

INDEPENDENT REVIEW OF THE

ISLE OF MAN CIVIL SERVICE



R. POOLE
O. RUNDLE
HM STAFF INSPECTION
AND EVALUATION DIVISION

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CONTENTS

PART I - BACKGROUND

1. INTRODUCTION
2. STRUCTURE OF THE REPORT
3. CONDUCT OF THE REVIEW
4. BACKGROUND TO THE REVIEW

PART II - GENERAL CONCLUSIONS AND RECOMMENDATIONS

5. INTRODUCTION
6. SENIOR MANAGEMENT STRUCTURE
7. DECISION MAKING AND CONTROL SYSTEMS
8. GRADING STRUCTURE
9. PERSONNEL AND ESTABLISHMENT POLICIES

PART III - CONCLUSIONS AND RECOMMENDATIONS BY DEPARTMENT

10. DEPARTMENT OF HEALTH AND SOCIAL SECURITY
11. DEPARTMENT OF EDUCATION
12. DEPARTMENT OF HIGHWAYS, PORTS AND PROPERTIES
13. DEPARTMENT OF LOCAL GOVERNMENT AND THE ENVIRONMENT
14. THE TREASURY DEPARTMENT
15. DEPARTMENT OF HOME AFFAIRS
16. DEPARTMENT OF TOURISM AND TRANSPORT
17. DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY
18. DEPARTMENT OF INDUSTRY
19. GOVERNMENT OFFICE AND OFFICE OF THE CHIEF MINISTER
20. PERSONNEL OFFICE
21. GENERAL REGISTRY
22. MANX MUSEUM AND NATIONAL TRUST

PART IV - WIDER ISSUES AND IMPLEMENTATION

23. WIDER ISSUES
24. IMPLEMENTATION

- A LETTER AND SUBMISSION FROM ISLE OF MAN GOVERNMENT OFFICERS' ASSOCIATION
- B NOTE ON POWERS AND RESPONSIBILITIES OF THE GOVERNOR
- C PROPOSED ORGANISATION OF THE WORKS DEPARTMENT
- D PROPOSED RE-ORGANISATION OF THE DEPARTMENTAL STRUCTURE OF GOVERNMENT

PART I

BACKGROUND

PART 1 - BACKGROUND

1. Introduction

1. 1. This is the report of a review of the Isle of Man Civil Service carried out between August 1987 and January 1988 by Mr. Roger Poole of HM Staff Inspection and Evaluation Division (SIED). The reviewing officer was assisted by Mr. Owen Rundle also of SIED and the review was supervised by Mr. E.I. Cooper, Chief Staff Inspector and head of SIED.
1. 2. In 1980 a Select Committee of Tynwald was constituted to make a complete investigation into the responsibilities of all Boards of Tynwald with a view to reallocating certain functions to other agencies of Tynwald. The Select Committee finally reported in 1985 and its report made a number of wide ranging recommendations affecting the Government (in its widest sense) of the Isle of Man. In the light of the Select Committee's deliberations and conclusions changes in the structure and organisation of Government took place during the 1980s culminating in the complete rationalisation of the responsibilities of what were some 27 Boards at the beginning of the decade into nine major Departments each headed by a Minister and 2 other Members of Tynwald. Against this background of change in the political organisation of the affairs of Government, the Isle of Man Civil Service Commission recognised the need to ensure that the Civil Service was efficiently and effectively staffed and organised to support the new political structure. On 16th February 1987 the Lieutenant Governor wrote at the request of the Commission to the Parliamentary Under Secretary of State in the UK Home Office requesting the assistance of SIED in HM Treasury in carrying out a review of the senior structure of the Isle of Man Civil Service.
1. 3. Before the review began the following terms of reference were agreed between the Civil Service Commission and the Isle of Man Government Officers' Association:

"On behalf of the Isle of Man Civil Service Commission:-

- (i) To carry out a direct examination of the duties and responsibilities attaching to selected General Service

Class (executive and administrative) and Departmental Class (professional, technical and specialist) posts in the Isle of Man Civil Service and any other posts in the public service which it is thought appropriate to include in the review.

