

Performance Management – Follow up

Public Accounts Committee

28 March 2024

P.A.C.1/2024



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1. Chair's Foreword

I am pleased to present this report which is the result of work undertaken by the former Public Accounts Committee (PAC) prior to the change in Council of Ministers in January 2024. Noting the significant work that had been undertaken by the PAC it was deemed important to ensure that it was presented to States Members and the public in order to highlight the progress that had been made since the presentation of P.A.C.2/2022 'Performance Management', during the previous Assembly when I was Chair of PAC. This report focusses on the implementation of those recommendations, the implementation of appraisal and performance management processes used within the Government of Jersey and the performance management of Ministerial and Departmental delivery plans. The report did not focus on the recommendations from the Performance Management Review (P.A.C 2/2022) made in relation to complaints processes. This is work that the new PAC will be undertaking and following up later on in quarter three and four 2024.

I should stress for transparency, that the findings and recommendations within this report are largely unchanged from those that had been discussed by the former PAC, however, there have been some changes to the report that have been made as a result of clarification by the current PAC. Whilst there are only five recommendations within the report, it is hoped that they will provide the Government of Jersey an opportunity to focus on the key priorities that the former PAC believed should be implemented as a matter of course.

The key messages to take from this report are as follows:

- Responsibility for ensuring both PAC and Comptroller and Auditor General recommendations are implemented formerly lay with the Chief of Staff role. Since the restructuring of the Cabinet Office, this role has been removed and responsibility now sits with the Head of Office of the Chief Executive. The lines of responsibility and accountability from this change should be clarified by the Government of Jersey given its importance.
- Connect Performance has been rolled out across Government, although not all employees within the organisation are within scope of it. There has been a mixed take up rate across some departments compared to others, with Health and Community Services in particular being lower than any other department. The report has recommended that an action plan is put in place in order to increase this completion rate during 2024.
- When examining the appraisal process for the Chief Executive Officer, it was found that an appraisal process is in place, however, this does not appear to be consistent with other appraisal processes within the Government of Jersey. It has been recommended that the States Employment Board ensures a consistent format is put in place prior to the appointment of the next permanent Chief Executive. Furthermore, it has recommended that the changes put in place for appraisal of the Chief Officers by the former Chief Executive should be maintained.
- The Executive Leadership Team is comprised of the Chief Executive and Chief Officers of the Government of Jersey Departments. There have been changes to the operation of this team under the leadership of the Interim Chief Executive and a review of the Teams Terms of Reference is required. The PAC has therefore recommended that this is reviewed and updated as a matter of urgency.

I would like to place on record my thanks to my predecessor, Deputy Lyndsay Feltham and her PAC, as well as the Officers that contributed evidence to the review.



**Deputy Inna Gardiner
Chair,
Public Accounts Committee**

2. Executive Summary

The previous Public Accounts Committee (PAC) undertook a review of Performance Management across the Government of Jersey during late 2021, with a [report](#) being presented to the States Assembly on 8th March 2022. The report presented an overview of the recent changes to the Government structure as part of the One Gov reforms and assessed how new performance management processes within Government and non-ministerial departments had been embedded and applied.

The report also assessed the modernisation of Information Technology systems throughout the organisation and examined the tools and processes that were being used by Government in order to track and measure its own performance. Specifically, these were:

- The Recommendations Tracker
- The Jersey Performance Framework
- Customer Feedback and complaints handling

As part of the review, the appraisal process was considered for Chief Officers, including the Chief Executive Officer of the Government of Jersey. Furthermore, Customer Feedback and complaints handling was not considered due to the planned work of the Comptroller and Auditor General in this area which the previous PAC was due to follow up.

Follow up on previous PAC recommendations

In total, the previous PAC made 30 recommendations within its report across the areas examined, and subsequently the Government accepted 29 of those in full and one in part and provided detailed action plans in respect of how they would be implemented. The Executive Response to the Performance Management review, updated in April 2023, classified 13 'Accepted' Recommendations as 'Active' and 13 'Accepted' Recommendations and one 'Partially Accepted' recommendation as 'Completed' or 'Closed'. All open recommendations were due to be closed by the end of 2023.

The disestablishment of the Chief of Staff role resulted in the transferral of responsibility for all previous PAC Performance Management recommendations, to the newly established Strategic Director of Assurance and Risk. This has now been transferred to the Head of Office of the Chief Executive following the retirement of the Strategic Director of Assurance and Risk. The Head of Office provides coordination over a network of departmental leads known as the Tracker working group. Regular reporting is shared with the Chief Executive Officer, Chief Officers and the Public Accounts Committee.

Following feedback from the Comptroller and Auditor General, the Interim Chief Executive Officer has initiated a review of the systems and processes for both tracking recommendations as well as those providing assurance on accountability for implementation. The objective of this work will be to better align strategic improvement plans with corporate and departmental risk profiles, and to prioritise effectively to deliver those plans alongside other work and ministerial priorities. This will require more considered responses to sources of review and audit to drive corporate improvement, addressing any weaknesses in governance and increase accountability for delivery.

An outline for the establishment of the Cabinet Office restructure, was presented to the States Employment Board and the Council of Ministers. Information and metrics about how the Cabinet Office restructure can be assessed to demonstrate that it enables the delivery of specific Government workstreams does not appear to be available.

Appraisal and Objective Setting Processes in Government of Jersey

My Conversations, My Goals was implemented in 2019 in order to provide a standardised objective setting and appraisal process across the Government of Jersey. There is evidence to suggest that this was a considerable improvement on previous systems in place. However, concerns were raised that while the new process was rolled out across the organization, sufficient training was lacking.

Connected Performance has been introduced across the Government of Jersey as part of the wider Information Technology Solution. This solution has sought to centralise all government processes in relation to Human Resources and Finance as a means of replacing outdated and not fit for purpose systems. Connected Performance is intended to operate on an annual cycle and provide a direct link from Ministerial and Government objectives through to the appraisal and objective setting processes for those employees within its scope. Connected Performance is set out across a number of key areas of focus for employees to factor in their objectives. There is also scope for bespoke objectives for specific roles or functions to be incorporated into the system.

There is a mixed completion rate across the various Government departments in respect of employees entering their objectives on the Connect Performance system. Whilst most departments have achieved a completion rate of 85% and above, the Department for Health and Community Services (10%) and Children, Young People, Education and Skills (64%) have not achieved this target. The Interim Chief Executive and Chief Officer for Health and Community Services should create an action plan to raise the completion rate of employees within Health and Community Services entering objectives on Connect Performance during 2024 to above 50%. This should be implemented as soon as possible and be reviewed to ensure its effectiveness with a report being provided to the Public Accounts Committee on a quarterly basis. To optimize and ensure benefit, there should be a clearly established and communicated department strategy in place for these departments, including key objectives and performance targets, so individual performance can be appropriately established, and performance assessed.

There is not a formal process in place for appraisal and objective setting for the role of Chief Executive Officer. Whilst work has been undertaken to take this forward, the departure of the previous CEO has impacted this appraisal process and objective setting work. The intent is to establish a consistent format and process for the current Interim CEO and future permanent CEO. The States Employment Board should ensure that a consistent format and process for the appraisal and objective setting of the Chief Executive Officer is clearly established and implemented prior to the appointment of a new permanent Chief Executive Officer.

The former Chief Executive implemented a number of changes and improvements in respect of the appraisal process for Chief Officers of the various Government Departments. The Interim Chief Executive should ensure that the improvements implemented by the former Chief Executive in relation to the Chief Officer appraisals are maintained and formalised in time for incoming permanent Chief Executive.

The Public Accounts Committee has yet to see substantive evidence over how poor and under performance is effectively managed across the organisation and how it will be managed through the new Connect Performance platform. Whilst policies and procedures are in place

to tackle poor performance, the PAC would suggest that further information on how these matters are effectively tackled in practice is required and shared.

The PAC has concluded that it is hard to distinguish between the merits of the previous My Conversations, My Goals programme and the new Connect Performance given their similarities and similar take up. In the absence of a review of the My Conversations, My Goals programme, it is difficult to establish the additional benefits of the Connect Performance system in its entirety at this stage.

The Public Accounts Committee has found, at this stage in the roll out of Connect Performance, that significant focus has been placed on integrating systems and processes being in place rather than the overall outcomes of the programme. As the system is further embedded, a cultural shift will need to be managed to ensure the full benefits of the programme and the skills required to use it effectively are realised. Executive discussions and assessments of overall Department performance as well as procedural compliance based on these performance assessment findings should become a common practise to drive continuous improvement.

Performance Management of Ministerial and Departmental Delivery Plans

There is an acknowledgment by the Government of Jersey of the 'Golden Thread' for performance reporting the flows from Ministerial Objectives through departmental business plans and, ultimately, to overall performance reporting. There is a view from the Government of Jersey that projects and programmes placed within Ministerial Delivery plans are designed to be achievable within the existing resources available. The Public Accounts Committee would expect to see further information as to how this is truly achieved and tracked in practice.

The Executive Leadership Team is a body comprised of the Chief Executive and Chief Officers of the Government of Jersey that meets in order to discuss matters relating to the overall organisation, including risks and mitigations for those risks. The operation of this group has been updated under the leadership of the Interim Chief Executive. The Interim Chief Executive should ensure that the Terms of Reference for the operation of the Executive Leadership Team are reviewed and updated as a matter of priority. This should clearly set out the purpose and aims of the Executive Leadership Team and highlight how its own performance is evaluated, tracked and reviewed. This should be completed and put in place by the end of Quarter 2 2024.

The public facing reporting of performance outcomes of Government of Jersey services is done via the States Annual Report and Accounts performance report, alongside quarterly reporting on outcomes which is provided on the gov.je website. The Public Accounts Committee notes that a balance needs to be struck between making information accessible and understandable to the public whilst at the same time providing the sufficient and appropriate level and detail of information in respect of these performance outcomes.

There is an acknowledgment by the Government of Jersey as to the importance of the link between performance management and risk management. The Chief Officers of the Government of Jersey departments were able to identify key risks to their own services. However, the Public Accounts Committee would like to see further evidence of how risks are managed across the organisation in practice.

The Public Accounts Committee would like to thank all of the Chief Officers and former Chief Executive for meeting with it during its review and it hopes the recommendations it has made are constructive and assist Government in the journey towards implementing effective performance management processes to continuously improve performance results.

3. Findings and Recommendations

3.1 Findings

Finding 1

The Executive Response to the Performance Management review, updated in April 2023, classified 13 'Accepted' Recommendations as 'Active' and 13 'Accepted' Recommendations and one 'Partially Accepted' recommendation as 'Completed' or 'Closed'.

Finding 2

It is not clear from the Executive Response that the functions incorporated into the new Assurance & Risk Directorate, alongside the Corporate Portfolio Management Office and Health and Safety, include all the lines of responsibility and accountability that had been originally assigned to the Chief of Staff.

Finding 3

The disestablishment of the Chief of Staff role resulted in the transferral of responsibility for all previous PAC Performance Management recommendations, to the newly established Strategic Director of Assurance and Risk. This has now been transferred to the Head of Office of the Chief Executive following the retirement of the Strategic Director of Assurance and Risk.

Finding 4

An outline for the establishment of the Cabinet Office restructure, was presented to the States Employment Board and the Council of Ministers. A full business case was, however, not provided for the rationale that the effect of the changes would be cost neutral. Information and metrics about how the Cabinet Office restructure can be assessed to demonstrate that it enables the delivery of specific Government workstreams does not appear to be available.

Finding 5

Information and metrics about how the Cabinet Office restructure can be assessed to demonstrate that it enables the delivery of specific Government workstreams does not appear to be available.

Finding 6

My Conversations, My Goals was implemented in 2019 in order to provide a standardised objective setting and appraisal process across the Government of Jersey. There is evidence to suggest that this was a considerable improvement on previous systems in place, however, concerns were raised that the new process was rolled out without sufficient training.

Finding 7

Connected Performance has been introduced across the Government of Jersey as part of the wider Information Technology Solution. This solution has sought to centralise all government processes in relation to Human Resources and Finance as a means of replacing outdated and not fit for purpose systems.

Finding 8

Connected Performance is intended to operate on an annual cycle and provide a direct link from Ministerial and Government objectives through to the appraisal and objective setting processes for those employees within its scope.

Finding 9

Connected Performance is set out across a number of key areas of focus for employees to factor in their objectives. There is also scope for bespoke objectives for specific roles or functions to be incorporated into the system.

Finding 10

There is a mixed completion rate across the various Government departments in respect of employees entering their objectives on the Connect Performance system. Whilst most departments have achieved a completion rate of 85% and above, the Department for Health and Community Services (10%) and Children, Young People, Education and Skills (64%) have not achieved this target.

Finding 11

There is not a formal process in place for appraisal and objective setting for the role of Chief Executive Officer. Whilst work has been undertaken to take this forward, the departure of the previous CEO halted progress on this important work. It is intended to establish a consistent format and process for the current Interim CEO and future permanent CEO.

Finding 12

The former Chief Executive implemented a number of changes and improvements in respect of the appraisal process for Chief Officers of the various Government Departments.

Finding 13

The Public Accounts Committee has yet to see substantive evidence over how poor and under performance is effectively managed across the organisation and how it will be managed through the new Connect Performance platform. Whilst policies and procedures are in place to tackle poor performance, the PAC would suggest that further information on how these matters are effectively tackled in practice is required.

Finding 14

Whilst it is still early in the overall roll out of Connect Performance, and a full annual cycle has yet to be completed, the PAC has concluded that it is hard to distinguish between the merits of the previous My Conversations, My Goals programme and Connect Performance given their similarities and similar take up. In the absence of a review of the My Conversations, My

Goals programme, it is difficult to establish the additional benefits of the Connect Performance system in its entirety at this stage nor assess if there are any shortfalls with this new system.

Finding 15

The Public Accounts Committee has found, at this stage in the roll out of Connect Performance, that significant focus has been placed on integrating systems and processes being in place. However, focus on the overall outcomes of the programme appears lacking. As the system is further embedded, a cultural shift will need to be managed to ensure the full benefits of the programme and the skills required to use it effectively are realised.

Finding 16

There is an acknowledgment by the Government of Jersey of the 'Golden Thread' for performance reporting the flows from Ministerial Objectives through departmental business plans and, ultimately, to overall performance reporting.

Finding 17

There is a view from the Government of Jersey that projects and programmes placed within Ministerial Delivery plans are designed to be achievable within the existing resources available. The Public Accounts Committee would expect to see further evidence as to how this is achieved and tracked in practice.

Finding 18

The Executive Leadership Team is a body comprised of the Chief Executive and Chief Officers of the Government of Jersey that meets in order to discuss matters relating to the overall organisation, including risks and mitigations for those risks.

Finding 19

It is the view of the PAC that there does not appear to be a clear consensus across the Chief Officers as to the overall purpose of the Executive Leadership Team. Furthermore, it is noted that the Terms of Reference for the Executive Leadership Team are due to be reviewed and updated. Changes have, however, been implemented by the Interim Chief Executive in relation to the operation of the Executive Leadership Team.

Finding 20

The public facing reporting of performance outcomes of Government of Jersey services is done via the States Annual Report and Accounts performance report, alongside quarterly reporting on outcomes which is provided on the gov.je website. The Public Accounts Committee notes that a balance needs to be struck between making information accessible to the public whilst at the same time providing a meaningful and appropriate level of information in respect of these outcomes.

Finding 21

There is an acknowledgment by the Government of Jersey as to the importance of the link between performance management and risk management. The Chief Officers of the Government of Jersey departments were able to identify key risks to their own services. However, the Public Accounts Committee would like to see further evidence of how risks are managed across the organisation in practice.

3.2 Recommendations

Recommendation 1:

The lines of responsibility and accountabilities for the Head of Office of the Chief Executive should be clarified following the transfer of responsibility for oversight of the recommendations tracker and associated implementation ensuring no critical items previously covered were now missed.

