

# STATES OF JERSEY



## **RECURRING THEMES: DECISION MAKING (P.A.C.3/2019): EXECUTIVE RESPONSE**

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**Presented to the States on 11th September 2019  
by the Public Accounts Committee**

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**STATES GREFFE**

## FOREWORD

In accordance with paragraphs 64–66 of the [Code of Practice](#) for engagement between ‘Scrutiny Panels and the Public Accounts Committee’ and ‘the Executive’ (as derived from the [Proceedings Code of Practice](#)), the Public Accounts Committee presents the Executive Response to its report on [Decision Making](#). Whilst content with the overall tone of the Executive Response and the progress made by the Executive thus far, the Committee will present detailed comments at a later stage.

**Senator S.C. Ferguson**  
Chairman, Public Accounts Committee

# **The Chief Executive's response to Public Accounts Committee report on Recurring Themes: Decision Making**

**September 2019**

## **Glossary of Terms**

C&AG – Comptroller and Auditor General  
COM – Council of Ministers  
CPMO – Corporate Portfolio Management Office  
CSB – Corporate Strategy Board  
CSP – Common Strategic Policy  
EMT – Executive Management Team  
GOJ – Government of Jersey  
IAB – Investment Appraisal Board  
OBC – Outline Business Case  
OneGov – One Government  
OMP – Office Modernisation Project  
PAC – Public Accounts Committee  
SPPP – Strategic Policy, Performance and Population  
TOM – Target Operating Model

# Contents

Glossary of Terms.....	3
Introduction .....	5
Response to Key Findings.....	6
Key Finding 1:.....	6
Key Finding 2:.....	8
Key Finding 3:.....	8
Key Finding 4:.....	10
Key Finding 5:.....	10
Key Finding 6:.....	11
Key Finding 7:.....	12
Key Finding 8:.....	13
Key Finding 9:.....	13
Key Finding 10:.....	14
Key Finding 11:.....	14
Action Plan:.....	15
Recommendation 1:.....	15
Recommendation 2:.....	16
Recommendation 3:.....	16
Recommendation 4:.....	18
Recommendation 5:.....	18
Recommendation 6:.....	18
Appendix A: Illustration of the drivers for the One Government initiative, its outputs and component parts, and the outcomes, with respect to the PAC recurring themes .....	21
Appendix B – Staff engagement and evaluation of the Team Jersey programme .....	22

## Introduction

The Chief Executive agrees with the Comptroller and Auditor General (C&AG) and Public Accounts Committee (PAC) assertion that “high-quality decision making is essential for securing value for money”, especially when public funds are invested to deliver services and improve outcomes for Islanders. The Chief Executive is also in agreement that prior to his appointment, previous poorly evidenced, subjective and badly communicated decision making has resulted in challenge, delay and sometimes increased associated costs to the public purse. The due diligence work undertaken by the Chief Executive upon his arrival in Jersey revealed that these weaknesses in decision making were a symptom of the wider organisational ill-health of the Government’s operations following a long period of under-investment.

The findings of the due diligence work identified outdated infrastructure in a range of government systems in finance, ICT and HR. It uncovered outdated working practices in decision making, performance and financial management, forward planning, policy and prioritisation. It also found the organisational culture, behaviours and leadership were not where they should be for a modern government, as a consequence of substantial underinvestment in our assets and our people. Combined with a lack of progress in a number of key recommendations from the C&AG, the case for change was compelling. All of which necessitated a range of different projects and programmes (under the One Government Initiative) that would address each of the business failings outlined above.

This One Government (OneGov) initiative aims to substantially increase the pace of change in order to modernise Government, which includes building capability in decision making, amongst many other areas. The One Gov Initiative is an ambitious, long term programme of activity; it will take up to five years to implement the necessary changes and allow them to become part of business as usual. Significant work has already been undertaken to implement new ways of working that demonstrate robust decision making, such as the introduction of the Investment Appraisal Board (IAB) and the establishment of a Corporate Portfolio Management Office (CPMO).

The Chief Executive has been clear in the various submissions made to the PAC the range of work that has been taking place to modernise Government services and improve governance and decision making. The PAC is already aware of these initiatives but for some reason, seeks not to highlight the introduction of better governance and improved practices in this report in order to help the organisation learn from the lessons of the past. It is for this reason that the Chief Executive does not agree with a number of the statements contained in the PAC’s report that decisions made by the Chief Executive or his team to implement the policies of the States Assembly, do not follow proper process, or are not supported by evidence.

The report from PAC also seeks to make contradicting statements in the body of the report when compared to the conclusions. This results in confusion for the reader as to what the real lessons on decision making are that the Chief Executive is looking to address.

## Response to Key Findings

An action plan in response to the recommendations made in the PAC report follows this response to the key findings of the report.