- (ii) To take into account the recent introduction of a Departmental system of Government including changes which have been agreed by Government but not implemented at the time of the review.
- (iii) To determine the most efficient organisational structure for each of the Departments and other agencies of Government, including the correct numbers and grades of staff required to meet the needs of the duties to be performed in the areas covered by the review, in each case taking into account the views of the Minister or Chairman concerned.
- (iv) To make recommendations for the more efficient discharge of existing procedures and practices and, where appropriate, to identify any areas in which the amendment of legislation or the introduction of new technology would lead to greater efficiency.
- (v) To seek such guidance as may be necessary from the Commission in interpreting these Terms of Reference and ensuring that local factors are taken into account.
- (vi) To consult the Isle of Man Government Officers' Association prior to the start of the review and at such other times as may be appropriate."

2. Structure of the Report

- 2. 1. The report is divided into four main parts. Part I contains relevant background and introductory material. Part II contains our findings, conclusions and recommendations on those issues which are central to the review and which directly affect the organisation, structure and

staffing of the Civil Service as a whole. In this part, for example, we address such issues as the role of Ministers and civil servants; the need for each Department to have a head with clearly defined authority and responsibilities; the need for improved financial control and awareness, and the organisational structure and decision making machinery of Government under the new Departmental system. In Part III we present our analysis of findings by each Department and include our recommendations for the staffing and organisation of the top structure of each Department within the framework and principles outlined in the second part of the report. In the fourth part of the report we address still wider issues affecting, or touching upon, the role and function of Government in the Isle of Man and make proposals to the Commission and Members of Executive Council for the re-organisation of functions between Departments.

2. 2. Our objective in putting forward these views in the final part of our report is not to seek to undo what has already been agreed, nor is it to involve ourselves in what some might consider a political prerogative. We hope our views will not be misconstrued in this way but instead be taken as constructive and positive comments towards the efficient and effective administration and organisation of Government business on the Isle of Man.

3. Conduct of the Review

3. 1. The reviewing officer met the Members of the Civil Service Commission on 22nd June 1987 when the review and the terms of reference were discussed. At this meeting the Commission underlined the importance it attached to the independence of the review and encouraged the reviewing officers to interpret the terms of reference widely. Before the main review began the reviewing officer also met most of the Ministers and the administrative heads of each of the Departments to discuss in outline the organisation of the work within their Departments, to invite their comments in respect of the review's objectives and to highlight any particular areas of concern or difficulty which called for special scrutiny in the review.
3. 2. The review concentrated on the work of the nine major Departments, the Government Office, the Chief Minister's Office, and the Personnel Office. It also included some areas (the Manx Museum and National

Trust, the Water Authority) not formally part of the new Departmental structure. Most staff within each of these areas completed a standard job analysis questionnaire on which the postholder was asked to describe the main tasks and characteristics of his job. All senior staff, including some at EO1 level and below, were interviewed by the reviewing officers. During the course of the review submissions and views were received from many members of staff. We were most grateful for these and each has been carefully considered in coming to our findings and conclusions.

3. 3. The reviewing officers also had several meetings with representatives of the Government Officers' Association. At a meeting at the start of the review the Association members expressed their full co-operation and outlined a number of issues which they hoped the review would address. A copy of their submission is at Annex 'A' but in summary these were:-

- (i) the inefficient machinery and apparent lack of clear responsibility between the Whitley Council for the Isle of Man Public Service and the Civil Service Commission for dealing with the terms and conditions of service for civil servants;
- (ii) the use of "part or split scales" particularly for Departmental Class posts;
- (iii) the anomalies created by posts being analogued to posts within different public sector bodies in the UK and the potential advantages of the introduction of a spinal pay column which would cover the salary scales for all officers and facilitate common pay settlements; and
- (iv) that promotions and recruitment up to and including Senior Executive Officer level should be made by appointment and promotion panels of senior civil servants.

3. 4. We are pleased to report that throughout the review we received the fullest co-operation and assistance from all whom we met. We wish to record our sincere appreciation for this and for the valuable help

given to us by the staff of the Personnel Office who arranged the interview schedules, provided us with background papers and undertook essential research for us. Without this completely impartial help the review would not have progressed as smoothly as it did nor would it have been completed so thoroughly in the time available.