Recommendation 2

The Interim Chief Executive and Chief Officer for Health and Community Services should create an action plan to raise the completion rate of employees within Health and Community Services entering objectives on Connect Performance during 2024 to above 50%. This should be implemented as soon as possible and be reviewed to ensure its effectiveness with a report being provided to the Public Accounts Committee on a quarterly basis. Establishing a clear strategy with related objectives and performance measurement indicators should be in place to drive and influence objective setting prior to fulfilling the Connect Performance program.

Recommendation 3

The States Employment Board should ensure that a consistent format and process for the appraisal and objective setting of the Chief Executive Officer is clearly established and put in place prior to the appointment of a new permanent Chief Executive Officer.

Recommendation 4

The Interim Chief Executive should ensure that the improvements implemented by the former Chief Executive in relation to the Chief Officer appraisals are maintained and formalised in time for incoming permanent Chief Executive.

Recommendation 5

The Interim Chief Executive should ensure that a Terms of Reference for the operation of the Extended Leadership Team is reviewed and updated as a matter of priority. This should clearly set out the purpose and aims of the group and highlight how its own performance is evaluated, measured and reviewed. This should be completed and put in place by the end of Quarter Three 2024.

4. Introduction

4.1 Background and Context

2. The previous Public Accounts Committee (PAC) undertook a review of Performance Management across the Government of Jersey during late 2021, with a [report](#) being presented to the States Assembly on 8th March 2022. The report presented an overview of the recent changes to the Government structure as part of the One Gov reforms and assessed how new performance management processes within Government and non-ministerial departments had been embedded and applied.
3. The report also assessed the modernisation of Information Technology systems throughout the organisation and examined the tools that were being used by Government in order to track and measure its own performance. Specifically, these tools were:
 - The Recommendations Tracker
 - The Jersey Performance Framework
 - Customer Feedback and complaints handling
4. As part of the review, the appraisal process was considered for Chief Officers, including the Chief Executive Officer of the Government of Jersey.
5. In total, the previous PAC made 30 recommendations within its report across the areas examined, and subsequently the Government accepted 29 of those in full and one in part and provided detailed action plans in respect of how they would be implemented.
6. A recommendation made by the previous PAC to its successor was that progress on the implementation of the recommendations arising from this report should continue to be tracked. Furthermore, it is important to identify and track the open recommendations made from C&AG reports that are currently within the recommendations tracker and the progress that is being made in addressing them by the Government of Jersey.
7. During a recent quarterly public hearing with the Chief Executive of the Government of Jersey, the PAC followed up on specific points raised in the previous report and were concerned that objectives for the Chief Executive have yet to be set by the new Council of Ministers. The Committee noted that the performance appraisal process for Chief Officers, with the exception of the Chief Executive, falls in-line with the rest of the organisation, however, further assurance is required about this specific point.
8. The PAC identified within its review of the States Annual Report and Accounts 2021 that reporting on performance did not necessarily follow the 'golden thread' from the Common Strategic Priorities through to the Departmental Delivery Plans and the measurable outcomes provided on the gov.je website on a quarterly basis. As such, it is important to clarify the processes and key performance indicators in place to ensure that the performance management processes within Government are being clearly linked to Ministerial and overall Departmental objectives and gain assurance over the suitability of those processes in meeting those objectives.



4.2 Key issues

9. The Review will seek to address the following key issues:
 - Gain assurance over the implementation of recommendations arising from the previous PAC's report as well as any open recommendations within the recommendation's tracker arising from C&AG reports in respect of performance management.
 - Understanding how the performance of the Chief Executive and Chief Officers are measured, monitored and reported on effectively, and how improvements to the performance management process and culture will be embedded and applied to future senior Government of Jersey employees.
 - Understanding and clarifying how the performance management tools and culture across the organisation are linked to Ministerial and Departmental objectives to ensure a 'golden thread' for reporting and monitoring the success of stated objectives.

4.3 Work Undertaken by the Committee

10. The PAC has undertaken substantial work in order to inform the evidence base for this review. As per the Terms of Reference for the review, the PAC wrote to the Chief Executive (at the time Suzanne Wylie) requesting an update on the status of the recommendations contained within the previous PAC report. This can be found in appendix one of the report and further analysis is provided in section five of this report.
11. The PAC also consulted with the Comptroller and Auditor General (C&AG) to identify any relevant open recommendations arising from her reports which related to performance management. These were identified from the recommendations tracker which is held by Government and updated on a quarterly basis. The PAC subsequently questions the relevant Chief Officers that these recommendations related to either in writing or during public hearings. Further analysis of these recommendations can be found in Section six of this report.
12. The PAC held public hearings for this review with the Chief Executive Officer, Chief Officers of Government of Jersey Departments, the Chief of Police (as an Accountable Officer) and the Assistant Chief Executive with responsibility for HR functions. It also wrote to all Non-Ministerial Accountable Officers to request information in relation to the role out of Connect People and the tracking of performance objectives.

4.4 Structure of the Report

13. The PAC's report has been broken up into four sections as follows:
 - i. Follow up of previous PAC report recommendations – this section examines the progress made in implementing the recommendations arising from the previous PAC report on Performance Management. It also identifies any matters arising from the update that require further attention. Consideration is also given in this section to the recent Cabinet Office restructure in light of recommendations made in the previous PAC report about the need for clarity over future Government restructures.

- ii. Follow up on previous C&AG recommendations – this section provides an update on the status of open C&AG recommendations within the Government of Jersey Recommendations Tracker which have relevance to Performance Management. It also identifies areas for consideration that should be taken forward by the Government of Jersey.
- iii. Appraisal and Objective Setting Processes – Government of Jersey – this section provides an overview of previous objective setting and appraisal processes (namely My Conversation, My Goals) and also the recently rolled out Connect People and Connect Performance programme. It also provides analysis of the current appraisal processes for all employees across the Government of Jersey and Non-Ministerial Departments (including the Chief Executive Officer and Chief Officers). Further consideration is also given to the benefits realisation of the Connect People and Connect Performance initiatives.
- iv. Performance Management of Ministerial and Departmental Delivery Plans – this section provides analysis of the current processes in place to assure Ministers and Chief Officers (including the Executive Leadership Team (ELT)) appropriate performance management within the organisation. Consideration is also given to the ‘golden thread’ that runs from priorities to objectives and reporting on performance of those priorities. Finally, consideration is given to the role of the ELT and how risk management is linked to performance management within the organisation.

4.5 Declaration of Potential Conflicts of Interest

14. No direct conflicts of interest were declared by Member of the PAC undertaking this review. However, Deputy Lyndsay Feltham (Chair of PAC) noted that she had worked under the Chief Officer for Customer and Local Services prior to holding a public hearing with him in order to discuss performance management within that department. Deputy Feltham noted this within the transcript of the hearing and no questions were asked which related to previous work that she had undertaken within that department.

5. Follow up of previous PAC report recommendations

5.1 Overview of Recommendations

The recommendations that followed the previous PAC’s review of Performance Management related to:

- **Modernisation of Jersey’s Public Service:** Target Operating Model, lines of responsibility and accountability for senior Government Officials, cross-departmental working, structural changes and the success of Government programmes and initiatives.
- **Modernisation and Digital – Information Technology:** Reporting on the delivery of major technology solutions, development of an IT Strategy, responsibility, and reporting lines between Government departments.
- **Performance management initiatives within Government:** The Recommendations Tracker, Health and Community Services patient feedback, a formal process for outstanding complaints against Ministers and Government Departments, a public service staff survey in 2022, communications and Code of Conduct updates related to the People Strategy.
- **Performance Management within the civil service:** A formalised policy for the line management, appraisal and recommendations related to the employment of the Chief Executive, relations between Government and Non-Ministerial Departments, Government work, relations with Arm’s Length Organisations/Specified Organisations and the strategic priorities of the Council of Ministers/States Assembly, digital inclusion and key targets for partnership with non-Governmental organisations.

5.2 Update on previous recommendations and the Cabinet Office Restructure

15. During evidence gathering for its review, the PAC requested an update from the Chief Executive regarding the status of all recommendations made in the previous PAC’s Performance Management report as of April 2023, including recommendations which may have been completed/closed, and to include an explanation as to why they had been completed/closed¹.
16. The PAC was provided with an updated Executive Response and found that 13 ‘Accepted’ recommendations were classified as ‘Active’ by the Responsible Officer(s). Furthermore, the updated Executive Response highlighted that 13 of the ‘Accepted’ recommendations and one ‘Partially Accepted’ recommendation had been classified as ‘Completed’ or ‘Closed’, which included one recommendation which was ‘Closed’ and due to “be re-opened”.²

¹ [Letter – PAC to Chief Executive re Performance Management Follow Up review – Request for Information – 20th April 2023](#)

² [Executive Response](#) – Performance Management – Updated April 2023

Finding 1

The Executive Response to the Performance Management review, updated in April 2023, classified 13 'Accepted' Recommendations as 'Active' and 13 'Accepted' Recommendations and one 'Partially Accepted' recommendation as 'Completed' or 'Closed'. All recommendations were due to be closed by the end of 2023.

17. The updated Executive Response also highlighted the recent Cabinet Office restructure and its impact on the responses to the previous PAC's recommendations.
18. The Cabinet Office was established to develop Government policy, deliver corporate functions, ensure good governance and communications and the delivery of the Council of Ministers' agenda. As part of the Cabinet Office restructure, the previously constituted Chief Operating Office, Office of the Chief Executive and Strategic Policy, Planning and Performance Departments were merged.³
19. Whilst the recommendations made in the previous PAC's review of Performance Management pre-date the newly established Cabinet Office, the Government response to some of the existing recommendations has changed following the Cabinet Office restructure. The impact of changes resulting from the Cabinet Office restructure is a key theme emerging from the follow-up of the previous PAC's recommendations, and some of these recommendations, are considered more fully throughout the remainder of this section.

5.3 Areas for consideration**Recommendation 2 (Accepted – Complete)**

20. This recommendation was made to clarify lines of responsibility and accountability regarding the previous role of the Chief of Staff, during the Government's post-implementation review of the Target Operating Model ('TOM').
21. The updated Executive Response advised that the recommendation had been superseded by the "...disestablishment of the role of Chief of Staff as part of the development of the Cabinet office"⁴ and that:

"Some functions have been incorporated into the new Assurance & Risk Directorate, under the Strategic Director Assurance & Risk role as outlined below:

 - *Risk Management*
 - *Internal Audit*
 - *FOI*
 - *Corporate oversight of Jersey's Arms Length Bodies*
 - *Direct responsibility for the relationship with the C&AG and PAC*

Alongside the:

 - *Corporate Portfolio Management Office (CPMO)*

³ [The Cabinet Office – gov.je](https://www.gov.je)

⁴ [Executive Response](#) – Performance Management – Updated April 2023

- *Health & Safety*⁵

22. However, it is not clear from the Executive Response that the functions incorporated into the new Assurance & Risk Directorate, alongside the Corporate Portfolio Management Office and Health and Safety, include all the lines of responsibility and accountability that had been originally assigned to the Chief of Staff.

Finding 2 :

It is not clear from the Executive Response update that the functions incorporated into the new Assurance & Risk Directorate, alongside the Corporate Portfolio Management Office and Health and Safety, include all the lines of responsibility and accountability that had been originally assigned to the Chief of Staff.

23. Furthermore, the updated Executive Response highlighted that the disestablishment of the Chief of Staff role had resulted in the transferral of responsibility for several other previous PAC Performance Management recommendations, to the newly established Strategic Director of Assurance and Risk, which included:

- Recommendation 14: Prioritisation of recommendations on the Recommendations Tracker.
- Recommendation 15: Cross-governmental working to deliver on accepted recommendations.
- Recommendation 16: Simplification of the Red-Amber-Green rating system on the Recommendations Tracker.
- Recommendation 17: Analysis of the Recommendations Tracker to identify common themes.
- Recommendation 18: Incorporation of all Scrutiny recommendations into the Recommendations tracker.
- Recommendation 19: Updates on the Recommendations Tracker to the Council of Ministers and Scrutiny Liaison Committee.
- Recommendation 28: Ensure Government's work and relationship with Arm's Length Organisations and Specified Organisations is aligned with the key strategic priorities of the Council of Ministers and States Assembly.

24. Following the retirement of the Strategic Director for Risk and Assurance, responsibility for the recommendations tracker has passed to the Head of Office of the Chief Executive. The Head of Office provides coordination by ensuring that the systems and processes in place to track recommendations are fit for purpose, that departments provide regular updates on open recommendations, and assurance reporting at a corporate level illustrates progress on driving corporate improvement. This is undertaken through a network of departmental leads known as the Tracker working group. Regular reporting is shared with the Chief Executive Officer, Chief Officers and the Public Accounts Committee. Work is ongoing to consider whether the post of Strategic Director Assurance and Risk will be filled or not and, if not, to reallocate lines of responsibility for those functions and teams originally assigned to the Chief of Staff.

⁵ Ibid

At present those heads of services are reporting directly to the Treasurer of the States, with the exception of those areas that sit within the Cabinet Office (Ministerial Office and Office of the Chief Executive).⁶

25. Following feedback from the Comptroller and Auditor General, the Interim Chief Executive Officer has initiated a review of the systems and processes for both tracking recommendations as well as those providing assurance on accountability for implementation. The objective of this work will be to better align strategic improvement plans with corporate and departmental risk profiles, and to prioritise effectively to deliver those plans alongside other work and ministerial priorities. This will require more considered responses to sources of review and audit to drive corporate improvement, addressing any weaknesses in governance and increase accountability for delivery.

Finding 3

The disestablishment of the Chief of Staff role resulted in the transferral of responsibility for several other previous PAC Performance Management recommendations, to the newly established Strategic Director of Assurance and Risk. This has now been transferred to the Head of Office of the Chief Executive following the retirement of the Strategic Director of Assurance and Risk.

Recommendation 6 (Accepted – Closed)

26. This recommendation identified the need for Government restructures or modernisation to be accompanied by a baseline for change or a business case.
27. The Executive Response advised that this recommendation was ‘Closed’ because all TOM changes *“already require a business case to be approved by the States Employment Board”*. However, during a Quarterly Public Hearing with the Chief Executive, the PAC learned that whilst a ‘paper’ went before the States Employment Board in relation to the initial stage of the Cabinet Office, there would be business cases brought forward as the Cabinet Office progressed into the next stages of development:

Deputy L.V. Feltham:

“The committee was mindful of a previous P.A.C. recommendation about when a need for restructuring or modernising Governments is identified, the changes should always be accompanied by a baseline for change of business case. Can you outline the processes that have been followed in order to undertake the restructure of the Cabinet Office and whether a full business case has been developed?”

Chief Executive:

⁶ This was confirmed during factual accuracy checking of the report

“In November a paper, which outlined everything you would expect to be in a business case went in front of S.E.B. as well and then on to go on for approval. But of course because it is in phases it was at a very high level because it talked about the initial stage. There would be more elements of business cases brought forward as we go into the next stage of that.”⁷

28. The PAC was informed during a Public Hearing with the Assistant Chief Executive in relation to its review on 27th September 2023, that as part of the Cabinet Office restructure a ‘Delivery Unit’ had been established, and that the Delivery Unit was supported by a case for change which had been presented to the States Employment Board and the Council of Ministers:

Assistant Chief Executive Officer:

“We aimed to deliver the overall aspiration of strengthening the coordination and the delivery of decisions, and then you will have noted that as part of implementing the Cabinet Office, therefore, we created a delivery unit which had not been there before in order to realise that benefit that the Chief Minister wanted to achieve. We identified early on that we needed to enhance the Cabinet Office.”

[Continued]

Deputy L.V. Feltham:

But when it came to demonstrating that this structure was going to be the most efficient and effective structure to deliver what was required of the Cabinet Office ...