Key Finding	Response
<p><b>Key Finding 1:</b></p> <ul style="list-style-type: none"> <li>A number of assertions are made by the Chief Executive, for example, “the Team Jersey Programme will prevent silos from forming” but this cannot yet be evidenced. The Chief Executive should ensure this is working.</li> </ul>	<p>The PAC refers to the Team Jersey programme, which is a programme specifically designed to guide culture change across the organisation informed by staff, States Members and other external stakeholders. The Team Jersey Phase One Report<sup>1</sup>, published in April 2019 and available to the PAC, identified that historical structures of the Government were viewed by many as encouraging silo working, exacerbated by IT systems that are not joined up, lack of effective communication across the departments and working practices and policies that have evolved in departments which are not aligned corporately. However, the report noted that there was a genuine desire from GoJ staff to understand what colleagues do and how services could be joined together better for the benefit of islanders. Staff perspectives on working across Government were baselined through the ‘One Voice’ survey in March 2018 that was completed by 62% of staff (4,321 people)<sup>2</sup>. This survey will be repeated in 2020 to determine any shift from the baseline measures. As part of its design, the Team Jersey programme continues to address silo mentality, which will complement the progress that has and continues to be made through other GoJ activity, such as:</p> <ul style="list-style-type: none"> <li><b>P.1/2018</b> – the establishment of a Principal Accounting Officer</li> <li>The <b>consolidation of finance functions</b> into the States Treasury and Exchequer, and the additional emphasis that is placed on financial matters by senior cross-organisational governance groups, such as the Executive Management Team, and the Council of Ministers</li> <li>The move to <b>co-locate colleagues in the Broad Street offices</b>, who were previously stationed at a number of different sites. This move has been a major driver for culture change and reducing silo mentality: it has allowed officers easier access to colleagues and promoted closer working relationships across departments.</li> <li><b>Target Operating Models</b> - the reorganisation of corporate and departmental structures groups bringing together similar functions, which will allow them to flourish and develop, rather than have isolated pockets of capacity and capability spread across departments. This reinforces cross-departmental working as service delivery-focused areas will work closer with their policy, performance, finance and operating office colleagues to develop and implement the decisions of the States Assembly.</li> </ul>

<sup>1</sup> <https://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/20190426%20R%20Team%20Jersey%20Phase%20One%20report.pdf>, P42

<sup>2</sup> <https://www.gov.je/News/2018/pages/StaffSurvey2018.aspx>

<ul style="list-style-type: none"> <li>The IAB and better business cases are being developed but are not yet embedded.</li> </ul>	<ul style="list-style-type: none"> <li><b>Jersey Standard performance framework</b> - supporting colleagues to understand and appreciate how their work links to wider outcomes for Islanders, whilst promoting integrity and transparency through reporting to the public. This enhances cross-departmental working.</li> </ul> <p>As well as evidence gathered through the One Voice survey, further anecdotal evidence and feedback gathered through Team Jersey training sessions, 'Big Conversations', and My Conversation, My Goals discussions between team members and their line managers has enabled there to be greater understanding of the impact of silo working and that action needs to be taken to reduce it.</p> <p>New investment appraisal arrangements were introduced at the end of 2018 for any project requiring funding from Unallocated Reserves (previously referred to as Contingency funding). These arrangements were introduced to improve the quality of information used to support decision making; improve prioritisation of scarce resources, provide better accountability and transparency, support the delivery of better outcomes and improve value for money. The new arrangements are based upon the best practice principles as set out in HM Treasury's Green Book approach which provides guidance to ensure that policies, projects and programmes are the best ways to achieve policy objectives and make the best use of public resources. This approach is underpinned by the development of business cases using a five-case approach:</p> <ol style="list-style-type: none"> <li>1. Strategic Case: is there a strong rationale for Government investment?</li> <li>2. Economic Case: have a good range of options been considered and is the preferred solution the right solution providing value for money?</li> <li>3. Commercial Case: can project / contract terms be agreed. Is the project viable?</li> <li>4. Financial Case: are the project costs and revenues robust and is the project affordable?</li> <li>5. Management Case: is there effective risk and project management in place and is the project deliverable?</li> </ol> <p>The IAB reviews and considers business cases prepared by all GoJ departments but does not make any funding decisions; it makes a recommendation for funding to the Treasurer of the States. Following a review by the Treasurer, a recommendation may be made to the Treasury and Resources Minister to allocate funding to a business case. Should the Treasury and Resources Minister be minded to provide funding for a business case as recommended by the Treasurer, she is required to notify the OneGov Political Oversight Board and COM in advance of her decision to sign a Ministerial Decision. As of July 2019, the Corporate Services Scrutiny Panel receives a monthly update report on all decisions.</p> <p>In 2019, ten business cases have been approved for funding relating to business case submissions received in 2018. A further seven business cases have been approved for funding in 2019. A further 17 business cases are pending or in progress. It is therefore difficult to understand how the PAC asserts that</p>
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<ul style="list-style-type: none"> <li>The PAC concludes that a post implementation review should be conducted to evaluate the success of these schemes.</li> </ul>	<p>this process is not embedded, given that funding is only available through the Government Plan or IAB processes.</p> <p>As stated above, the shift away from silo mentality is being measured using surveys and a combination of anecdotal and electronic sources of information. Up-to-date information about how staff are engaging with the Team Jersey programme and specific projects to challenge silo working is attached at <b>Appendix B</b>.</p> <p>With respect to the HM Treasury five-case model, the evaluation of outcomes and benefit of the options appraised is integral to the business case development, as part of the economic case. This will provide an assessment of benefit for each project and/or initiative, alongside baselined metrics that will be used as measures of success.</p>
<p><b>Key Finding 2:</b></p> <p>The PAC commends the establishment of a database which itemises all of the recommendations, however it is concerned that implementation of the recommendations has been slow.</p>	<p>The database was developed in May 2019 and therefore it is not surprising that as a consequence, only now can officers see the full range of outstanding recommendations going back years that have not yet been implemented.</p> <p>In a private hearing on 20 June 2019 and subsequently in a public hearing on 01 June 2019, colleagues from GoJ have demonstrated the 'tracker' of C&amp;AG and PAC recommendations to the PAC in both public and private hearings. This tracker contains over 500 recommendations and records actions and progress to implement recommendations. From Q4 2019 the tracker will be reviewed on a regular, periodic basis by the Executive Management Team to embed corporate learning and improvement as part of the culture of GoJ.</p> <p>The PAC is aware of these new processes to standardise the way that all departments respond to, record and implement recommendations. A process to unblock the backlog of historic recommendations and identify which are no longer relevant or have been superseded by current initiatives is currently being undertaken. The PAC is aware of this and has been informed that this process will take time to complete. However, GoJ is committed to maintaining the tracker and using it as a tool for improving the performance of the organisation. This will allow GoJ to focus on the most pertinent recommendations and actions that will prioritise improvements in GoJ service operations. A report on the current position against all recommendations, including those that have been superseded or that are no longer relevant will be prepared for the PAC by the Chief of Staff in Q4 2019, as has been previously advised.</p>
<p><b>Key Finding 3:</b></p> <p>In its report Organisational Culture and Corporate Learning, the PAC</p>	<p>The Chief Executive has not presented the introduction of the new Target Operating Model (TOM) as being the main driver of organisational change. This was expressed in his response to the recent PAC</p>

