services of the highest standard, whether in a GP's surgery or in a hospital operating theatre, but that the services we provide in the community to vulnerable groups – the elderly, the disabled and those suffering from mental ill health – also meet the high standards of care that they deserve.

The Department for Health and Community Services will retain most of the functions of the current Health and Social Services Department, but will place a greater emphasis on community care for vulnerable groups. It therefore comprises the following groups:

- General Hospital
- Nursing
- Adult Services – including social and community health care for adults and vulnerable people
- Commissioning and healthcare modernisation – including primary care and public health.

## **Department for Justice and Home Affairs**

In our small island, we have the opportunity to integrate the elements of public protection that in bigger countries are too cumbersome to bring together. The new Department for Justice and Home Affairs does that, in order to provide more effective and co-ordinated management of the services that keep islanders safe. It comprises the following groups:

- Public Protection and Law Enforcement – Police (Police Authority), Fire and Rescue, Ambulance Service, Customs and Immigration, Field Squadron, Emergency Planning and Coastguard.
- Criminal Justice and Offender Management – Prison Service and Probation, including police complaints, the Independent Prison Monitoring Board, custody visitors and others.

## **Department for Growth, Housing and Island Environment**

The strength and development of our national economy does not just depend on our international financial framework, but also on Jersey being a great place to do business, with the right physical and regulatory support from government. This new department brings those important elements together in one place, to ensure that we provide the right environment for those businesses – from the smallest start-up to the largest multinational – on which we rely for jobs and national wealth.

It will also ensure that we continue to develop sustainably, with urban planning that enhances, rather than undermines, our natural and cultural heritage, and that we enforce the many regulations – from consumer protection to biodiversity – that protect our quality of life in our unique island environment.

The new department will comprise the following groups:

- Economy – including business (SME) support, tourism strategy, sports, culture and the rural economy.
- Natural Environment – including the States Vet, Meteorological Service, rural environment, environmental ecology, marine and fisheries.
- Operations and Transport – the operational services of the former Environment and Infrastructure departments, municipal services, water, sewage, property car parks and fleet management.
- Regulation – economic, business, consumer, transport, building control, planning, agriculture and fishing, environmental health, food standards and water quality.
- Special Projects – large capital projects, such as the new hospital.
- Partnership – including the relationship management of Andium Homes, Ports of Jersey, Jersey Post, Jersey Electricity, Jersey Telecom, Jersey Water, Jersey Development Company and others.

## **Department for Strategic Policy, Performance and Population**

This new department brings together the long-term strategy and the policy and performance framework that underpins the effective functioning of government in delivering for our island. It comprises the following groups:

- Future Island Strategy and Planning – including Future Jersey, the island plan, population planning, strategic and corporate planning.
- Public policy – including education policy, environment policy, sustainability policy, population policy, and health and social policy.
- Performance, Information and Statistics – including the oversight and development of organisational Key Performance Indicators, benchmarking, scenario planning and insight.

## Chief Operating Office

The Chief Operating Office brings together the many internal services that support and enable the effective functioning of our public service, and will be a “hub and spoke” operation, with centrally-provided and co-ordinated ‘hub’ services, partnered with the ‘spoke’ departments. It will also host a new Commercial Division, which will create a more rigorous approach to contract management, procurement and commercial negotiations for services, on behalf of the States of Jersey. It comprises three groups:

- People and Corporate Services – including Human Resources, people change, business management, business continuity, compliance, facilities management and business administrative support for all of government
- Modernisation and Digital – including the transformation programmes currently part of Public Sector Reform, such as e-Government, digital services and the Design Authority, Chief Information Officer, IT and data protection
- Commercial Services – developing the market and third-party supplier management, commissioning and procurement.