Assistant Chief Executive Officer:

“That was done. We took the case for change to both States Employment Board and to Council of Ministers.”

Finding 4

An outline for the establishment of the Cabinet Office restructure, was presented to the States Employment Board and the Council of Ministers. A full business case was, however, not provided for the rationale that the effect of the changes would be cost neutral. Information and metrics about how the Cabinet Office restructure can be assessed to demonstrate that it enables the delivery of specific Government workstreams does not appear to be available.

Recommendation 8 (Accepted – Active)

29. This recommendation focused on the metrics and associated targets that should be identified for measuring the success of any proposed structural changes.

⁷ Ibid

30. The Executive Response confirmed that a review of the “*Managing Organisation Change Policy*” and “*related toolkits/procedures is underway*”, and that this was likely to be published before the end of Q2 2023. During a Quarterly Public Hearing with the Chief Executive, the PAC questioned the consideration given to the measurements used in the development of restructuring business cases:

Deputy L.V. Feltham:

“With regard to those business cases, what consideration has been given to the collation and tracking of baseline measurements when restructuring business cases are being developed?”

Chief Executive Officer, Government of Jersey:

“Of course this is about benefits realisation because a lot of what we have talked about in terms of the purpose of this is something that was more qualitative rather than quantitative per se. In terms of getting that information back, Ministers will obviously have a significant input and say whether this is working for them. The organisation should have a say as well as to whether they are also seeing the benefits because this is for the whole organisation itself as well. Of course the people within the Cabinet Office too should be able to see the benefits of that joint working and should make their jobs a lot easier.”

31. The Chief Executive later clarified that the metrics applied to the development of the Cabinet Office business cases, would be measurable as part of the Governments performance indicators:

Mr. G. Phipps:

“But would it not show up in the key performance indicators in the Government?”

Chief Executive Officer, Government of Jersey:

“Of course it will.”

32. As part of its review, the PAC requested information and metrics about how the Cabinet Office restructure could be assessed to demonstrate that it enabled delivery of specific Government workstreams. The PAC has not, at the time of writing, seen this information.

Finding 5

Information and metrics about how the Cabinet Office restructure can be assessed to demonstrate that it enables the delivery of specific Government workstreams does not appear to be available.

6. Appraisal and Objective Setting Processes - Government of Jersey



6.1 Background and Context

33. As part of the focus of the PAC's review, it was agreed that the appraisal and objective setting processes in place within the Government of Jersey for employees at all levels should be examined alongside the previous recommendations made by the PAC's report. Given the importance of performance management, the PAC agreed that these processes were a vital 'cog' in the overall delivery of Government of Jersey objectives as they measure and track priorities through individual and team objectives.
34. It should be noted that the Government of Jersey has utilised two different appraisal processes since the previous PAC report was published, namely, My Conversation My Goals (MCMG) and Connect People, the latter of which has been rolled out in 2023. This section of the report will give a brief overview of MCMG for context; however, the main focus of the PAC's review has been in relation to the roll out and effectiveness of the Connect People programme.
35. The PAC also wanted to understand if there were any significant differences between the appraisal processes in place for Senior Employees (including the Chief Executive Officer and the Chief Officers of the Government Departments) and employees at lower levels of the organisation. To that end, this section of the report provides analysis of the processes in place for each level of the organisation.

6.2 My Conversation, My Goals

36. MCMG was implemented by the Government of Jersey in 2019⁸ in order to replace the previous annual Performance Review and Appraisal (PRA) process which had been used across the Government of Jersey for a number of years. The MCMG process was introduced in order to refine objective setting across the organisation.⁹ At the end of 2022, 5,032 employees were in scope for MCMG.¹⁰
37. The diagram opposite provides an overview of how the MCMG programme was designed to fit into the overall Government delivery plan.¹¹



⁸ [Transcript – Chief Executive – 19th June 2023](#)

⁹ [My Conversation, My Goals – overview – gov.je](#)

¹⁰ Letter – Chief Executive to PAC – 16th June 2023

¹¹ [My Conversation, My Goals – overview – gov.je](#)

38. The MCMG process was designed to offer the following key changes in the appraisal process:

- Provide a Government Wide Process.
- Allow for monthly check-ins between employees and managers and three monthly (digital) recordings and updates.
- Be employee led.
- Allow for the setting and resetting of high-level goals.
- Allow for conversations that include employee well-being and support as necessary.
- Provide clarity on individual roles and how those roles link to the bigger picture of Government and Departmental priorities.
- Allow for discussions around good and bad habits using constructive feedback, observations and coaching.
- Provide an opportunity to recognise special skills, accomplishments and encourage personal development.¹²

39. MCMG was implemented as part of the overall One Gov and Team Jersey reforms and was supplemented by training entitled 'Shaping Positive Culture, Having Crucial Conversations.'¹³ However, in a submission from JCSA Prospect, the PAC was informed that many managers felt that they were told to use MCMG without any specific training.¹⁴ There was, however, feedback from JCSA Prospect that after time had passed, managers were able to engage staff in the process and that they found it a good system to use.¹⁵

40. In response to questions raised in writing, the PAC was informed that, whilst no post-implementation review of MCMG has been undertaken to date, figures of take up from the end of 2022 were available as follows:¹⁶

	People in scope	Objectives agreed	Mid-Year Review completed	End of Year Review Completed
Chief Operating Office	316	90.2%	87.7%	82.3%
Children, Young People, Edu & Skills	493	44.2%	26.6%	19.9%
Customer and Local Services	311	76.2%	71.7%	68.8%
Department for the Economy	45	93.3%	88.9%	86.7%
Department of External Relations	14	64.3%	57.1%	64.3%
Health and Community Services	2,170	25.0%	11.5%	7.1%
Infrastructure, Housing & Environ.	579	45.9%	38.5%	34.5%
Justice and Home Affairs	516	66.5%	55.2%	40.9%
Office of the Chief Executive	72	72.2%	58.3%	55.6%
Strategic Policy, Planning and Perf	181	72.4%	60.2%	56.4%
Treasury and Exchequer	335	90.4%	87.2%	79.1%
Total	5,032	48.3%	37.3%	31.6%

MCMG 2022 Year End Performance Report

¹² [My Conversation, My Goals – overview – gov.je](#)

¹³ [My Conversation, My Goals – overview – gov.je](#)

¹⁴ [Submission – JCSA Prospect](#)

¹⁵ [Submission – JCSA Prospect](#)

¹⁶ Letter – Chief Executive to PAC – 16th June 2023

41. The information provided shows a mixed picture for completion across the various departments, with areas such as CYPES and especially HCS and showing particularly low levels of agreed objectives through to end of year completion.

Finding 6

My Conversations, My Goals was implemented in 2019 in order to provide a standardised objective setting and appraisal process across the Government of Jersey. There is evidence to suggest that this was a considerable improvement on previous systems in place, however, concerns were raised that the new process was rolled out without sufficient training.

6.3 Overview of Connect People and Connect Performance

42. In January 2023 Connected Performance was launched as a replacement for the previous 'My Conversation, My Goals' process for objective setting and appraisal of staff as a new system. It is now used for employees at all levels of the organisation.¹⁷ Furthermore, Connected Performance sits within a wider suite of the Information Technology Solution (ITS) in relation to Connect people. This was explained as followed by the former Chief Executive during a public hearing:



So in terms of accountability, which is your direct question, Connected Performance is part of a module of the overall information technology solution, so the whole I.T.S. (information technology solution) programme. One of the modules, which was part of release 2, is Connect People and one of the modules within Connect People is Connected Performance.¹⁸

43. Furthermore, the former Chief Executive highlighted the following in relation to overall roll out of Connect People:

The other elements of Connect People that has still to be rolled out relate to the overall recruitment process and also relate to the centralisation of all of our H.R. (human relations) data and information, so we can have live updates on our establishment, our vacancies, et cetera, on a very regular live basis as well. So it takes you the whole way through from deciding what the job roles actually are that we need in the organisation and what rewards are in place in the organisation through into recruitment, through into onboarding, through into performance and the goal setting, through into succession planning and right through into a full programme of Ask H.R., which is really about how we provide a more self-service approach to H.R. So it is a very comprehensive programme. Connected Performance is just one of those levels.¹⁹

44. As of 16 May 2023, 5923 employees were in scope for Connected Performance.²⁰ The PAC was informed that, as Connected Performance becomes embedded, the Government intends to bring more employees into scope.²¹ Those out of scope at this point in time include, for example, manual workers.²² The PAC was also informed that

¹⁷ [Letter](#) – Chief Executive to PAC re Performance Management Review

¹⁸ [Transcript – Chief Executive – 19th June 2023](#)

¹⁹ [Transcript – Chief Executive – 19th June 2023](#)

²⁰ [Letter](#) – Chief Executive to PAC re Performance Management Review

²¹ Ibid

²² Ibid

Teachers currently fall outside of the scope of the Connected Performance as well as employees within some of the non-ministerial departments, for example Law Officers²³ and those working for the Office of the Lieutenant Governor.²⁴ In the submission from the Chief Executive, it was noted that these groups are of course still encouraging employee - line manager performance conversations to take place.

45. Connected Performance is intended to be operated on an annual cycle, with the following flow chart provided to PAC in relation to this.²⁵ It should, however, be noted that this relates to staff who work on a January to December cycle and not those staff who are aligned to the academic year that work within schools and colleges.



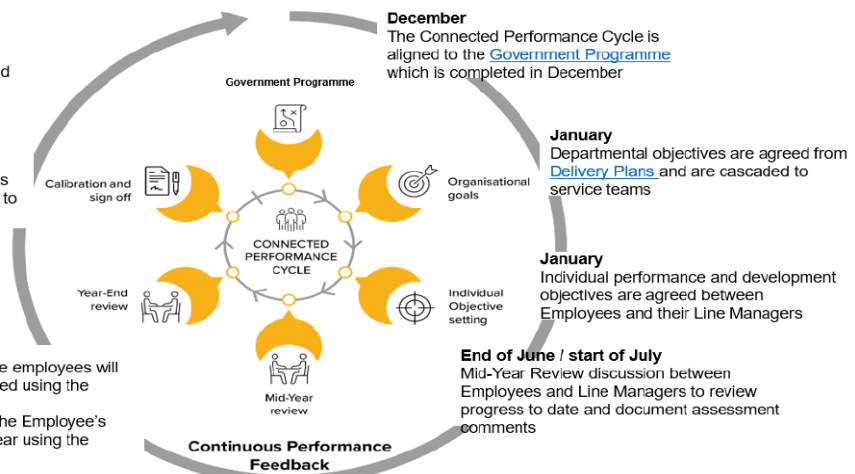
Connected Performance Cycle:

December / January

- Line managers will have support available from HR Business Partners throughout the performance calibration process. This is intended to ensure fairness, consistency and appropriate standards have been applied when reviewing and assessing employees performance and agreeing rating scales.
- Finalised ratings are signed off and communicated to Employees.
- Calibration of the provisional ratings ensures similar standards are applied to Employees to limit bias and to ensure everyone is ranked consistently and fairly.

December / January

- End of year performance review where employees will be assessed in what has been delivered using the agreed rating scales.
- An overall provisional rating given of the Employee's Connected Performance during the year using the agreed rating scales



46. Connected Performance uses the following categories by which to create performance objectives:

- Customer service* - what are you going to do to ensure a great customer experience in the area where you work?
- Financial* – What are you going to do to ensure good financial management and Value for Money in the work that you do?
- Risk and Health and Safety* – What are you going to do to make sure any risks that you encounter are considered and managed?
- Compliance* – What are you going to do to ensure that your work meets any required legal, professional, or mandatory requirements?
- Change/improvement* – What change or improvement ideas do you plan to take forward to help your team, service or organisation improve?
- People* – What are you going to do to ensure that the people you work with are supported, included and developed?
- Stakeholder Management* – What are you going to do to make sure that all the stakeholders who are interested in your area of work are kept up to date? ²⁶

²³ Letter – Law Officers' Department

²⁴ Letter – Office of the Lieutenant Governor

²⁵ [Letter](#) – Chief Executive to PAC re Performance Management Review

²⁶ Ibid

47. It was also noted within the letter from the Chief Executive that these categories can be supplemented with bespoke objectives tailored to specific roles or professions.²⁷

Finding 7

Connected Performance has been introduced across the Government of Jersey as part of the wider Information Technology Solution. This solution has sought to centralise all government processes in relation to Human Resources and Finance as a means of replacing outdated and not fit for purpose systems.

Finding 8

Connected Performance is intended to operate on an annual cycle and provide a direct link from Ministerial and Government objectives through to the appraisal and objective setting processes for those employees within its scope.

Finding 9

Connected Performance is set out across a number of key areas of focus for employees to factor in their objectives. There is also scope for bespoke objectives for specific roles or functions to be incorporated into the system.

6.4 Scope of Connect Performance

48. Whilst holding public hearings with the Chief Officers of the Government Departments, the PAC questioned what the take up was in relation to inputting of objectives within Connect Performance. Generally speaking, most departments were reaching a completion rate of between 85% and 98%,²⁸ with the only outliers being the Health and Community Services Department which (at the time of the hearings taking place) sat at just 10%²⁹ and Children, Young People, Education and Skills at 64%.³⁰

49. The following table highlights the overall completion rate of Connect Performance across the various departments in 2023.³¹

Department	People in Scope	Objectives Approved	Mid Year Review Complete	Year End Review Complete
Chief Operating Office	322	99.4%	97.8%	92.2%
Children Young People, Education and Skills	428	85.7%	74.5%	57.0%
Customer and Local Services	251	98.4%	96.0%	90.8%
Department for the Economy	49	100.0%	100.0%	100.0%
Department of External Relations	12	91.7%	91.7%	91.7%

²⁷ Ibid

²⁸ [Public Hearings – Chief Officers, Government of Jersey](#)

²⁹ [Transcript – Public Hearing with Chief Officer HCS – 10th July 2023](#)

³⁰ [Transcript – Public Hearing with Chief Officer CYPES – 28th July 2023](#)

³¹ Provided during factual accuracy checking of the report

Health and Community Services	1953	34.7%	23.7%	17.0%
Infrastructure and Environment	337	87.2%	69.7%	54.6%
Justice and Home Affairs	351	91.5%	81.8%	64.4%
Non-Execs	54	53.7%	50.0%	35.2%
Office of the Chief Executive	53	81.1%	67.9%	52.8%
Strategy Policy, Planning & Performance	136	98.5%	97.1%	94.1%
Treasury and Exchequer	303	89.1%	80.5%	63.0%
Grand Total	5213	53.2%	45.3%	37.2%
Connected Performance 2023: end of year outrun for all in scope employees.				

50. It was also noted by the PAC that a considerable number of employees across Government fall out of scope of Connect People entirely. These include Manual Workers, Teachers, States of Jersey Police and a number of staff across the Non-Ministerial Departments.³²

51. Feedback from JCSA Prospect highlighted that the MCMG process was replaced by the Connect People programme without any specific training apart from an e-learning guide which were felt did not show how to use the system from a practical point of view.³³ There was also a view that managers are struggling to get people to engage with the new system and that they are currently not convinced that they are using Connect to its fullest without further guidance provided.³⁴ The Government of Jersey, in response, has also provided a number of video 'how to guides' regular communications to all staff and a number of other courses through the 'Espresso Sessions', including how to set SMART objectives, Performance Conversations and Performance Management throughout the year.

52. In response to questions about the scope of Connect Performance, the PAC was provided with the following information:

All Chief Officers, with the exception of the Chief Officer of HCS who has only recently been appointed, have their performance objectives for 2023 entered and approved on Connected Performance. By the time of my departure, all will have had their first quarter reviews (7 have taken place so far). It should be noted that all Chief Officers had their Q1 reviews completed by the time the previous CEO left.

94.4% of senior managers in tiers 1-3 (excluding schools and Head Teachers) have had some objectives set for 2023 and entered onto Connected Performance.