<p>commented that the Target Operating Model (TOM) had been presented as a main driver of organisational change. However, while organisational structures can help improve and facilitate collaboration, they alone do not change behaviour</p>	<p>report Recurring Themes: Organisational Culture and Corporate Learning. The response also outlined a number of initiatives and projects that when combined, seek to change behaviour, promote more collaboration, reduce silo working and improve the culture of the public service. This clear and unambiguous response seems not have been reflected in the PAC’s recent report on decision making. The following programmes and projects make up the OneGov initiative to help improve and change behaviours:</p> <ul style="list-style-type: none"> <li>• <b>Team Jersey</b> - defining and delivering a positive workplace culture that connects people and services, builds trust with citizens and energises and upskills colleagues to be able to work at their best and improve leadership and behaviours.</li> <li>• <b>Jersey Standard</b> – developing a framework to baseline and monitor corporate performance, supporting colleagues to understand and appreciate how their work links to better outcomes for Islanders, whilst promoting integrity and transparency through reporting to the public. This enhances cross-departmental working</li> <li>• <b>P.1/2018</b> – moving away from silo working, to establish a Single Legal Entity for Government (Ministers), and to establish a Principal Accounting Officer to be accountable for overall efficient and effective use of public resources</li> <li>• <b>Finance Transformation and Public Finances Law</b> – implementing modern financial planning, accounting and reporting processes, with the intention of moving towards a more unified and integrated approach to financial matters to best serve Islanders</li> <li>• <b>Organisational and departmental Target Operating Models (TOMs)</b> – a significant restructure of the organisation that will help break down departmental silos and promote cross-departmental management and decision making</li> <li>• <b>Office Modernisation Programme</b> – a move to rationalise office estates and away from out-dated working spaces to modern office environments to create better ways of working and increase collaboration.</li> <li>• <b>Efficiencies programme</b> – identifying ways in which public funds can be used better or differently, and supporting staff to use public spending as wisely as possible</li> <li>• <b>ICT and Digital transformation</b> – ensuring that staff have the right tools to work efficiently and collaboratively across Government to improve services and their value for money.</li> <li>• <b>Island Communication and Engagement</b> – listening to Islanders, putting them at the heart of Government business and communicating honestly and transparently with internal and external stakeholders to improve decision making and behaviours.</li> </ul> <p>These initiatives are not only helping to modernise the way in which Government operates, but also represent an investment in our biggest asset – our people. This is key to changing organisational behaviour. Key developments in these areas are communicated with all staff through the work of a</p>
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	<p>revamped Internal Communications service and are considered in more detail by the Senior Leaders and Senior Managers Groups. These initiatives will help build capacity and capability across all tiers of staff, providing the foundations for the organisation to thrive and work collaboratively in cross-cutting initiatives.</p> <p>An illustration of the drivers for change, the resulting outputs and the intended outcomes is appended to this Response. The Chief Executive asks the PAC to note that these outcomes support development in each of the areas identified as recurring themes by the PAC.</p>
<p><b>Key Finding 4:</b></p> <p>The office modernisation project/programme (OMP) dates back to 2014. It is therefore disappointing that there is still no evidence of an overarching property strategy.</p>	<p>The Chief Executive recognises that the previous development of the OMP has been slower than it would have ideally been, and this was identified as part of the due diligence process he undertook following his appointment. Since then, an Outline Business Case for the OMP has been developed and will be the first stage of an overarching strategy intended to deliver a corporately managed efficient sustainable and commercial public estate. This strategy is currently being worked on and it is anticipated that it will be completed in 2019. Therefore, in less than two years, the Chief Executive has ensured that there will be significant progress on these key priorities, which has again been outlined to the PAC in previous sessions and submissions.</p>
<p><b>Key Finding 5:</b></p> <p>In the absence of an overarching property strategy and corporate framework (albeit there is an 'office strategy'), the PAC has not seen evidence of a clear decision-making process to justify the personnel move to Broad Street and evaluate the decision-making process against any objective criteria.</p>	<p>The case for the OMP was initially developed in 2014 and included the key recommendation for a central office.</p> <p>The intention to rationalise office spaces was supported as a political priority in the previous Council of Ministers' Strategic Plan 2015-2018<sup>3</sup>.</p> <p>In 2017, proposals to develop a 'Central Administration Building' and a 'Corporate and Customer Hub' were described as part of the then OMP.</p> <p>The approach was supported by the current Chief Executive, as he set out his vision for 'Team Jersey: One Island, One Community, One Government, One Future' published in March 2018. The facilities at Cyril Le Marquand House, South Hill and other rented properties were either not fit for purpose, or expensive as they required significant investment in the maintenance of the estate. Combined with the need to improve the culture and behaviours of the organisation and to reduce the costs associated with a diverse property portfolio, there was a clear need to look at moving staff into a different temporary facility. An outline business case was prepared to look for key sites to consolidate staff into fewer buildings.</p>