In most of the departments the majority of colleagues in scope have had some objectives set for 2023 and entered onto Connected Performance. Considerable focus is needed in HCS in particular, to make objective setting

³² [Public Hearings](#) – Chief Officers, Government of Jersey

³³ [Submission](#) – JCSA Prospect

³⁴ Ibid

more meaningful. In addition, more emphasis will be placed on discussion of the objectives between staff and managers.

Achieving a 100% completion will never be possible given that people move jobs, we have leavers, starters and changes, sickness and other absences.

The lag effect from when data uploads happen between ResourceLink and Connect currently impacts the data where there have been recent changes. Work is being undertaken to improve this.

We are now preparing for Mid-Year Reviews for those on the system which should be happening in June and July and are ensuring that training is available for colleagues on all of the behavioural aspects for having great performance conversations as well as system training on the next functionality.³⁵

Finding 10

There is a mixed completion rate across the various Government departments in respect of employees entering their objectives on the Connect Performance system. Whilst most departments have achieved a completion rate of 85% and above, the Department for Health and Community Services (10%) and Children, Young People, Education and Skills (64%) have not achieved this target.

Recommendation 1

The Interim Chief Executive and Chief Officer for Health and Community Services should create an action plan to raise the completion rate of employees within Health and Community Services entering objectives on Connect Performance during 2024 to above 50%. This should be implemented as soon as possible and be reviewed to ensure its effectiveness with a report being provided to the Public Accounts Committee on a quarterly basis. Having a clear Health and Community Services strategy with associated objectives is an important basis for this to occur effectively.

6.5 Objective setting and appraisal of the Chief Executive Officer

53. As part of its review, the PAC was keen to understand the processes in place for objective setting and appraisal of the role of Chief Executive Officer (CEO) or Principal Accountable Officer (PAO). The PAC requested an overview of these processes from the former CEO and was provided with the following information:



I meet on a weekly basis with the Chief Minister to specifically discuss my performance, the performance of the organisation and the expectations of the Chief Minister and Assistant Chief Minister (Vice Chair of SEB).

Although draft objectives had been developed and discussed regularly with the Chief Minister, given my departure this work will not progress further. However,

³⁵ [Letter](#) – Chief Executive to PAC re Performance Management Review

the Chief Minister and I have agreed areas which require my prioritised attention between now and when I leave the organisation.³⁶

54. It is noted that, whilst objectives had been established for the former CEO, her departure from the role meant that any further work around the process used would not be progressed. This creates a possible issue whereby the CEO is not being held to the same standard as other government employees in respect of the appraisal process. It is, however, noted that the CEO has weekly meetings with the Chief Minister to discuss performance matters.

55. Furthermore, the PAC was provided with the following information from the former CEO in relation to plans to address the process going forward:

The impending recruitment of an Interim CEO and in due course a new permanent CEO, provides an opportunity to establish a consistent format and process for the setting of objectives and appraisal of the performance of the CEO by the Chief Minister. The Chief Minister has clearly set out some priority areas of focus for the new interim CEO in the job specification. A template process could now be developed which could include high-level independent support and potentially a performance element to the salary level.³⁷

Finding 11

There is not a formal process in place for appraisal and objective setting for the role of Chief Executive Officer. Whilst work has been undertaken to take this forward, the departure of the previous CEO has impacted this work. It is intended to establish a consistent format and process for the current Interim CEO and future permanent CEO.

Recommendation 2

The States Employment Board should ensure that a consistent format and process for the appraisal and objective setting of the Chief Executive Officer is implemented prior to the appointment of a new permanent Chief Executive Officer.

6.6 Objective setting and appraisal of Chief Officers

56. Further to the objective setting and appraisal process for the CEO, the PAC was also keen to understand if there were any significant differences for the appraisal process for the Chief Officers of the Government of Jersey departments. In response to the PAC request for information, the former CEO provided the following information:

In addition to regular meetings with Chief Officers at which we review performance, delivery of programmes, problem solving, resourcing issues etc on an ongoing basis, I also now formally meet with Chief Officers each quarter to review more formally their individual performance.

At these meetings the following are discussed:

- *Performance against objectives agreed at the start of the year.*
- *Ministerial plan priorities*
- *Key risks and issues, including financial pressures.*
- *Service performance measures, including customer experience.*
- *Workforce situation and planning*

³⁶ Ibid

³⁷ Ibid

- *Personal development*³⁸

57. In addition, the PAC was informed that Chief Officers also complete their annual Governance Assurance Statements which provide the CEO with additional information about their performance in terms of implementing best practice corporate governance arrangements within their departments.³⁹ The PAC has seen copies of these statements within its work in respect of the Annual Report and Accounts.

58. Since the previous Chief Executive was in place, Director Generals (as they were formerly known)/Chief Officers would meet with the CEO to discuss their objectives. On taking office in February 2022, the former CEO expanded this process from being a stand-alone and individual list of objectives to a more standardised approach using My Conversation, My Goals (until December 2022) and then Connected Performance. Furthermore, the former CEO explained that a number of improvements were made to the process as follows:

In September 2022 I initiated improvements to the pre-existing process. These improvements have included:

- *Ensuring better support and consistency for objective setting and appraisal from within my office. With 13 direct reports, this process needs sufficient support to work effectively.*
- *From Q1 2023, leading by example by using the Connected Performance system to formally record objectives and progress and reducing the need for any parallel process and duplication of effort for senior officers.*
- *Gathering feedback from Ministers.*
- *Requiring additional written assurance around risk management, safeguarding, tracker progress, workforce planning etc.*⁴⁰

59. The former CEO also committed to continue to build on these improvements as Connected Performance beds in and review the success of these new processes further adjusting them if necessary.⁴¹ It was also noted that the former CEO was preparing to provide the Interim CEO with a handover on the performance of Chief Officers, so that they are supported to build on the improvements that have already been made⁴²

Finding 12

The former Chief Executive implemented a number of changes and improvements in respect of the appraisal process for Chief Officers of the various Government Departments.

Recommendation 3

The Interim Chief Executive should ensure that the improvements implemented by the former Chief Executive in relation to the Chief Officer appraisals are maintained and formalised in time for incoming permanent Chief Executive.

³⁸ Ibid

³⁹ Ibid

⁴⁰ Ibid

⁴¹ Ibid

⁴² Ibid

6.7 Key Connect Performance statistics.

60. In response to a letter from the Chief Executive the PAC was provided with the following information in relation to statistics surrounding Connect Performance at this stage of its roll out:
- *All Chief Officers, with the exception of the Chief Officer of HCS who has only recently been appointed, have their performance objectives for 2023 entered and approved on Connected Performance. By the time of my departure, all will have had their first quarter reviews (7 have taken place so far).*
 - *94.4% of senior managers in tiers 1-3 (excluding schools and Head Teachers) have had some objectives set for 2023 and entered onto Connected Performance.*
 - *In most of the departments the majority of colleagues in scope have had some objectives set for 2023 and entered onto Connected Performance. Considerable focus is needed in HCS in particular, to make objective setting more meaningful. In addition, more emphasis will be placed on discussion of the objectives between staff and managers.*
 - *Achieving a 100% completion will never be possible given that people move jobs, we have leavers, starters and changes, sickness and other absences.*
 - *The lag effect from when data uploads happen between Resource Link and Connect currently impacts the data where there have been recent changes. Work is being undertaken to improve this.*
 - *We are now preparing for Mid-Year Reviews for those on the system which should be happening in June and July and are ensuring that training is available for colleagues on all of the behavioural aspects for having great performance conversations as well as system training on the next functionality.⁴³*
61. One area, however, that the PAC would like to see more information on is how underperformance is managed across the organisation. Whilst policies and procedures are in place across the organisation in relation to managing these matters (i.e., the managing attendance policy and Performance Improvement Plans) the PAC would like to see further evidence of how these matters are handled in practice in line with the new Connect Performance system.

Finding 13

The Public Accounts Committee has yet to see substantive evidence over how poor and under performance is effectively managed across the organisation and how it will be managed through the new Connect Performance platform. Whilst policies and procedures are in place to tackle poor performance, the PAC would suggest that further information on how these

⁴³ [Letter](#) – Chief Executive to PAC re Performance Management Review

matters are effectively tackled in practice is required. Best practises should be shared across the organization.

6.8 Benefits realisation

62. The PAC notes that the take up of the Connect Performance thus far matches the take up of My Conversation My Goals in 2022. There is a clear similarity between the take up within HCS of both platforms, with both being particularly low compared to other departments. This echoes comments made by JCSA Prospect that stated the following:



*Many employees have not had an appraisal for some time and there are some examples of the last appraisals being undertaken in 2014. This is particularly true in Health and Community Services (HCS). One of the main reasons for this is that managers have changed with alarming regularity.*⁴⁴

63. Whilst it is still early days in respect of the roll out and use of Connect Performance, there is still a clear correlation between the take up on MCMG in 2022 and Connect Performance at this stage. The PAC would question whether the benefits of the new system are being fully realised at this stage. Further review of the take up and effectiveness of Connect Performance will be required over the coming year.
64. The PAC found during the hearings with the Chief Officers that there is a role for the Corporate Portfolio Management Office (CPMO) in relation to monitoring the benefits of the Connect Performance programme:

Mr. G. Phipps:

So along that line, what has been the role of Corporate Portfolio Management Office in relation to this Connect Performance, Connect People programme? Is this role proving to be effective? How is it being monitored?

Assistant Chief Executive Officer:

*Sure. Well, maybe if I summarise and then you can do the specifics. The Corporate Portfolio Management Office give us the framework to manage the projects and programmes. So they give us the rules of the road and the tools to be able to manage projects and programmes. So their role in giving us the tools to do this is really important and they also fulfil a really important role through regular reporting. So you get good, rich reports back as chief officers and as E.L.T. (executive leadership team) on all the major and strategic projects. So they have a really important role in reporting back on what is going well, where the issues are, where programme managers are flagging issues. Then I think probably an area we will come on to, but next year, as you saw from our earlier executive response, they will also fulfil a role towards the end of next year on benefits tracking as well. So their role will expand further.*⁴⁵

65. Whilst it is noted that the CPMO will perform this function going forward, the PAC would expect at this stage for there to be more emphasis on reporting the benefits of the

⁴⁴ [Submission](#) – JCSA Prospect

⁴⁵ [Transcript](#) – Assistant CEO – 27th September 2023

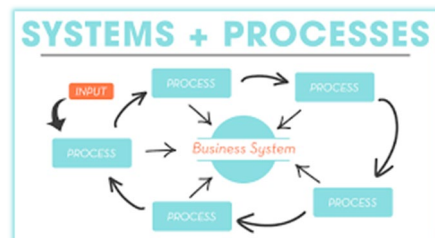
programme throughout its roll out. At present it is hard to distinguish between the merits of the previous programme (MCMG) and Connect Performance given the similarities between them.

Finding 14

Whilst it is still early in the overall roll out of Connect Performance, and a full annual cycle has yet to be completed, the PAC has concluded that it is hard to distinguish between the merits of the previous My Conversations, My Goals programme and Connect Performance given their similarities and similar take up. In the absence of a review of the My Conversations, My Goals programme, it is difficult to establish the additional benefits of the Connect Performance system in its entirety at this stage.

6.9 Systems and Process over Outcomes

66. The PAC also notes that one of the main intentions of the move towards a new system is that it places focus on having ‘quality conversations’ between managers and employees which link back to overall objectives. This is an improved process in comparison to previous appraisal systems and also leads on from the work that was undertaken when implementing MCMG.



67. However, one area of concern that has been identified by the PAC is that the focus for this change is mainly focused on the systems and processes, rather than clearly setting out what these ‘quality conversations’ entailed and providing managers with the tools to carry them out effectively. This links with previous comments made by JCSA Prospect in relation to the training for managers, although since these comments were made, additional training has been provided by the Government of Jersey.⁴⁶

68. During the public hearing with the former Chief Executive, the PAC noted that discussions about the purpose of Connected Performance had been very focussed on the system change and not necessarily about the ‘soft skills’ required to undertake effective appraisals and performance management. The former Chief Executive provided the following response to this question:

Deputy L.V. Feltham:

Appraisals and performance management are very soft skills. What we have talked about today so far has been very systems-driven. I suppose where I am trying to get to is are we in danger of the system driving what is actually a very soft skill set area?

Chief Executive Officer, Government of Jersey:

You are right, I think. You are absolutely right that we need to caution against that being the case because I think when you asked me about at the very outset what are the objectives, the objectives are to have good performance conversations. That is the key and to make sure that we are supporting staff to achieve and to progress. The system only assists to do that. I think the focus on the hard bit at the minute is just because it is new and we are trying to get

⁴⁶ [Submission](#) – JCSA Prospect

*everybody on board, but from hereon in we absolutely need to focus on the soft elements and that is some of the training that is being rolled out for supervisors and managers.*⁴⁷

69. The PAC notes the acknowledgment of the skills required alongside the system change to fully maximise the effective use of Connect Performance. However, given the comments received from JCSA Prospect and also through the mixed figures for objectives being set on the system across the various departments, it would question whether or not this is currently taking place at all levels.
70. Whilst there are also a number of mitigating issues that will have led to this position (i.e., recruitment and retention matters), the PAC is concerned that the same issues appear to be showing for Connect Performance as were present with MCMG. Concerns over the level of training being provided to staff about the system and how it is best used are also acknowledged at this point.
71. The PAC would also note the comments⁴⁸ of the former Chief Executive in relation to focussing on ‘getting everyone on board’. This is a vital cultural element of the roll out of Connect Performance and as important as ensuring the system is operating effectively. During factual accuracy checking, the Government of Jersey noted that the cultural change requirements were regularly highlighted in reports submitted to SEB and ELT during the year that highlighted the need for senior leaders to set the tone and leadership style required to make the cultural shifts required.⁴⁹ However, so far, the PAC has not seen enough evidence to suggest that this cultural change may be fully implemented at this stage and requires further work in order to be imbedded properly.

Finding 15

The Public Accounts Committee has found, at this stage in the roll out of Connect Performance, that significant focus has been placed on integrating systems and processes being in place rather than the overall outcomes of the programme. As the system is further embedded, a cultural shift will need to be managed to ensure the full benefits of the programme and the skills required to use it effectively are realised.

⁴⁷ [Transcript](#) – Chief Executive Officer – 19th June 2023

⁴⁸ [Transcript](#) – Chief Executive Officer – 19th June 2023

⁴⁹ Provided during factual accuracy checking

7. Performance Management of Ministerial and Departmental Delivery Plans

7.1 The 'Golden Thread'

72. The link between individual, team, department and Ministerial objectives and performance with the Common Strategic Policy priorities and the long-term Island Outcomes and Future Jersey vision is often referred to as the 'golden thread'.⁵⁰ This is an area that the PAC has held interest in since its formation as it allows for a narrative to be presented for States Member, members of the public and key decision makers in respect of performance of stated objectives and aims of Government.



73. Ultimately, reporting of performance is done within a number of documents, however, the Annual Report and Accounts each year provides a 'performance report' and details how Government has performed within a calendar year against stated objectives. For the purposes of this report, the PAC will not focus on any specific performance in relation to the Golden Thread, however, it will look at the current processes in place to ensure that this is effectively managed and, ultimately, presented.