<sup>3</sup><https://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20States%20of%20Jersey%20Strategic%20Plan%202015-18%2020150430%20VP.pdf>

	<p>In January 2018, the Corporate Strategy Board supported a proposal for the temporary decant of staff to a central administration building as an interim solution pending the development of a permanent solution for accommodation arrangements.</p> <p>Jersey Property Holdings then worked with other external partners to engage with key Jersey-based property agents, owners and occupiers, to identify potential options. Through the review, the Broad Street property was identified as one which could provide the SoJ with adequate office accommodation space to allow a first step towards a 'One Government' operational head office.</p> <p>Jersey Property Holdings made recommendations to the Minister for Infrastructure that entering into a lease for the Broad Street property, was the 'best use of Public resources in order to ensure that sufficient office space was available to meet the interim needs of the Office Modernisation Programme<sup>4</sup>.'</p> <p>The PAC has been provided evidence of these decisions by email on 27 March 2019. It is therefore surprising to hear that the PAC feels they have not seen any evidence of a the decision-making process to justify moving to the Broad Street offices.</p> <p>An Outline Business Case (OBC) for a GoJ move from interim accommodation at Broad Street to permanent office space has been developed, which describes a number of benefits, including but not limited to:</p> <ul style="list-style-type: none"> <li>• Better operating arrangements</li> <li>• A reduction in overall sites</li> <li>• Cost-effective use of accommodation</li> <li>• Flexible workplace solution</li> <li>• Wider economic benefits, such as employment during the construction phase</li> <li>• Releasing sites for disposal</li> <li>• Operational revenue savings</li> </ul> <p>GoJ will be in a position to share the OBC with the PAC and Corporate Services Scrutiny Panel in October 2019. GoJ has made a request for a joint hearing of these panels.</p>
<p><b>Key Finding 6:</b></p> <p>The Chief Executive has asserted that business cases are linked to strategic objectives, but the business cases and investment</p>	<p>GoJ aims to ensure that the 'golden thread' that links all initiatives to the delivery of outcomes for Jersey and/or the priorities of the Common Strategic Policy (CSP) and the Government Plan is clear. This was described in the summary document about the 'Jersey Standard' performance framework sent to PAC on</p>

<sup>4</sup> <https://statesassembly.gov.je/assemblyreports/2018/r.83-2018.pdf>

<p>appraisal documents did not consistently and objectively measure (using KPIs) how they meet those objectives.</p>	<p>28 June 2019. <b>Further information about the ‘Jersey Standard’ is detailed under Key Finding 11 and Recommendation 6 below.</b> A high-level summary follows:</p> <ul style="list-style-type: none"> <li>• The Government Plan contains a range of outcome measures that specifically link individual initiatives to the strategic priorities, common themes and ongoing initiatives of the CSP</li> <li>• Draft departmental business plans that will be published in January 2020 will contain KPIs and link the benefits of business delivery to the Government Plan and CSP</li> <li>• All business cases, programme and project documentation are required to include an assessment of benefits and their realisation, with measurable outputs and outcomes linked back to the Government Plan.</li> </ul>
<p><b>Key Finding 7:</b></p> <p>The cost of interior fit-out of Broad Street was a matter for the Investment Appraisal Board (IAB) but the decision to enter into a lease for the Broad Street offices (a significant financial commitment) was not. Savings of £1m were redistributed to Broad Street without consideration by the IAB as to whether that was the “best use of public resources”. This does not appear to be robust investment appraisal against quantifiable strategic objectives to improve performance outcomes (KPIs) of the government for the Islanders. The lease being ‘the best of the options presented’ is not the same as “best use of public resources”.</p>	<p>The Chief Executive acknowledges that the commercial lease for Broad Street was entered into before the new investment appraisal framework and the Investment Appraisal Board were established at the end of 2018. Therefore the political decision had already been taken to enter into the lease and therefore this was not the focus of the investment appraisal process. This difference in the sequence of decision making was a product of timing, rather than a deliberate intention not to adhere to the new investment appraisal framework.</p> <p>The Investment Appraisal Board received a business case for the Broad Street project for additional funding in 2018 and 2019 from Unallocated Reserves (previously referred to as Contingency Funding). The IAB concluded that:</p> <ol style="list-style-type: none"> <li>a. A commercial lease had already been entered into and therefore a decision had already been made on the final solution</li> <li>b. A scope of works for the fit-out had been agreed across Government via the Project Board and that this had been verified as being reasonable in terms of scope, cost and value for money by independent cost consultants</li> <li>c. The business case should be updated in 2019 to further expand the economic case including the development of benchmark data and KPIs which will help to support future investment in the office modernisation programme</li> <li>d. The project costs should be updated in 2019 (the project was still in development phase at the end of 2018) including reverification of costs with external cost consultants</li> <li>e. The additional costs of the Broad Street project were likely to result in a Departmental funding gap of £1m in 2018 and that a funding solution was required in 2018</li> <li>f. Up to £1m should be funded in 2018 (sufficient to address the Departmental funding gap only) and that no further funding should be considered without an updated business case to address</li> </ol>