74. The PAC was provided with the following information by the former Chief Executive in relation to how overall corporate performance and delivery of the

Corporate performance and delivery of the Government Programme are managed in the following ways:

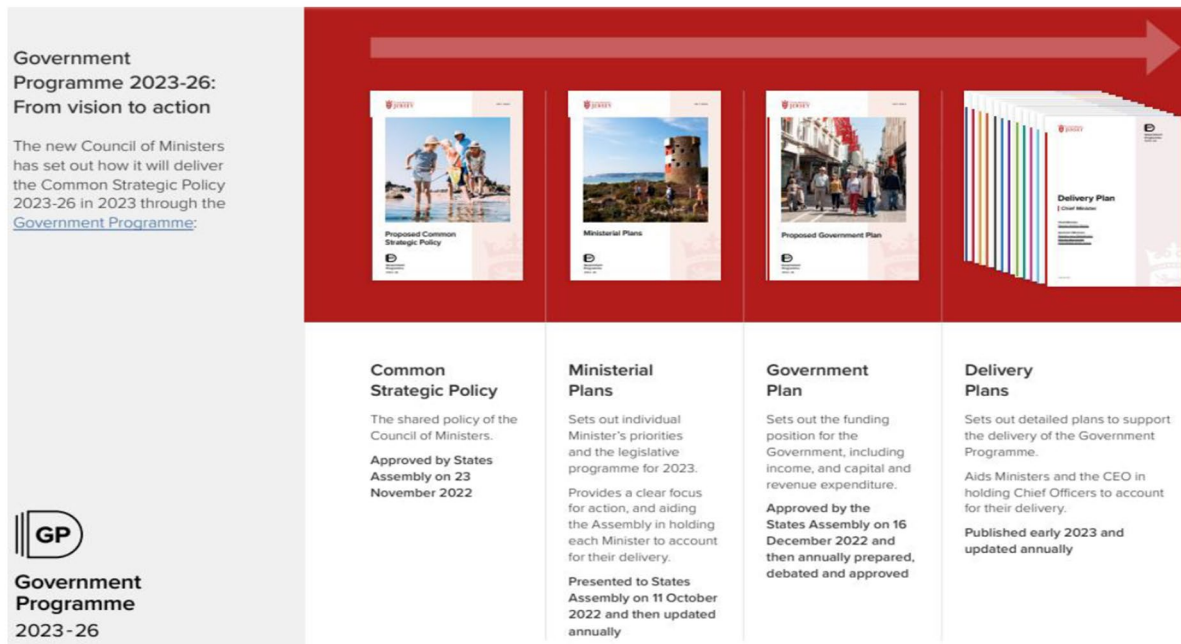
Of particular assistance in setting individual, team and department objectives and performance management are the Delivery Plans which set out:

- *detailed actions for 2023 to the deliver on the Ministerial Priorities and linked to the CSP Priorities*
- *programmes and projects*
- *legislation programme*
- *service performance measures.*⁵¹

75. The following diagram was also provided to illustrate the link:

⁵⁰ [Letter](#) – Chief Executive to PAC re Performance Management Review

⁵¹ *Ibid*



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76. The PAC was also informed that the Council of Ministers meets regularly to consider specific aspects of the delivery of the Government Programme and to agree additional action as necessary⁵³. Furthermore it was noted in the submission from the former Chief Executive that the annual process for developing and agreeing the Government Programme focuses on a more strategic consideration of performance by the Council of Ministers, helping them to establishing clear objectives for the next year.⁵⁴

77. The PAC were keen to understand the process for agreeing delivery plans and how it was worked out whether a particular programme or project was deliverable with resources etc. The Assistant Chief Executive provided the following comment on this during a public hearing:

Assistant Chief Executive:

*All of the things that are in the delivery plans are deliverable. We would not put them in the delivery plans if we did not have any confidence that we could not deliver them. They are all delivered by different people across the Cabinet Office, whether that is in People and Corporate Services, Policy, Delivery Unit, or whether it is in Modernisation and Digital. So in that sense there is no trade-off between what People Services might be doing to support a particular Minister and what M&D (Modernisation and Digital) might be doing to support a particular Minister. It is in the delivery plan because we felt that we had the capacity and capability to do it.*⁵⁵

78. The PAC notes that delivery plans are designed to be achievable prior to being implemented. On the flipside to this point, the PAC, at the time of writing this report, has yet to see the full metrics as to whether the success of plans is measured effectively. There are considerable interdependencies when managing performance, and the following sections of the report will provide further analysis of these matters.

⁵² [Letter](#) – Chief Executive to PAC re Performance Management Review

⁵³ [Ibid](#)

⁵⁴ [Ibid](#)

⁵⁵ [Transcript](#) – Assistant Chief Executive – 29th June 2023

Finding 16

There is an acknowledgment by the Government of Jersey of the ‘Golden Thread’ for performance reporting the flows from Ministerial Objectives through departmental business plans and, ultimately, to overall performance reporting.

Finding 17

There is a view from the Government of Jersey that projects and programmes placed within Ministerial Delivery plans are designed to be achievable within the existing resources available. The Public Accounts Committee would expect to see further information as to how this is truly achieved in practice.

7.2 Cross Departmental Delivery – Executive Leadership Team

IMPORTANT NOTE: It should be noted, for clarity, that this evidence was collected during the previous CEO’s tenure and has been superseded since. In the interest of openness transparency, the PAC will present the evidence it received at the time as well as the additional evidence provided during the factual accuracy checking of the report.

79. The Executive Leadership Team (ELT) is the most senior leadership of the Government of Jersey’s public service. It is comprised primarily of Chief Officers, considers all matters of strategy and government policy for approval by the Council of Ministers which have been developed by officers on behalf of Ministers, and ratifies Operating Committee decisions.⁵⁶
80. The Operating Committee (OpCo) is a forum of senior leadership representatives from all of Government of Jersey departments and exists to support ELT to create distributed leadership for the public service. It is comprised primarily of Tier 2 and 3 officers. It considers and approves operational strategy and policy, advises on opportunities to improve and modernise public services, and provides early review of strategy and government policy development to provided assurance to ELT.⁵⁷
81. The PAC was informed that the purpose of the ELT and OpCo forums is to ensure that top-level accountability is in place on strategic issues, policies, operational matters and modernisation of Government services. Furthermore, it was informed that ELT, supported by OpCo, regularly reviews corporate performance, specific aspects of the delivery of the Government Programme, agrees additional action, and reports to the Council of Ministers as necessary.⁵⁸
82. The areas of corporate performance monitored by ELT and OpCp include:
- risk;
 - health and safety;
 - service performance measures;
 - CAG/PAC/Scrutiny tracker;
 - finances including financial performance against budget and key strategic goals;
 - workforce;

⁵⁶ [Letter](#) – Chief Executive to PAC re Performance Management Review

⁵⁷ Ibid

⁵⁸ Ibid

- projects and programmes; and customer data.⁵⁹
83. Reports are prepared and reviewed on a quarterly basis. The States Employment Board (SEB) is also provided with regular progress reports on those areas of performance within its remit.⁶⁰
84. The PAC wished to understand more about the workings of the ELT and therefore questioned all of the Chief Officers on the role and effectiveness of the group. The following comments were raised by Chief Officers:

Assistant Chief Executive:

So E.L.T. is an open conversation, and all of the senior team bring whatever they need to bring to the table. So, if you have a risk in your area, which is escalated, if you have an issue that you are having trouble overcoming, if you have an area where you need the support and help of others, then E.L.T. works as a place to bring that, to raise the issue, to have the discussion. Colleagues will help you work it through, they will rally around to see where they can support you, so it has that kind of collegiality, which is really important to dealing with things across the Executive Leadership Team.⁶¹

Chief Officer, Department for the Economy:

Yes. I would say we have a good leadership team that can challenge each other constructively with the intention of developing the best outcome or solution as a consequence of that challenging conversation. The kind of areas that we will focus in on ... typically we meet on a fortnightly basis. Sometimes it may even move to weekly if there is a lot of business to go through. It can be a little bit of a clearing house for strategic issues before they go to the Council of Ministers. For example, it may be the financial report that is going to report department financials against budget. That will be discussed at E.L.T. (Executive Leadership Team) typically ahead of it going to the Council of Ministers maybe the following week.⁶²

Chief Officer, Justice and Home Affairs:

We will see the delivery of that objective at E.L.T. and it was very encouraging this morning. That is where we get the commonality but we do not have a set of E.L.T. key performance indicators or measures that we hold ourselves against because it is those areas of relentless focus and then our ministerial plans that give us that.⁶³

Chief Officer, External Relations:

We have a forum for doing that, which I am sure others have spoken to you about. We have the E.L.T. (Executive Leadership Team) sessions which happen I think 3 times a month now. So that follows a set formulaic agenda in terms of some of the stuff that comes across our desks, but there is an opportunity in those sessions, in those formal sessions, to have a bit more of a kind of freehand discussion around the big issues that are facing us as chief officers, the challenges, the risks, the opportunities, and to test our responses

⁵⁹ [Letter](#) – Chief Executive to PAC re Performance Management Review

⁶⁰ [Letter](#) – Chief Executive to PAC re Performance Management Review

⁶¹ [Transcript](#) – Assistant Chief Executive – 29th June 2023

⁶² [Transcript](#) – Chief Officer, Economy – 3rd July 2023

⁶³ [Transcript](#) – Chief Officer, Justice and Home Affairs – 28th June 2023

and our thinking with colleagues and get that broader feedback. That for me is the main mechanism of doing that.⁶⁴

Chief Officer, Customer and Local Services:

Probably a number of thoughts around that. So, E.L.T. operates both as a board for running the organisation for the chief executive but also as an executive management team in terms of dealing with looking at staff policies and financial matters and so on. There is a mixture between the 2. E.L.T. works collaboratively on a number of things, things like financial management, for example, and the overall government finances, how we can help support each other with money challenges and the like.⁶⁵

Chief Officer, Infrastructure and Environment:

So I do not think the team, that E.L.T. as a whole ... a lot of my objectives are quite particular to me. Some of them are more corporate. If I look at the office scheme as an example, there is a number of us working on that and we have an office board. So I would say there is more peer support and discussions rather than practical support to help me deliver my own objectives.⁶⁶

Chief Officer, Department for Children, Young People, Education and Skills:

I think we need to do more in that space. We have an opportunity for discussion around the risks within the E.L.T. (Executive Leadership Team). We have an agenda item that will cover the area. Then agreeing which scheme takes priority over another scheme happens outside of E.L.T. So that will be a conversation usually between the involved officers. So a key one will be estate risk where both myself and Kate Briden from Justice and Home Affairs and Andy Scate needed to come together to consider prioritisation in terms of where we are going to address first. The stratification does not happen within an E.L.T. context in the forum, it happens outside of the forum I would say.⁶⁷

Chief Officer, Health and Community Services:

So those relationships exist through the Government E.L.T. (executive leadership team) and obviously on a business as usual relationship with other Chief Officers where there is a need. We do not have our own finance director, for example, because services are provided by the Treasury. We do not have our own I.T. (information technology) function and that is provided by M. and D. (Modernisation and Digital). So those close relationships with other government departments are obviously very important if we are going to make progress on a number of the areas that we need to in Health.⁶⁸

UPDATE – March 2024

84. Since the Interim CEO has been in post, ELT meets twice monthly with a formal agenda and weekly with a fast-paced structured 'huddle'.
85. One of these formal meetings is a 'square table' meeting, where items are considered for approval, or are discussed if they are contentious or pose significant risk. Other

⁶⁴ [Transcript](#) – Chief Officer, External Relations – 27th June 2023

⁶⁵ [Transcript](#) – Chief Officer, Customer and Local Services – 30th June 2023

⁶⁶ [Transcript](#) – Chief Officer, Infrastructure and Environment – 30th June 2023

⁶⁷ [Transcript](#) – Chief Officer, Children, Young People, Education and Skills – 28th July 2023

⁶⁸ [Transcript](#) – Chief Officer, Health and Community Services – 10th July 2023

items are tabled at ELT to note before they are considered at Council of Ministers or States Employment Board.

86. The other monthly meeting with a formal agenda is a 'round table' meeting, where key issues of strategic or cross-cutting operational nature are explored with a view to developing approaches to address such matters at a corporate level.
87. OpCo does not currently meet regularly, however continues to meet infrequently to discuss matters in line with its terms of reference. The Interim CEO made a proposal to the previous Chief Minister to further adapt ELT operating rhythms. This was placed on pause when the Government fell. As noted in the report, the ToR for ELT is due to be reviewed, and the ToR for OpCo will be reviewed alongside this.
88. The PAC notes from the information received across the Chief Officers that there does not appear to be a clear understanding as to how the E.L.T. is meant to operate. Whilst it is clearly used as a vehicle to discuss specific issues, there also appears to be a sense that a large number of issues may be dealt with on an ad hoc basis as opposed to routine. This requires further clarity as to how issues are effectively dealt with.
89. Furthermore, the PAC notes that the Terms of Reference for the E.L.T is due to be reviewed and updated. This is a matter which should be prioritised and updated as soon as possible.

Finding 18

The Executive Leadership Team is a body comprised of the Chief Executive and Chief Officers of the Government of Jersey that meets in order to discuss matters relating to the overall organisation, including risks and mitigations for those risks.

Finding 19

It is the view of the PAC that there does not appear to be a clear consensus across the Chief Officers as to the overall purpose of the Executive Leadership Team. Furthermore, it is noted that the Terms of Reference for the Executive Leadership Team are due to be reviewed and updated. Changes have, however, been implemented by the Interim Chief Executive in relation to the operation of the Executive Leadership Team.

Recommendation 4

The Interim Chief Executive should ensure that the Terms of Reference for the operation of the Extended Leadership Team is reviewed and updated as a matter of priority. This should clearly set out the purpose and aims of the group and highlight how its own performance is evaluated, measured and reviewed. This should be completed and put in place by the end of Quarter Three 2024.

7.4 Reporting of outcomes

90. Whilst processes have been outlined to the PAC in respect of how performance management is monitored throughout the organisation (i.e., Council of Ministers and E.L.T), the PAC was also interested to understand how outcomes are reported on and tracked across the organisation. One area that the current PAC has already highlighted in its report of the States Annual Report was that reporting on performance across the organisation has been done within the performance report section of the Annual Report

and Accounts.⁶⁹ Furthermore, the performance of key outcomes are reported on a quarterly basis on the gov.je website under the Jersey Performance Indicators.⁷⁰

91. The PAC questioned the Chief Officers of the Government departments on how they ensured ongoing monitoring of key performance indicators across their departments. Examples of responses included the following:

Mr. G. Phipps:

Is there a direct link or tie to your measured key performance indicators that track performance? Is that something that would commonly pop up as well in your discussions?

Chief Officer, Customer and Local Services:

That information is published quarterly. It is presented to E.L.T. (Executive Leadership Team), Suzanne sees it, the Minister sees the information before it is published, and it is accessible to everybody in Jersey because it is published online. Our quarterly K.P.I.s (key performance indicators) in the Ministerial Plan is set and lead to something that we obviously share with the department. The department understands them and we work towards doing them.⁷¹

Deputy M.B. Andrews:

Thanks very much. I know you mentioned people and culture briefly just at the beginning. How do you ensure that people are appraised in terms of their performance and how are measures in place so that people can then report back to you within the department?

Chief Officer, Justice and Home Affairs:

My part of the department is about 350 people, so of course that cascades down the pyramid of line management through the different services. They are different services and different professions and they generally have competence frameworks and quite clear structures around what each person needs to do at each level, and that gives me a top-level assurance of how that works. In terms of how we make sure people are delivering, of course that is through their own reviews.⁷²

92. It is noted that assurance for Chief Officers is cascaded back up the organisation, dependent of course on the specifics of their area of responsibility. Furthermore, the PAC notes that reports are provided by Chief Officers to the CEO as well as the Minister within their remit. The ELT also receives regular updates.⁷³

93. However, during its review, the PAC has noted that reporting of the overall outcomes for the public (in respect of the quarterly updates available on the website) can be seen as quite inaccessible to the general public. However, it also notes the counter argument that having too little information is also unhelpful. This is an ongoing argument, and a balance needs to be struck between presenting too much information and presenting too little information. Recommendations have been made by the current PAC in its previous review of the Annual Report and Accounts 2021 which suggested improvements in relation to this reporting. Noting these recommendations have already been made and will likely continue to be monitored through the PAC's

⁶⁹ [P.A.C.1/2023](#) States Annual Report and Accounts 2023

⁷⁰ [Jersey Performance Indicators 2023 – latest report for Q2 2023](#)

⁷¹ [Transcript](#) – Chief Officer Customer and Local Services – 30th June 2023

⁷² [Transcript](#) – Chief Officer Justice and Home Affairs – 28th June 2023

⁷³ [Transcript](#) – Chief Officer Customer and Local Services – 30th June 2023

annual review of the report and accounts, it will not be making further recommendations around this in the context of this report.