	<p>points (c) and (d) above. The T&amp;R Ministerial decision to provide funding of £1m in 2018 was made on this basis.</p> <p>Looking forward, future decisions relating to key lease arrangements will be made in line with the new investment appraisal arrangements.</p>
<p><b>Key Finding 8:</b></p> <p>In the absence of an overarching property strategy and corporate framework (albeit there is a 'customer service strategy'), the PAC has not seen evidence of a clear decision-making process to justify the location of the customer services hub to La Motte Street premises, and evaluate the decision-making process against any objective criteria.</p>	<p>It is common practice in numerous jurisdictions including the UK and elsewhere to consolidate customer-facing public services into one location, to bring frontline teams together and streamline services, so that customers no longer have to visit different offices when they deal with the government. The Chief Executive does not accept this key finding of the PAC; the PAC was sent a number of documents on 27 March 2019 that illustrate the rationale and decision-making process for locating the customer services hub at the La Motte Street premises. To summarise the information that has been sent to PAC by GoJ:</p> <ul style="list-style-type: none"> <li>• The Council of Ministers Medium term financial plan 2017-2019 - outlines Philip Le Feuvre House as the preferred location for office and customer services<sup>5</sup>.</li> <li>• A briefing note from 2017 (prepared for the previous States of Jersey Chief Executive) about the OMP - includes proposals to develop a 'Central Administration Building' and a 'Corporate and Customer Hub' as part of the OMP.</li> <li>• An island-wide survey of 1,000 islanders conducted in February 2018 on behalf of the States of Jersey, by the UK polling company, ComRes, found: <ul style="list-style-type: none"> <li>• 84% of islanders want to be able to apply for government services in one place, instead of having to contact each department separately</li> <li>• 76% of islanders think the government should provide more of its services online</li> </ul> </li> <li>• 'Team Jersey: One Island, One Community, One Government, One Future' published in March 2018<sup>6</sup> - sets out the vision of the current Chief Executive and includes details about creating (in the longer-term), a single headquarters building for Jersey's public services.</li> <li>• Documentation about the analysis and planning completed prior to the implementation of 'One Front Door' - to determine the feasibility of moving multiple services to one location</li> <li>• A Project Initiation Document - considering the available options with respect to the launch of Customer and Local Services and expected benefits.</li> </ul>
<p><b>Key Finding 9:</b></p> <p>The Government of Jersey has not employed a consistent approach to</p>	<p>The Chief Executive agrees that in the past GoJ has not employed a consistent approach to business analysis or investment decisions. He does not agree that currently this is the case, given that all</p>

<sup>5</sup> <https://statesassembly.gov.je/assemblypropositions/2016/p.68-2016%20complete.pdf> – Pages 92-93

<sup>6</sup> <https://www.gov.je/Government/Pages/StatesReports.aspx?ReportID=3794>

<p>Business Analysis or investment decisions. Failure to action, document and monitor any of the key steps in a business plan result in poor decision making.</p>	<p>submissions as part of the Government Plan, requests to the IAB and Project Initiation Documents need to demonstrate:</p> <ul style="list-style-type: none"> <li>• A rationale for investment</li> <li>• Options that have been considered</li> <li>• An appraisal of how a preferred option has been identified</li> </ul> <p>From 2020, each department will publish a business plan that aligns to the Government Plan and sets out the rationale for its plans, in terms of responding to risks that have been identified and improving outcomes for Islanders. As mentioned previously in this response, GoJ is committed to strengthening skills in investment business cases and will continue to undertake staff training on business planning and options appraisal methodology.</p>
<p><b>Key Finding 10:</b></p> <p>There have often been weaknesses in roles, responsibilities and accountabilities and often the right resources have not been in place to deliver a project.</p>	<p>The Chief Executive agrees that prior to his arrival this has been an issue for GoJ. This was identified as part of the due diligence process he undertook following his appointment. GoJ does not have a competency framework, however an Interim Behaviours Framework has been developed, which sets out core leadership accountabilities for all tiers of staff. By setting out what behaviours are expected of our people at different levels of the organisation, in the long term it will support improving management accountability, financial planning, project management and help improve the capability of all senior managers with respect to their responsibilities as leaders and decision makers.</p>
<p><b>Key Finding 11:</b></p> <p>The Government of Jersey does not consistently employ SMART objectives and KPIs.</p>	<p>Understanding performance is integral to the improvement, delivery and effectiveness of decision making. On coming into office, the Chief Executive commissioned a review of the organisation's planning and performance system. That review found that the existing system was not fit for purpose. The need to improve this function is well-recognised and is already being actively addressed.</p> <p>The Government Plan contains key outcome measures against each planned initiative and is a prime example of the investment in developing and monitoring GoJ's performance capability. By 2020 departmental business plans will contain KPIs that add further detail about how services are performing.</p> <p>Furthermore, all business cases and project planning documents are required to consider measures of benefit and success, which are linked to time-bound deliverables. Work is being undertaken to produce a new corporate performance framework, which will be known as the 'Jersey Standard' and will be aligned to the Government Plan.</p> <p>The 'Jersey Standard' establishes key principles for the future management of performance. It is about developing a robust performance system as well as a consistent and coherent framework to measure</p>

	<p>progress against the economic, environmental and social outcomes that drive quality of life in Jersey and the performance of government services that help make a difference. The Jersey Standard will also improve decision making by providing better management oversight of areas of the business that can be adjusted to drive value for money and affect these outcomes.</p> <p>The PAC seems to have ignored this information in making its findings about performance measures, however it received information outlining the 'Jersey Standard' performance framework on 28 June 2019<sup>7</sup>.</p>
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**Action Plan:**

Recommendation	Action	Target date	Responsible Officer
<p><b>Recommendation 1:</b></p> <p>The PAC recommends that the Chief Executive progress the implementation of recommendations as a matter of urgency and to demonstrate how each departmental or corporate Target Operating Model (TOM) is key to resolving these outstanding issues.</p>	<p>GoJ and the Chief Executive give serious consideration to the reports and recommendations of the C&amp;AG and PAC. Where recommendations are accepted, actions plans will be implemented and progress monitored (<b>see details about the 'tracker' described in Key Finding 2</b>).</p> <p>The case for change for the modernisation of GoJ has been shared with the PAC during its quarterly hearings and through the documentary evidence that has been provided to PAC. The case for change has been made available to all Islanders in the 'Team Jersey One island, One community, One government, One future' and the Government Plan. As the Chief Executive has previously articulated, corporate and departmental TOMs are only one element of the overall improvement and modernisation of GoJ. The Chief Executive requests that the PAC notes that the breadth of investment and transformation required to build a modern fit for purpose public service for Jersey could never be achieved through a single solution, and that the OneGov initiative is a five-year long programme of</p>		

<sup>7</sup> Page 43 of the Executive Response to PAC report Organisational Culture and Corporate Learning sent on 28 June 2019

	<p>activity. <b>Further detail of the individual components of the OneGov modernisation initiative is outlined in the response to Key Finding 3 above, and illustrated at Appendix A.</b></p> <p>The PAC is aware of the work that GoJ is undertaking to implement the recommendations of the C&amp;AG and PAC and to monitor progress, and therefore the Chief Executive does not accept a further recommendation that requests GoJ to implement their recommendations as he is already doing this</p>		
<p><b>Recommendation 2:</b></p> <p>The PAC recommends that the Chief Executive should urgently progress the development of an overarching property strategy, and demonstrate how the office modernisation programme aligns with the property strategy.</p>	<p>A property strategy is being prepared and will be ready to be presented to the PAC in the final quarter of 2019.</p> <p>In addition, an Outline Business Case for the office modernisation component of the property strategy has been developed. The OMP business case will be available for discussion with PAC and CSSP in October 2019. A request has been made for a joint hearing by these panels.</p> <p><b>For further information, see Key Finding 5 and Recommendation 4.</b></p>	<p>Dec 2019</p> <p>Oct 2019</p>	<p>Director General, Growth, Housing and Environment</p> <p>Director General, Growth, Housing and Environment</p>
<p><b>Recommendation 3:</b></p> <p>The PAC recommends that Business cases and investment appraisal documents should demonstrate consistent and objective measures (e.g. using KPIs) of how they meet overarching strategic objectives.</p>	<p>The Government of Jersey has committed to implementing a business-case led appraisal and evaluation framework which will strengthen and support the decision-making process. The UK Treasury Green Book guidance sets out best practice in this area and is widely used by many countries as a basis to support Government decision making. The adoption of Green Book principles will enable a robust and consistent approach to be used to appraise and evaluate projects and programmes in Jersey.</p> <p>The Green Book framework recommends a 5-case model which sets out the Strategic case, Economic case (including option appraisal and assessment of value for money), the Commercial</p>	<p>Guidance by end of Q1 2020</p> <p>Training and rollout by end of 2020</p>	<p>Treasurer of the States</p> <p>Treasurer of the States</p>