Finding 20

The public facing reporting of performance outcomes of Government of Jersey services is done via the States Annual Report and Accounts performance report, alongside quarterly reporting on outcomes which is provided on the gov.je website. The Public Accounts Committee notes that a balance needs to be struck between making information accessible to the public whilst at the same time providing the correct level of information in respect of these outcomes.

7.5 Risk Management links to Performance Management

94. The PAC has previously noted the importance of risk management in the overall context of performance management. One important aspect of this link is the organisation truly understanding the risks it faces and how these can impact on the delivery of key services and service specific outcomes.
95. During the public hearing with the former Chief Executive, the PAC noted the view expressed about the importance of effective risk management and how it relates to overall performance information:

Chief Executive:

... we are on a journey in performance information, are we not? I do not mean individual performance here, I mean performance in terms of service delivery and some things that we have talked about helps in the availability of that and dashboards, et cetera, that you are able to look at and have at your fingertips, so you know where the problems are at any one point. I think also risk management and understanding the risks effectively in the organisation. Again, we are on an improvement journey on that and we have improved significantly this year, but it has taken a lot of effort to get to that stage. Of course there are risks in part of the organisation that we do not yet have all of the assurance frameworks around. I find that personally difficult because as a C.E.O. you absolutely want to know where your risks are in the organisation. You really do not want to have too many surprises coming at you.⁷⁴

96. The PAC is pleased to note the view expressed highlighting the importance of this link. During the course of its review, the PAC questioned the Chief Officers on the key risks within their particular areas of responsibility. A range of examples were in relation to Government wide risks such as the upcoming MONEYVAL review⁷⁵, the current macroeconomic climate⁷⁶ and cyber security⁷⁷. More service specific risks were also highlighted including recruitment and retention⁷⁸ and major incident cover for medics on the ground⁷⁹. It is clear from the discussions held with Chief Officers that they are clear on the risks associated with their areas of delivery.

⁷⁴ [Transcript](#) – Chief Executive – 19th June 2023

⁷⁵ [Transcript](#) – Chief Officer, Economy – 3rd July 2023

⁷⁶ [Transcript](#) – Treasurer of the States – 14th July 2023

⁷⁷ [Transcript](#) – Chief Officer, Customer and Local Services – 30th June 2023

⁷⁸ [Transcript](#) – Chief Officer Health and Community Services – 10th July 2023

⁷⁹ [Transcript](#) – Chief Officer Justice and Home Affairs - 28th June 2023.

97. However, the PAC is not entirely clear on how the overall risks to the organisation are monitored at a high level other than through the regular meetings of the E.L.T. or through the regular meetings of the Chief Officers and the Chief Executive. Evidence was provided in relation to risks being managed by the Departmental Risk Groups and Risk and Audit Committee as well as the Central Risk Team who monitor the risk register on a regular basis. It would, however, expect to see further evidence of how this is managed in practice though.
98. As previously stated in this report, and at the time of writing the report, the risk function and responsibility in this area had been transferred to the Strategic Director of Assurance and Risk following the disestablishment of the role of Chief of Staff. This is now managed by the Heads of Service who report to the Treasurer of the States.

Finding 21

There is an acknowledgment by the Government of Jersey as to the importance of the link between performance management and risk management. The Chief Officers of the Government of Jersey departments were able to identify key risks to their own services. However, the Public Accounts Committee would like to see further evidence of how risks are managed across the organisation in practice.

8. Conclusion

The PAC has found that there has been considerable work undertaken since the previous PAC report on performance management and the recommendations made within that. The Executive Response to the Performance Management review, updated in April 2023, classified 13 'Accepted' Recommendations as 'Active' and 13 'Accepted' Recommendations and one 'Partially Accepted' recommendation as 'Completed' or 'Closed'.

The creation of the Cabinet Office has brought together a number of key Government services which hold responsibility for key aspects of performance management. Whilst information has been provided to the PAC in relation to the requirement and need for this fundamental change, the PAC is disappointed that the recommendations made in the previous report relating to the need for a full business case to be put forward in respect of any restructure of Government services have not been followed on this occasion.

Furthermore, the restructure and implementation of the Cabinet Office has removed the previous Chief of Staff role within the Office of the Chief Executive and replaced it with the Strategic Director for Assurance and Risk, although responsibility for this has now passed to the Head of Office of the Chief Executive. A considerable number of key actions outlined in the Executive Response to the previous PAC report have been transferred over to this new role following the disestablishment of the Chief of Staff role and work is being undertaken in order to ensure recommendations are effectively tracked across government.

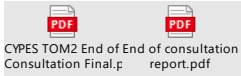
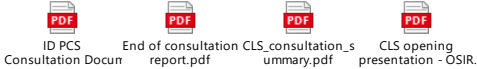
A new appraisal system has been developed and introduced in the form of Connect Performance; however, this is still in its infancy and will require further review and monitoring to ensure it is fully realising its benefits. The PAC has made recommendations that it hopes will assist in realising these overall benefits. Furthermore, work is still required to fully realise to overall reporting of performance management and ensuring that the 'Golden Thread' that flows from Ministerial Objectives through to departmental delivery plans and employee objective setting is fully realised. Again, recommendations have been made in order to assist the Government in this process.

The PAC would like to thank all of the Chief Officers for discussing these matters with them and also the Comptroller and Auditor General and her team for their assistance in bringing this report together.



9. Appendix One – Update on Previous PAC report recommendations

Recommendations	Action	Target date	Responsible Officer	Update – April 2023
<p>1. The Government’s review of the Target Operating Model programme should include an assessment of governance and accountability lines in Departments and clarity on how they align with political accountability.</p>	<p>Accept</p> <p>The review Terms of Reference will include political accountability. A procurement exercise is underway to secure an independent person to review:</p> <ul style="list-style-type: none"> • The governance (including political accountability) • Sample the Target operating Models and their anticipated benefits • Interview Director Generals • Review the change methodology and policies • Assess the effectiveness of the OneGov approach • Make recommendations for improvement. <p>This will be presented to the SEB in June 2022.</p>	<p>Revised target: December 2023</p>	<p>Director of People and Corporate Services</p>	<p>Active</p> <p>Terms of reference for the required review have been written and presented to the States Employment Board but were not accepted by the group.</p> <p>Further engagement is required with SEB members to ensure an acceptable set of Terms of Reference if developed.</p> <p>Ongoing discussions with members of the stats Employment Board are required to confirm the requirement for and scope of the recommended review of the Target Operating Model programme.</p>
<p>2. The role of Chief of Staff and the lines of responsibility and accountabilities to the role should be clarified during the post-implementation review of the Target Operating Model Programme in order to ensure that there is no overlap in responsibilities.</p>	<p>Accept</p> <p>Further clarification of the role, lines of responsibility and accountabilities will be presented as part of the post-implementation review of the Target Operating Model Programme to demonstrate there is no overlap in responsibilities.</p>	<p>Closed</p>	<p>Chief of Staff</p> <p>Director of People and Corporate Service</p>	<p>Complete</p> <p>This has been superseded by the disestablishment of the role of Chief of Staff as part of the development of the Cabinet office.</p> <p>Some functions have been incorporated into the new Assurance & Risk Directorate, under the Strategic Director Assurance & Risk role as outlined below:</p> <ul style="list-style-type: none"> • Risk Management • Internal Audit • FOI • Corporate oversight of Jersey’s Arms Length Bodies • Direct responsibility for the relationship with the C&AG and PAC

				<p>Alongside the:</p> <ul style="list-style-type: none"> • Corporate Portfolio Management Office (CPMO) • Health & Safety <p>This is to facilitate more effective co-ordination, support, and overview of their functions.</p> <p>Re-alignment of the remaining functions within the Cabinet office (MSU, Office of the Chief Executive) has been paused until the new Interim Chief Executive is appointed.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the Strategic Director for Assurance and Risk.</p>
<p>3. A service level agreement should be introduced between Health and Community Services and Children, Young People, Education and Skills to ensure consistency over the level of service expected between the two Departments.</p>	<p>Accept</p> <p>As part of the existing Memorandum of Understanding between the two departments A service level agreement will be developed to ensure consistency of practice and standards this will include operating protocols covering points of transition and areas of joint delivery such as in-patient care and transition from children’s to adult services. This will include clarity of role, responsibility and accountability and set out transfer and management arrangements along with governance and financial oversight arrangements.</p>	<p>Revised target: Q2 2023</p>	<p>Group Director Children’s Services (CYPES)</p> <p>Director Mental Health and Social Care (HCS)</p>	<p>Active</p> <p>The Governance and Oversight Group (GOG) is working to complete a Memorandum of Understanding (MoU) which will replace the need for a service level agreement. The group now meets monthly to ensure the level of service is consistent between the two departments. HCS is leading on the drafting of the MOU and this work is underway, it was due to be complete in Q1 2023. However, completion has been delayed due to other operational pressures.</p> <p>This has been discussed between the services, and it is anticipated that this will be completed in Q2 2023. Meanwhile, joint governance</p>

				arrangements have been strengthened since the recommendation.
<p>4. Given the concerns regarding the transfer of CAMHS between Departments, a formal review of this specific TOM driven transfer should be included in the Government’s overall review of the programme to determine whether the anticipated benefits have been realised.</p>	<p>Accept A formal review of the transfer to be included in the TOM Review Terms of Reference as set out in response 1. This should look at the business case, the change management method, anticipated benefits and make recommendations for any improvements in achieving the benefits.</p>	<p>Revised target: December 2023</p>	<p>Director of People and Corporate Services</p>	<p>Active Terms of reference for the required review have been written and presented to the States Employment Board but were not accepted by the group. Further engagement is required with SEB members to ensure an acceptable set of Terms of Reference if developed. Ongoing discussions with members of the States Employment Board are required to confirm the requirement for and scope of the recommended review of the Target Operating Model programme.</p>
<p>5. There should be greater clarity over Government consultation processes, particularly when consulting with staff on structural change. In instances when feedback is not being taken forward, justification should be clearly provided and documented.</p>	<p>Accept - already in place The consultation approach already includes an end of consultation document that sets out the summary of responses received and reasons – examples provided</p> 	<p>Complete</p>	<p>Director of People and Corporate Services</p>	<p>Closed The consultation approach already includes an end of consultation document that sets out the summary of responses received, and reason/examples provided.</p>
<p>6. When a need is identified for restructuring or modernising Government, the changes should always be accompanied by a baseline for change/business case.</p>	<p>Accept - already in place All TOM changes already require a business case to be approved by the SEB. Samples provided.</p> 	<p>Complete</p>	<p>Director of People and Corporate Services</p>	<p>Closed All TOM changes already require a business case to be approved by the SEB.</p>
<p>7. There should be a standard requirement and processes for</p>	<p>Accept</p>	<p>Revised Target: September 2023</p>		<p>Active</p>

<p>the capturing, validating and reporting of data on vacancy levels.</p>	<p>Alongside the introduction of the ITS, a full establishment data cleanse and new process for maintaining structures/establishment between Treasury and People Services.</p> <p>This is driven by the ‘job family’ architecture within the ITS that allows managers to manage their own establishment. Vacancy reporting is a standard feature within ITS solution.</p> <p>In the meantime, we continue to seek to improve data as changes occur.</p>		<p>Director of People and Corporate Services</p> <p>Group Director Finance Business Partnering & Analytics</p>	<p>A Task group is in place and actively working to validate all data between Finance and HR systems on an employee and "post by post" basis. The aim is to have 100% of the data validated with confirmed vacancies at the department, directorate and service levels.</p> <p>The current focus is on HCS as this is the most complex department. It is aimed that work will be completed in HCS by the end of June. Work will continue in other departments which are not anticipated to take as much time.</p> <p>New process has been agreed in principle but will be signed off fully once the proof of concept has been completed as part of the work within HCS.</p> <p>A new vacancy control process has also been implemented in HCS.</p>
<p>8. For any future proposed structural changes, the Government should identify at the outset metrics and associated targets for measuring success and identify a clear process for post-implementation review.</p>	<p>Accept</p> <p>A revised Managing Organisation Change Policy and templates are being developed and will include greater baseline data and post-implementation review at 3-months, 6-months, and 12-months.</p>	<p>Revised Target: end of Q2 2023</p>	<p>Director of People and Corporate Services</p>	<p>Active</p> <p>Review of the “Managing Organisation Change policy and associated documents is a top priority for the Employee Experience team and will require a full consultation to be completed.</p> <p>Review of the policy and related toolkits/procedures is underway with expectations during Q2 2023 for engagement and consultation to be completed ahead of a final formal</p>

				approval process and publication before the end of Q2 2023.
<p>9. The Government should undertake a review of the success of the contract with TDP in delivering the goals of Team Jersey.</p>	<p>Accept</p> <p>An end of contract report is being produced by the Programme Director for approval by the TJ Board as part of the handover to People and Corporate Services.</p>	<p>April 2022</p>	<p>Programme Director Team Jersey</p>	<p>Closed</p> <p>The Team Jersey end of programme report that was completed and submitted to ELT for consideration is attached, as is the Team Jersey programme closedown report that was completed as part of CPMO and Perform best practice. Both show that a detailed review of the Team Jersey programme has been undertaken and the findings are being used to inform the transition into business as usual and next step evolution of the governments cultural change journey.</p> <p> Team Jersey End of Programme report Fe</p>
<p>10. For any future similar programme, the Government should identify relevant metrics for evaluation and associated data sources at the commencement of the programme.</p>	<p>Accept - in progress</p> <p>The People Strategy now has metrics and a baseline that can inform future programmes. The tender documentation / programme specification will identify required outcomes and metrics for evaluation. This includes metrics from the BeHeard survey and those set out in the People Strategy</p> <p> Our People Strategy (Digital Cor</p>	<p>Ongoing- as part of commissioning programmes</p>	<p>Director of People and Corporate Services</p>	<p>Closed</p> <p>The People Strategy now has metrics and a baseline that an inform future programmes. The tender documentation/programme specification will identify required outcomes and metrics for evaluation. This includes metrics from the BeHeard survey and those set out in the People Strategy.</p>
<p>11. The Government should ensure that all future major technology solutions and related projects are accompanied by sufficient reporting of delivery against contract Key Performance</p>	<p>Accept - in progress</p> <p>All programmes and projects (as detailed in the Government Plan and Departmental Operational Business Plans) are required to report on their performance and progress monthly via the GoJ project reporting tool</p>	<p>Already in place except for the Benefits Register which</p>		<p>Active</p> <p>With the publication of the Project, Programme and Capital (Building) Frameworks as part of revisions to the Public Finances Manual effective</p>

<p>Indicators and that reporting is undertaken on benefits realisation or on progress made in delivering benefits in practice.</p>	<p>(Perform). Monthly reporting includes an assessment by the Project Manager of the project status overall, including its progress to budget, schedule and scope as set out and agreed in the latest business case. Senior Responsible Officers (SRO)s assigned to each project are responsible for reviewing this information monthly to ensure the project is tracking to expected deliverables and benefits.</p> <p>The GoJ Project Delivery Framework requires the definition of a benefits realisation plan with relevant benefit ownership. All projects are expected to follow this framework from the next applicable stage.</p> <p>In 2022, the CPMO will introduce a Benefits Register for the consolidated tracking and reporting of project benefits at the portfolio level.</p>	<p>will be in place Q3 2022.</p>	<p>Head of CPMO</p>	<p>1st November 2022 (Major, Strategic and other projects section), projects are required to accurately define the expected benefits. This includes understanding the baseline measure, expected outcome and how it will be measured. Each benefit is required to have a Benefit Owner and anticipated realisation date. The benefit position should be continually monitored throughout the life of the project. For projects that commenced prior to November 2022, they are expected to follow the relevant framework from the next applicable stage gate.</p> <p>All programmes and projects are required to report performance and progress via the GoJ portfolio reporting tool (Perform), including tracking progress against key performance indicators such as programme/project status, scope, risk and issues, budget, schedule and milestones, resources and benefits. Senior Responsible Officers (SRO) are assigned to each project and are responsible for ensuring the project is tracking to expected deliverables and benefits. This position has been reinforced through SRO Appointment Letters (as part of the updates to the Public Finances Manual) where SROs commit to achieving specific milestones, outcomes and/or benefits as part of their appointment.</p>
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				<p>The CPMO developed a Benefits Register in 2022, which is currently being piloted with 7 major and strategic projects for consolidated tracking of project benefits at a portfolio level. The CPMO are seeking to extend this to all major and strategic initiatives by the end of 2023, where benefits have been clearly defined.</p> <p>A specific framework for the delivery of Information Technology (IT) projects has been developed and is due to be implemented in Q3 2023. It provides a structured process, based on international best practice, to deliver IT projects efficiently and effectively to project parameters as set out in the business case and contractual agreements with suppliers.</p>
<p>12. Following a recommendation made by the C&AG, the Government should develop an overall IT Strategy for the States of Jersey which shows how technology investment will support and impact services.</p>	<p>Accept - in progress</p> <p>A draft Technology Strategy has been written and is currently out for peer review. The final strategy will be published ahead of the elections.</p> <p>The Technology Strategy sets out the principles to be followed for the acquisition, utilisation, and continuing assessment of technology assets over their lifetime usage, and covers Platforms, Software, Hardware, Networks and Data Storage & Management.</p> <p>The existing process for the production and approval of Business Cases for technology investment requires each to articulate how requested investment supports and impacts services.</p>	<p>Business Case process already in place</p> <p>Technology Strategy is now due December 2023</p>	<p>Group Director Modernisation & Digital</p>	<p>Currently closed but will be re-opened.</p> <p>This recommendation was closed on the basis that a strategy had been produced and was in draft. The decision of the COO was to delay the publication of the strategy pending the new Government, and as such the publication has been delayed.</p> <p>The strategy is now with the Minister for Digital and it is expected that changes will be made to reflect the intent within the Ministerial Delivery Plan. It is now expected that a</p>

				<p>technology strategy will be published by 31 December 2023.</p> <p>The lead officer for this recommendation will change to the Chief Information Officer.</p>
<p>13. In delivering the OneGov vision of a joined up modern and efficient public service for islanders, there should be clear responsibility and reporting lines between Modernisation and Digital (M&D) and Departments including Non-Ministerial. The code of engagement should be clarified to include responsibilities for ownership and management of digital projects between M&D and all Departments.</p>	<p>Accept - in progress</p> <p>A minimum governance framework for projects has been developed and introduced alongside the newly launched Project Delivery Framework(s). This governance framework clearly defines the difference in role, responsibility and accountability between the Sponsoring State Body for the project and the Supplying State Body. M&D act as the Supplying State Body to departments with respect to technology projects, similar to the way in which IHE act as the Supplying State Body to departments for building/construction projects. Training on these roles was provided to 46 senior officers across Government in January 2022 and will continue throughout 2022 to embed new ways of working.</p> <p>This governance framework along with supporting materials will be published as part of a revision to the Public Finances Manual, Major and Other Project sections in June 2022.</p>	<p>Complete</p> <p>PFM to be updated by June 2022</p>	<p>Head of CPMO</p>	<p>Complete</p> <p>Project governance frameworks were published as part of a revision to the Public Finances Manual, effective 1st November 2022 (Major, Strategic and other projects section). It formalised governance arrangements for Project, Programme and Capital (Building) frameworks.</p> <p>The governance frameworks clearly define role, responsibility and accountability between the Sponsoring States Body and Supplying States Body. A Senior Responsible Officer (SRO) is identified for each States Body and their roles, responsibilities and code of engagement are clearly outlined in the SRO appointment letters, templates of which are included within the Public Finances Manual (Supporting documents). They are responsible for ensuring effective governance, assurance and project management arrangements are in place for the life of the project/programme.</p> <p>M&D act as the Supplying States Body to departments with respect to technology. As of April 2023, M&D are the Supplying States Body for 20</p>

			<p>in-flight projects, 6 of which are Major/Strategic in size.</p> <p>To comply with frameworks, projects must complete mandatory documents at each stage, which includes assessment of the impact and responsibilities of other departments, including M&D. This enables regular review and clarification of ownership at each stage.</p> <p>The Digital Strategy Leadership Group was established in Q4 2022 with the initial meeting taking place in early 2023. The group is intended to support the CSP commitment to 'drive effective and efficient delivery of public services...recognising and learning from good practice, so that we can provide the services people deserve' by setting the strategy for digital public services in government.</p> <p>Within the ITS Programme, there are a number of Boards created to oversee and make rapid decisions across the key areas of the Programme, including Benefits. Linked into this, at the end of each Release of IT'S, the baselined benefits are reviewed, and any amendment is approved by the Benefit owner and ratified through these Boards. The benefits are then maintained within the CPMO Benefits register.</p>
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<p>14. In maintaining and updating the Recommendations Tracker, the Government should provide more information to the Committee about how each recommendation is being prioritised. This should be included as part of the regular update sessions.</p>	<p>Accept - in progress</p> <p>Meetings with Departmental Senior Leadership Teams are in place on a quarterly basis, to discuss progress with recommendations. This includes how recommendations are prioritised; and how issues are resolved in terms of prioritisation should a recommendation span more than one department.</p> <p>Prioritisation of recommendations is also discussed at the Operating Committee as part of the quarterly Tracker update report.</p> <p>A review is being undertaken with Tracker working group (which includes departmental leads) to assess how to use the 'prioritisation field' more effectively within the "Tracker" to demonstrate how prioritisation of recommendations are agreed.</p>	<p>Complete</p> <p>Complete</p> <p>September 2022</p>	<p>Chief of Staff</p>	<p>Closed</p> <p>The field for prioritisation has been fully activated and continues to be highlighted as a key part of progressing actions as part of the implementation of recommendations.</p> <p>Prioritisation of recommendations and associated actions continue to be discussed at Departmental Senior Leadership Team (SLT) meetings and highlighted and discussed at the Operating Committee (OpCo) as part of their quarterly updates on performance.</p> <p>Issues relating to the Recommendations Tracker which includes non-compliance with "field functions" can and are raised at any time by exception at the Executive Leadership Team (ELT) meetings and OpCo under "key issues" if required or necessary.</p> <p>The working group has met and agreed further automation of the Tracker system should include an update to the functionality of the 'prioritisation field' to enable a better and more informed descriptor of progress to be enabled. This is being progressed as part of wider improvements and simplification of the functionality of the Tracker system.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the</p>
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<p>and 3 on a sliding percentage scale. These categories are too complex and should be simplified.</p>	<p>Outlining progress of recommendations particularly those that highlight a number of improvements over a longer period of time can be complex, hence the delineation of the amber rating into 3 categories. However, it is accepted that these categories can appear complex. Therefore, this issue will be raised at the next Tracker working group meeting to determine the potential for improving the RAG status categories. with a view to setting up a small working group to develop viable options for simplifying the RAG status.</p>	<p>May 2022</p> <p>Revised target: December 2023</p>	<p>Chief of Staff</p>	<p>The Tracker working group has met and agreed that that an appropriate replacement to the current RAG status should be introduced to demonstrate more clearly how recommendations are progressing.</p> <p>It has been agreed that providing a series of key milestones, where target dates have a longer timeframe, will enable a better narrative to be developed and articulated in relation to the progression of actions.</p> <p>Departments have been encouraged to include milestones, where appropriate within Executive Responses to both C&AG and PAC reports, to enable a progress to be more clearly defined.</p> <p>However, there are limitations to current system architecture functionality which does not allow this this type of reporting at this time.</p> <p>Again, this is being progressed as part of wider improvements and simplification of the functionality of the Tracker system. Whilst some improvements and updates can be made to the current system, it is acknowledged that it does not have the functionality to create a more sophisticated reporting system. A new system will and the need to be resourced which has greater flexibility and capability to enable</p>
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				<p>overall improvements to be made to how reporting.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the Strategic Director for Assurance and Risk.</p>
<p>17. The Government should undertake an analysis of the Recommendations Tracker and identify common themes. This would enable corrective action to be put in place in order to deliver more effectively on recommendations.</p>	<p>Accept - in progress</p> <p>Once the revised reasons for non-completion (as outlined in recommendation 15) are embedded with the working practices of departments, an analysis can be conducted which better identifies common themes relating to progress which will be discussed at the quarterly workshop challenge sessions.</p>	<p>Ongoing</p>	<p>Chief of Staff</p>	<p>Active</p> <p>Analysis by theme continues to be developed through manual manipulation of the system, alongside discussions at both ELT and OpCo meeting.</p> <p>However, the ambition over the longer term is to develop an intuitive intelligent analysis function to enable thematic functionality to become part of the automated system.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the Strategic Director for Assurance and Risk.</p>
<p>18. All scrutiny recommendations should be incorporated into the Recommendations Tracker and formally reported on.</p>	<p>Accept - in progress</p> <p>All scrutiny recommendations are recorded on the Tracker in a similar manner to C&AG and PAC recommendations.</p> <p>Reporting on scrutiny recommendations will take place following the outcome of the General Election and a new Government and States Assembly is in place.</p>	<p>Complete</p> <p>Q4 2022</p>		<p>Closed</p> <p>Following the recording of all scrutiny recommendations on the Tracker, the Council of Ministers (CoM) has agreed a process for progression and closure of scrutiny recommendations. Scrutiny recommendations are discussed at Ministerial Departmental SLTs with officials. Reports</p>

			Chief of Staff	<p>highlighting those recommendations that have been proposed for closure are provided to Scrutiny Panel Chairs for consideration.</p> <p>Quarterly reports will be provided to the Scrutiny Liaison Committee (SLC) in a similar format to reports that are provided to the Public Accounts Committee (PAC). Extracts will also be provided to Scrutiny Panels as and when required.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the Strategic Director for Assurance and Risk.</p>
<p>19. An update on the Recommendations Tracker should be provided to the Council of Ministers and the Scrutiny Liaison Committee on a regular basis.</p>	<p>Accept</p> <p>Reporting on the Recommendations Tracker to the Council of Ministers and the Scrutiny Liaison Committee States Assembly will take place bi-annually following the outcome of the General Election and a new Government and States Assembly is in place.</p>	Q4 2022	Chief of Staff	<p>Closed</p> <p>See above recommendation 18. SLC now have a similar process in place to PAC.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the Strategic Director for Assurance and Risk.</p>
<p>20. Every patient should be provided with the opportunity to submit feedback via the 'MyExperience' survey managed by the Patient Advisory Liaison Service within Health and Community Services.</p>	<p>Accept</p> <p>Different methods are in place to ensure awareness of 'MyExperience' survey, including posters, slips in letters, asking patients after appointments, PALS site on gov.je, available at the back of patient leaflets template, put inside TTAs, in handheld notes in antenatal. Uptake could be better and continuing to work with services on improving engagement methods to get more feedback and consistency.</p>	Q4 2022	Chief Nurse	<p>Complete and closed</p> <p>The MyExperience survey continues to be available to patients as set out in the original response to the recommendation. In addition, a review has been undertaken to ensure we align to other healthcare economies and use a validated survey tool. As a result, further</p>

				<p>improvements such as additional channels to access the survey (e.g.iPads) and updated questions to allow benchmarking will be rolled out in 2023.</p> <p>In addition to the survey, patients can also leave feedback through the feedback team and via a dedicated email, also published on the gov.je website.</p>
<p>21. A formal process should be initiated to ensure outstanding complaints by members of the public into any matter of administration by a Minister or a Department are investigated and appropriately addressed in a timely fashion.</p>	<p>Accept - already in place</p> <p>The Customer Feedback Policy is in place and outlines the formal process and timescales for complaints to be investigated and addressed. A manual and training is available for colleagues who handle complaints to ensure they understand the policy and what good complaints handling looks like.</p> <p>Where the States Complaints Board has findings after a hearing, the relevant Minister must present a report to the States within 12 weeks responding to those findings and must also make a statement outlining his or her response and any action proposed.</p>	<p>Complete</p>	<p>Group Director, Customer Services</p>	<p>Complete</p> <p>The Customer Feedback Policy is in place, and regular oversight is in place by a group of departmental of Feedback Managers.</p> <p>The Executive Leadership Team (ELT) and the Operating Committee (OpCo) review performance reports on customer feedback on a quarterly basis.</p> <p>Colleague training continues and a quality assurance process reviewing our complaints handling is in place by departmental feedback managers.</p>
<p>22. The Government should undertake another staff survey in 2022 which should include the same measures as the BeHeard survey. This will ensure that improvements in all areas can be identified as well as the areas that require greater attention, such as staff morale.</p>	<p>Accept</p> <p>Employee surveys are already planned for 2022 using the BeHeard (Best Companies) questions for comparisons.</p>	<p>Revised target: May 2023</p>	<p>Director of People and Corporate Services</p>	<p>Active</p> <p>Pulse Surveys undertaken at the end of 2022 by the following areas ahead of a full organisational wide BeHeard survey in 2023: CLS/JHA (excl. FRS & Ambulance)/Law Offices/IHE and SPPP.</p>

				Paper on the proposals for the 2023 BeHeard survey were taken to ELT in February. The survey will run for all staff from 12 th to 30 th June, with high level data feedback to Departments during July.
23. The Government should ensure communication of the People Strategy to all staff and ensure that related implementation plans are initiated.	<p>Accept - in progress</p> <p>Communications about different aspects of the People Strategy are being rolled out. These are targeted but always link back to the values and/or four commitments within the strategy. The plan for 2022 has already been published and communications alongside this plan will take place.</p>	On-going	Director of People and Corporate Services	<p>Closed</p> <p>Communications about different aspects of the People Strategy have been rolled out. These are targeted but always link back to the values and /or four commitments within the strategy. The plan for 2022 has already been published and communications alongside this plan will take place.</p>
24. Given the significant changes to the Government’s structure the Code of Conduct for the Civil Service (2002) should be updated in line with the People Strategy.	<p>Accept</p> <p>A new Code of Practice was issued in 2021 in line with the people strategy and a new Code of conduct (capability and disciplinary) will be introduced shortly.</p> 	May 2022	Director of People and Corporate Services	<p>Closed</p> <p>Updated employee code can be found at the following link published on gov.je</p> <p>https://www.gov.je/Working/WorkingForTheStates/Pages/CodeOfConduct.aspx</p>
25. The C&AG’s recommendation that a formal policy should be documented in respect of the line management of the Chief Executive as an employee, including any specific delegation of responsibilities from the States Employment Board, should be implemented as a priority. This should explicitly address the process for the appraisal of the Chief Executive.	<p>Accept – already in place</p> <p>The SEB regularised this position in summer 2021 with a revised scheme of delegation and Formal Policy for the CEO.</p>  	Complete	Director of People and Corporate Services	<p>Closed</p> <p>The SEB regularised this position in summer 2021 with a revised scheme of delegation and formal policy for the CEO. This includes line management appraisal arrangements for the Chief Executive.</p>