	<p>case, the Financial case and the Management case. The Strategic and Economic case are critical to the establishment and scrutiny of objectives, outcomes and KPIs.</p> <p>A business-case led approach has been introduced in 2019 for projects and programmes that require additional funding from Unallocated Reserves (previously referred to as Contingency Funding). This will be rolled out for other projects and programmes in 2020. The recent establishment of KPIs and outcomes as part of the Government Plan, together with a commitment to the development of an overall performance framework will be critical to ensuring that projects and programmes meet strategic objectives. Revised guidance for all projects and programmes will be issued before the end of Q1 2020 with training and rollout throughout 2020.</p> <p>Furthermore, the Corporate Portfolio Management Office (CPMO) will provide standardised tools and guidance to programmes and projects, including benefits management. The CPMO will:</p> <ul style="list-style-type: none"> <li>• Support the achievement of the Government of Jersey’s strategic priorities by optimising our investments and supporting delivery of the programmes and projects within the overall Government portfolio</li> <li>• Drive and embed new ways of working across all Government that will help to reduce risk, maximise benefits realisation and improve our overall Project Portfolio Management (PPM) maturity</li> </ul> <p>Funding for the CPMO is included in the Government Plan 2020 and fully resourcing the CPMO is dependent on the implementation of the TOM for the Chief Operating Office (COO). During 2019 and the beginning of 2020, the CPMO will focus on the critical operational infrastructure projects led by the COO. It is anticipated that the CPMO will be resourced in Q3 of</p>	<p>TOM for COO from Q1 2020</p>	<p>Chief Operating Officer</p>
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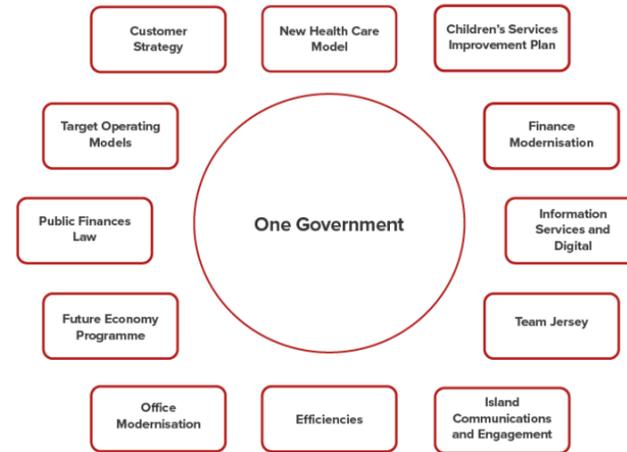
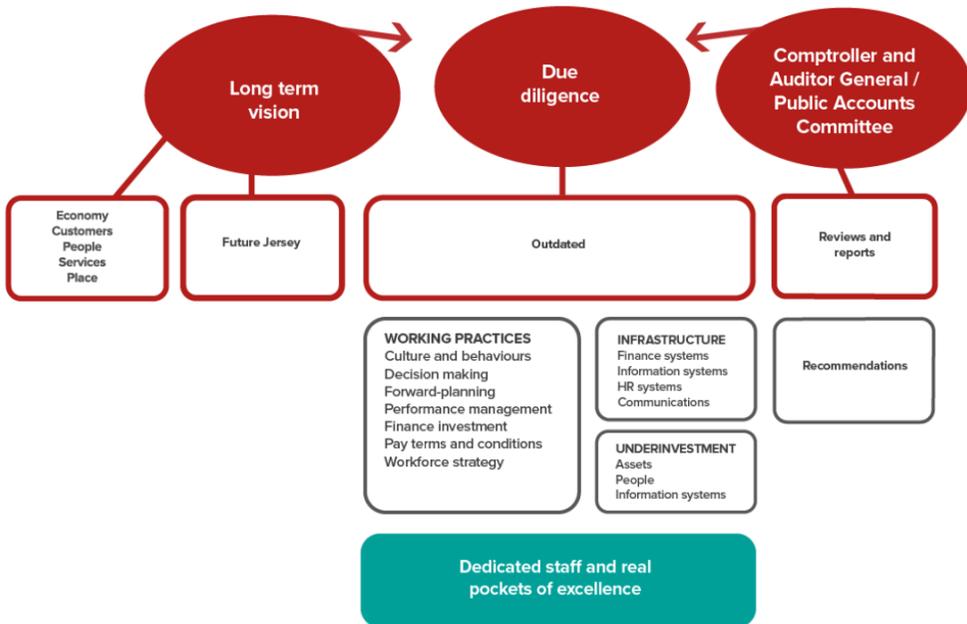
	2020, from which point it will be able to commence supporting delivery of the wider GoJ programme and project portfolio across all departments.	Q3 2020	Chief Operating Officer
<b>Recommendation 4:</b>  The Chief Executive should demonstrate how the customer service strategy aligns with the development of an overarching property strategy.	The customer service strategy is not dependent on the property strategy. Rather, it will be influenced by the OMP business case. It is likely that the investment in technology proposed as part of the Government Plan customer will also result in a further rationalisation of customer contact points. An Outline Business Case is being developed that will set the framework for the future use and rationalisation of the current office estate, which will include focusing our customer offering into fewer locations. This will be the first stage of a wider estates strategy intended to deliver a corporately managed efficient sustainable and commercial public estate that is scheduled for completion in Dec 2019.	Dec 2019	Director General, Growth, Housing and Environment
<b>Recommendation 5:</b>  The Chief Executive should ensure that every project should have a clear rationale, supported by documentation such as an investment appraisal, options analysis, business case and implementation plan, based on the 'Treasury Green Book' (as he has committed to) and demonstrate how each project is performing against its objectives and strategic intent.	The new Investment Appraisal Team within Treasury & Exchequer is charged with implementing and embedding the new business case led decision making process including the developments and implementation of business cases in line with the HM Treasury five-case model. This includes analysis of options, assessment of costs, benefits and risks, strategic fit and scrutiny of delivery and management options. This has been embedded for projects and programmes requiring funding in 2019 and will be rolled out across the organisation for ongoing projects and programmes. <b>Also see also the action plan for Recommendation 3.</b>  This will be done in conjunction with the development the CPMO throughout 2020.	Q1 2020	Treasurer of the States / Chief Operating Officer
<b>Recommendation 6:</b>	The Government of Jersey is not just about being measured by KPIs alone. GoJ is committed to delivering an outcomes-based		

<p>The Chief Executive should employ clearly articulated objectives and KPIs:</p> <ul style="list-style-type: none"> <li>(i) to demonstrate what options or proposals are evaluated against</li> <li>(ii) for the monitoring of implementation and delivery of the property strategy, office strategy, customer strategy and government on-line strategy</li> </ul> <p>so they can be appraised for their overall impact and improvement in government services with an overall reduction in cost.</p>	<p>performance framework. The ‘Jersey Standard’ will provide a measurement framework that tracks headline outcomes and indicators (‘How is Jersey doing?’), together with aligned measures of service performance (‘How are services performing?’) – which will often include cost as a barometer of performance. The performance framework will be underpinned by departmental business plans, which contain outcome measures related to the implementation of policy and KPIs that measure service delivery and activity. Departmental business plans will be available to PAC in draft form in October 2019.</p> <p>As and when new strategies are developed, they will either seek to directly impact on one or more of the headline outcome metrics of the performance framework (at a strategic or service performance level), or, in many cases, address a secondary indicator that provides insight into an underlying cause/factor. The essential model is as follows -</p> <ol style="list-style-type: none"> <li>1. What is the outcome we want to achieve? (Our Objective)</li> <li>2. What are the indicators we can use to quantify progress?</li> <li>3. What is the baseline trend for these measures?</li> <li>4. What are the forces at work that are driving this performance?</li> <li>5. Who are the partners with a role to play in doing better?</li> <li>6. What would it take to do better? What has worked elsewhere?</li> <li>7. Select and prioritise options based on <b>specificity</b> (is it a specific action that can actually be done?), <b>leverage</b> (how much difference is the proposed action predicted to make?), <b>values</b> (is it consistent with our values) and <b>reach</b> (is it feasible and affordable?)</li> </ol>	<p>Oct 2019</p>	<p>Director General, Strategic Policy, Performance and Population</p>
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	<p>8. The resulting strategy represents a coherent collection of interventions considered likely to deliver improvements in performance metrics that track whether we have achieved our Objective</p> <p>The Chief Executive recognises that in the absence of a coherent, enduring performance framework, strategy development has in the past taken place without this established evidence base. Once the Jersey Standard performance framework is in place, and a whole range of metrics at population and service level are routinely monitored, strategy design will become more sophisticated and better evidenced.</p> <p>SPPP will produce the Jersey Standard performance framework, which will be regularly reviewed by the Executive Management Team and Council of Ministers from Q4 2019.</p> <p>In 2020 the Chief Operating Office will strengthen its corporate portfolio management of programmes and projects across GoJ so that they are subject to regular and transparent reporting in which the emphasis is on the delivery of required outcomes. The COO will work with SPPP and Treasury to support prioritisation and optimisation of programmes and projects based on their business benefits. <b>Please see further detail about the implementation of the CPMO under Recommendation 3 above.</b></p>	Q4 2019	Director General, Strategic Policy, Performance and Population
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**Appendix A: Illustration of the drivers for the One Government initiative, its outputs and component parts, and the outcomes, with respect to the PAC recurring themes**

**COUNCIL OF MINISTERS**



Sustainable long term public finances  
Sustainable Government Policy Framework

## Appendix B – Staff engagement and evaluation of the Team Jersey programme

The following information relates to Phase 2 of the Team Jersey Programme - Cultural learning and development

39 Leaders (People Managers) sessions have taken place up to 19<sup>th</sup> July 2019, attended by 551 leaders and managers with 689 still to attend (based on 1,240 leaders and managers). The average evaluation scores (out of 5) are as follows:

<b>Leaders Launch Session</b>	<b>YTD</b>
<b>Content is Clear and Easy to Follow</b>	<b>4.27</b>
<b>Trainers Knowledge &amp; Engagement</b>	<b>4.53</b>
<b>Quality of Materials</b>	<b>4.67</b>
<b>Venue</b>	<b>4.47</b>
<b>Recommend to Others</b>	<b>4.27</b>
<b>Average</b>	<b>4.40</b>
<b>Percentage who would recommend to colleagues</b>	<b>89%</b>

34 Leaders Bitesize sessions have taken place up to 19th July 2019, attendance numbers for each session are below:

Attendance by Session up to 19 <sup>th</sup> July 2019	Leading Change	Leading Collaboratively	Thinking & Working Differently	High Performing Teams	Total
Number of Sessions Delivered	19	5	5	5	34
Number of Leaders Attended	227	32	49	74	382
Number of still to attend (based on 1,240 leaders)	1,013	1,208	1,191	1,166	

The average evaluation scores (out of 5) for these sessions follows:

Team Jersey Leaders Bitesize Evaluations (YTD)	Leading Change	Leading Collaboratively	Thinking & Working Differently	High Performing Teams
Content is Clear and Easy to Follow	4.23	4.64	4.52	4.22
Trainers Knowledge & Engagement	4.46	4.67	4.66	4.30
Quality of Materials	4.54	4.39	4.44	4.20
Venue	4.38	4.31	4.40	4.25
Recommend to Others	4.08	4.35	4.48	4.25
Average	4.34	4.47	4.50	4.24
Percentage who would recommend to colleagues	87%	85%	90%	82%

The first wave of sessions open to all colleagues took place on 2<sup>nd</sup> July on the subject of My Crucial Conversations. Up to 19<sup>th</sup> July 2019 (inclusive), 12 sessions have been delivered, attended by 90 leaders and managers with a further 5,910 still to attend (based on 6,000 colleagues). The average evaluation scores (out of 5) was as follows:

Colleague Session	YTD
Content is Clear and Easy to Follow	4.42
Trainers Knowledge & Engagement	4.58
Quality of Materials	4.33
Venue	4.08
Recommend to Others	4.33
Average	4.35
Percentage who would recommend to colleagues	91%

Plans for Phase 3 - Building organisational capability to sustain the positive culture

Apart from its overall scope to shift organisational culture in the Government of Jersey, the Team Jersey programme will undertake two targeted projects during Phase 3 to create positive working culture, increased collaboration and build high performing teams.

1. Regulation Team – Growth, Housing and Environment - Creating a Positive Workplace Culture
  - a. 9 Focus Groups have been held to support cross team working and to break down silos within the department
  - b. A further 6 workshops are planned with an aim to increasing communication and discuss further how to collaborate further
  
2. Children, Young People, Education and Skills – Children’s Teams
  - a. In partnership with the Social Care Institute of Excellence, Team Jersey are working with the Children’s Teams to improve ways of working, the Practice Model, by holding focus groups and 1 to 1 sessions.
  - b. This is both cross government – police, health and different teams in children’s service – as well as external partners.
  - c. The aim is to create a high performing service and increasing engagement of all colleagues, teams and external partners.