<p>26. The Government should ensure that the 11 recommendations made by the C&AG and the recommendations made by PAC relating to the employment of the Chief Executive are fully implemented.</p>	<p>Accept - in progress</p> <p>Complete with one exception requiring legislative changes – see Appendix 1 below.</p>	<p>Complete (with one exception-December 2024)</p>	<p>Director of People and Corporate Services</p> <p>Head of Policy SPPP</p>	<p>Active</p> <p>Reform of States of Jersey Employment Law included lodging by end of 2023 in the Ministerial Plan agreed by the Chief Minister. Yet to be determined which phase of the reform will commence first (CEO, JAC, SEB). It is planned to obtain a political steer at the next workshop with SEB.</p>
<p>27. The Government should prioritise the recommendations made by the C&AG on formalising the relationship between the Government and Non-Ministerial Departments including the high-level statement, Terms of Reference for liaison meetings, Memoranda of Understanding and Service Level Agreements.</p>	<p>Accept - in progress</p> <p>An Audit Committee has been established, Terms of Reference are in place for the Non-Ministerial Forum and high-level statements have been signed off for five Non-Ministerial Departments. Service Level Agreements with support departments (COO and T&E) still to be completed.</p>	<p>Complete except for implementation of SLA's</p> <p>Revised target: Q3 2023</p>	<p>Chair of NMD Forum</p>	<p>Active</p> <p>Regular Audit meetings have taken place (next one is in September) – each non-Mins Department has been asked to review specific aspects of its management of risk and business continuity.</p> <p>SLAs will be completed in Q3 of 2023.</p>
<p>28. The Arm's length Body Oversight Board should ensure that the Government's work and relationship with Arm's Length Organisations and Specified Organisations is aligned with the key strategic priorities of the Council of Ministers and States Assembly.</p>	<p>Accept - in progress</p> <p>Memorandums of Understanding (MOU) with States Owned Entities have already been revised and consulted on. They will be published by end of April 2022.</p> <p>Work is in progress with all other Arms-Length Organisations (ALOs) to improve the standard grant funded agreements, which will ensure the objective of the bodies are aligned with the Common Strategic Policies (CSPS). – awaiting confirmation this has been done</p>	<p>April 2022</p> <p>September</p>	<p>Chief of Staff</p> <p>Director of Treasury and Investment Management</p>	<p>Active</p> <p>Following a mini conference in November 2022, a series of joint workshops were established to explore any challenges in partnership working between ALBs and GoJ. ALBs consider their business plans are aligned to Ministerial priorities. This is demonstrated through the plan itself and in some cases through their Annual Report and Accounts where they specifically demonstrate activity in the prior year that was aligned to COM priorities.</p>

				<p>However, further work is underway to consider how the architecture of ALB business planning maps to ministerial work programmes.</p> <p>To note MOUs for SOEs have been reviewed, agreed and published.</p> <p>Following the disestablishment of the Chief of Staff role, responsibility for these actions has moved to the Strategic Director for Assurance and Risk.</p>
<p>29. As the Government becomes more dependent on digital technologies, policy attention should be given to the importance of digital inclusion.</p>	<p>Accept - in progress</p> <p>This recommendation spans all Government departments and requires them to carefully consider digital inclusion in the design and delivery of services.</p> <p>The ‘Digital Policy Unit’ within the ‘Department for the Economy’ continued to promote digital inclusion within its programme of work. One such example is the Unit’s work with telecommunications providers to ensure access to internet services for low-income households during the COVID-19 pandemic.</p> <p>The GOJ has a customer strategy that it works to and this has 4 key principles under a banner of ‘ACE+’ – Make it Accessible, Make it Consistent, Make it Easy and Think Ahead. Digital inclusion is a key part of ensuring our services are accessible to Islanders. Initiatives such as ‘Closer to Home’ and Connect Me support this objective.</p>	<p>Ongoing</p>	<p>Group Director Economy</p>	<p>Active</p> <p>Officials are developing the Government’s first Digital Economy Strategy which will help to meet the productivity challenge Jersey faces. The need for increased efficiency through the effective use of digital tools and services, the further development of Jersey as a centre for digital business, and lifelong learning to promote digital skills training and upskilling will be key elements of the Strategy due for publication by the end of 2023. Officials also continue to monitor issues surrounding digital inclusion and are considering whether any social policy interventions may be required to address accessibility and affordability issues for households with specific regard to telecommunications services. This would seek to build on the previous work with telecommunications providers to</p>


				<p>ensure access to internet services for low-income households during the COVID-19 pandemic. As well as its contribution to economic growth, the Government wants to ensure that Islanders are able to fully benefit from all of the ways in which digitalisation enhances lives and life choices.</p> <p>Key to this will be ensuring that digital services are affordable and accessible to all. Achieving this digital inclusivity element of the Strategy will be one focus of forthcoming consultation with key stakeholders and the public and a policy implementation priority once the strategy is published.</p> <p>Initiatives such as ‘Closer to Home’ and ‘Connect Me’ are partnerships that bring GoJ Departments, VCS organisations and Parishes together to meet customers’ bespoke needs in a location and environment that is accessible to them, supporting the importance of digital inclusion for all.</p> <p>This will supplement existing work delivered through the Department for the Economy and CYPES funding for Digital Jersey to improve digital literacy through free courses for economically disadvantaged people.</p>
<p>30. Government should introduce key targets for how it works in partnership with non-Government organisations, including key points of contact in services and clarity in how it</p>	<p>Accept - in progress</p> <p>Government of Jersey (GoJ) agree in principle to introduce clear outcome targets for how GoJ works with non-Government organisations including key points of</p>			<p>The Government has developed a Transformational Commissioning Academy that will act as a framework to good practice. This work supersedes the recommendation and covers a wider range of issues. The</p>

	<p>learn and improve. We will work directly with our partners in non-Government organisations to ensure they are fully aware of our customer feedback policy and how we deal with complaints. Whilst digital modernisation is under development, the ability to access services by telephone or ‘face to face’ for those who are less digitally connected will remain in place through customer services other channel of interaction will be taken away. Face to face will still be possible through Customer Service appointments.</p>	<p>Ongoing</p>	<p>approach to commissioning across Government.</p> <p>Government is still promoting its openness to receiving feedback, including complaints. We are working with the charity cluster groups to ensure awareness of our customer feedback policy and how we work with complaints.</p>
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R.26: Recommendations from C&AG in relation to the Chief Executive Officer

Rec No.	Recommendation	Response / Update	Update April 2023
<p>R1</p>	<p>Change the requirements of the Public Finances Manual to require consultation with the Treasurer and the relevant Accountable Officer prior to entering an employment contract with non-standard clauses that could expose the States of Jersey to liabilities.</p>	<p>The following requirement will be added to the forthcoming Public Finances Manual section on the States Employment Board:</p> <p><i>“The Group Director of People and Corporate Services must also consult with the Treasurer of the States and the relevant Accountable Officer (with responsibility for the budget out of which any costs would be met) prior to the States Employment Board offering an employment contract with non-standard clauses that could expose the States of Jersey to future liabilities.”</i></p>	<p>Closed</p> <p>A new section of the PFM on the States Employment Board went live from 1st November 2022. It includes the following:</p> <p>1. Consultation by the Group Director of People and Corporate Services (or their authorised delegate(s))</p> <p><i>The Group Director of People and Corporate Services (or their authorised delegate(s)) must consult with the Minister for Treasury and Resources and the Treasurer of the States before any proposals are put to the States Employment Board which would result, or would be likely to result, in the amounts allocated, and approved, in a Government Plan to be exceeded.</i></p> <p><i>The Group Director of People and Corporate Services, or their authorised delegate(s), must also consult with the Treasurer of the States and the relevant Accountable Officer (with responsibility for the budget out of which any costs would be met) prior to the States Employment Board offering an employment</i></p>

			<p><i>contract with non-standard clauses that could expose the States of Jersey to future liabilities.</i></p> <p><i>The Group Director of People and Corporate Services must ensure that the Treasurer of the States (or a nominated representative from Treasury and Exchequer) is invited to all States Employment Board meetings with attendance required where either:</i></p> <p><i>any proposals are to be put to the States Employment Board which would result, or would be likely to result, in the amounts allocated, and approved, in a Government Plan to be exceeded; or</i></p> <p><i>the States Employment Board are considering offering an employment contract with non-standard clauses that could expose the States of Jersey to future liabilities.</i></p>
R2	Develop a suitable disciplinary policy and supporting process specific to the post of Chief Executive.	A Disciplinary policy specific to the post of Chief Executive has been developed to come into force prior to the start date of the substantive Chief Executive.	<p>Closed</p> <p>Disciplinary policy specific to the post of the Chief Executive has been developed and is in place in readiness for both the appointment of the interim Chief Executive and going forward the appointment of the permanent Chief Executive.</p> <p>The States of Jersey Employees (Jersey) Law 2005 is due to be amended, therefore, this action may be an interim measure, dependant on the outcome of the review.</p>
R3	Document formally a policy in respect of the line management of the Chief Executive as an employee including any specific delegations of responsibilities from the SEB.	The States Employment Board will update their scheme of delegation, issued in 2018, to incorporate the recommendation to formally document a policy in respect of the line management of the Chief Executive as an employee.	<p>Closed</p> <p>Scheme of delegation has been updated. A copy can be provided to the C&AG.</p>
R4	Update policies and procedures for dealing with perceived and actual conflicts of interest of senior employees including the Chief Executive.	The Code of Practice, Standards in Public Service issued by the States Employment Board enhances the provisions within the Public Finance Manual to mandate the declaration of such	<p>Closed</p> <p>Code of Practice, Standards in Public Service has been issued by the SEB. It enhances the provisions</p>

		matters. An online system will come into force for declarations in September 2021	<p>within the Public Finances Manual to mandate the declaration of such matters.</p> <p>An online system will come into force for declarations in July 2021.</p>
R5	<p>Ensure that all decisions to enter into compromise agreements are supported by:</p> <ul style="list-style-type: none"> • a clear written rationale as to the decision taken, including alternatives considered and the proposed key terms of the agreement; and • clear calculations supporting any payments to be made, with a secondary check performed on such calculations. 	Standard Operating Procedures have now been issued	<p><u>Closed</u></p> <p>Group Director of P&CS has completed sign off of SOP for Compromise Agreements. The template is now available through the Employment Relations team and via MyStates. Link provided for SOP document.</p>  <p>HR Standard Operating Procedure</p>
R6	Undertake the proposed review of the original appointment process for the former Chief Executive as soon as practicable and implement the findings from the review in the recruitment and appointment process for the new permanent Chief Executive.	The SEB received and approved this report on 3 rd September 2021	<p><u>Closed</u></p> <p>A review of the original appointment process for the former Chief Executive will be carried out and the findings will be presented to the States Employment Board.</p>
R7	Ensure that all SEB minutes are prepared promptly and are approved at the next meeting where possible.	Minutes are now produced by the Greffe and circulated within a week of the meeting. No more than 2-meetings arrears have occurred.	<p>Close</p> <p>The SEB agree in principle that all SEB minutes should be prepared promptly and approved at the next meeting and, in most circumstances, it adheres to this.</p> <p>The States Greffe prepares the minutes and circulates as soon as is practicable after the meeting. They are then considered at the next meeting.</p> <p>We recommend that this recommendation is closed as the SEB minutes are prepared promptly by the States</p>

			Greffe and approved at the next meeting, in most circumstances.
R9	To promote clarity of accountability for decisions and associated expenditure, undertake a fundamental review of the interaction between key constitutional pieces of legislation, in particular the Public Finances (Jersey) Law 2019 and the Employment of States of Jersey Employees (Jersey) Law 2005.	This review will take place as part of the amendments to The States of Jersey Employees (Jersey) Law 2005 due to take place in 2022. The backlog of legislative drafting is proving problematic, and a new timetable is being prepared.	As set out under the Chief Minister’s Legislative Programme, amendments to the Employment of States of Jersey Employees (Jersey) Law 2005 will be brought to the States Assembly in 2023. There are currently no plans to review or amend other legislation as part of this project.
R10	Ensure that there is clear documentation of the nature and role of all advisors to the Government, including those who are unpaid.	A wholesale review of all independent advisers will be carried out to ensure the nature and role of all advisors to the Government, including those who are unpaid is documented.	Closed A role profile for the independent SEB advisor has been completed and was reviewed by SEB on 21st September 2021. Similar arrangements will be put in place if any further appointments of this nature are made.
R11	Ensure that the post of Chief Executive (and therefore the roles of Principal Accountable Officer and Head of Paid Service) is assigned clearly in writing during any future handover period between two chief executives.	This has been concluded with the handover to the current chief executive.	Active The SEB agree in principle that the post of Chief Executive should be assigned clearly in writing during any future handover period between two Chief Executives. The recommendation can only be closed following the appointment of the next Chief Executive, whereby this situation may not arise.

10. Appendix Two

10.1 Terms of Reference

1. To identify the steps that have been taken in order to implement the recommendations made in the previous Public Accounts Committee's report P.A.C.2/2022 by;
 - a) Examining the success, or otherwise, of the implementation of the recommendations.
 - b) Assessing the steps that are being taken to implement the recommendations that are outstanding.
2. To identify and assess the status of recommendations made by the Comptroller and Auditor General within the recommendations tracker that relate to improving performance management across the Government of Jersey.
3. To examine the processes and culture in place in relation to the appraisal and objective/key performance indicators setting of the:
 - i. Chief Executive Officer of the Government of Jersey
 - ii. Chief Officers
 - iii. Employees of the Government of Jersey
4. To establish how performance management processes and cultures across the Government of Jersey are linked to Ministerial and Departmental objectives and assess the suitability of these processes and reporting of outcomes.

10.2 Committee Membership

In this report the "previous PAC" should be taken to mean the PAC during the electoral term from 2018 – 2022.

The former PAC was comprised of the following Members:



Deputy Lyndsay
Feltham
Chair



Deputy Mary Le
Hegarat
Vice-Chair



Deputy Tom Coles



Deputy Raluca
Kovacs



Graeme Phipps
Lay Member



Matthew Woodhams
Lay Member



Philip Taylor
Lay Member

The current PAC Membership is comprised of the following Members:



Deputy Inna
Gardiner, Chair



Deputy Karen Willson



Deputy Raluca Kovacs



Deputy Kristina
Moore



Deputy David Warr



Graeme Phipps
Lay Member



Philip Taylor
Lay Member

10.3 Public Hearings

The Committee undertook the following public hearing during the course of its review:

Witness	Date
Suzanne Wylie, Chief Executive, Government of Jersey	
Tom Walker, Assistant Chief Executive	19 th June 2023
Mark Grimley, Chief People and Transformation Officer	

Kate Nutt, Chief Officer, External Relations	27 th June 2023
Tom Le Feuvre, Group Director, External Relations	
Kate Briden, Chief Officer, Justice and Home Affairs	28 th June 2023
Peter Horsfall, Head of Business Support, Justice and Home Affairs	
Tom Walker, Assistant Chief Executive	
Dr. Megan Mathias, Director of Delivery and Improvement	29 th June 2023
Fiona Capstick, Interim Group Director, Modernisation and Digital	
Sarah Goodwin, Head of Organisation Development	
Ian Burns, Chief Officer, Customer and Local Services	30 th June 2023
Sophie Le Sueur, Group Director, Customer Services	
Andy Scate, Chief Officer, Infrastructure and Environment	30 th June 2023
Richard Corrigan, Chief Officer, Economy	3 rd July 2023
Chris Bown, Chief Officer, Health and Community Services	
Dr. Anuschka Muller, Director of Improvement and Innovation	10 th July 2023
Jessie Marshall, Chief Nurse	
Richard Bell, Treasurer of the States	
Andrew Hacquoil, Group Director Strategic Finance	14 th July 2023
Stephanie Ward, Head of Business and Performance	
Rob Sainsbury, Chief Officer, Children, Young People, Education and Skills	28 th July 2023
Robin Smith, Chief of Police, States of Jersey Police Force	2 nd August 2023
Tom Walker, Assistant Chief Executive	
Mark Grimley, Chief People and Transformation Officer	27 th September 2023

10.4 Review Costs

The total external costs of this review totalled £. This was broken down as follows:

- Public Hearings (transcription services) – £1,200
- Social Media advertising - £20.00



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