4. Background to the Review

4. 1. We have already briefly explained the events which led to this review being commissioned. In this Chapter we expand a little on this and describe in outline the political and administrative framework against which our review took place. It is not intended to be comprehensive, more impressionistic in giving a flavour to the Isle of Man political and Civil Service environment. More specific comments are left to the main parts of the report. Our terms of reference, however, specifically refer to the fact that local factors should be taken into account during the review and this we believe we have done. We also wish to record our gratitude to Mr. Antony Hamilton from the Personnel Office who was the Isle of Man Liaison Officer to the reviewing team and who provided much valuable advice and guidance to us in this respect.

4. 2. The rationalisation of the former Boards into Departments each headed by a Minister and two other Members of Tynwald has marked a significant change in the administration of Government business on the Isle of Man. Few foresaw how great this change would be nor how quickly politicians, civil servants and the public would respond and identify with the new system. Concurrent with these changes there have been others which have acted to reinforce the Ministerial system of Government. In December 1986 a procedure was introduced whereby Ministers are formally appointed by the Governor on the nomination of Tynwald, acting on a proposal of the Chief Minister. In effect this means that the Ministers owe their position to the Chief Minister and would leave office if ever a vote of no confidence against him was successful in Tynwald. This has engendered a will for Ministers to work together with a sense of collective responsibility within Executive Council. The production by the Chief Minister in November 1987 of a policy document, "The Development of a Prosperous and Caring Society" endorsed by Executive Council has increased public perception that the present body is the "Government" of the Isle of

Man. But also, and perhaps more importantly, the former Tynwald policy making Committees have been disbanded and replaced by Executive Council Committees under the Chairmanship of the Chief Minister. The Government Departments Act 1987 which, inter alia, makes a Minister solely accountable to Tynwald for the work of his or her Department and which also gives the Minister power to delegate authority and responsibility further helps to clarify and strengthen the Ministerial role.

4. 3. None of these changes has, however, diminished the role of Tynwald which remains the most important decision making body in the Isle of Man. However, the majority of Members of the House of Keys and the Legislative Council are involved in day to day Government either by being a Minister or "Junior" Minister of a Department. Thus, unlike the UK, there is no official opposition in Tynwald nor, to any extent, is there party politics. Most Members of the House of Keys (MHKs) are elected on an individual manifesto and pursue their own policies rather than those of a political party as almost invariably happens in the UK. Moreover, on an Island of some 66,000 people represented by 24 Members the average constituency size is some 2,750. This means that each MHK is perhaps more accessible and closer to his electors than a Member of Parliament in the UK. Equally with such a small constituency the views of electors carry proportionately more weight and an MHK has to be alert and responsive to their views and wishes. A great interest is shown by the Island's inhabitants in the way the Island is governed.

4. 4. Although the administration of Government has been rationalised into nine Departments they are still small by comparison with those in the UK. For example the social security side of the Department of Health and Social Security comprises just over 100 staff both to administer the benefit system which is modelled on that in the UK and to deal with the policy implications on their effect on the Isle of Man. At the other end of the scale the Department of Industry is run with a handful of staff responsible for industrial support, development and training services. Equally, many Departments cover what in the UK would be regarded as both central and local government functions. While, therefore, the volume of work in the Departments may justify their staffing levels it does mean that individuals within them deal

with a wide range of issues and that there is less scope for specialisation. Moreover the size of the Civil Service relative to the number of politicians means that the latter have greater access to individual civil servants than would their counterparts in the UK.

4. 5. These factors cannot be ignored in any review of the Isle of Man Civil Service. Each in their own way plays an important part in affecting the administration of Government. For example, while there have been strong moves towards a Ministerial and embryo "cabinet" form of Government it has had to have been built on the framework of the political status quo involving necessary procedures for consultation, persuasion and a wider involvement in decision making. Therefore, it is against this background and these factors that we make our recommendations in the following parts of the report.

4. 6. In so doing, however, we make one qualification. The conclusions and recommendations are our own. They are based on our collective experience of reviewing many organisations within the Civil Service and elsewhere, and of evaluating and grading jobs from many different disciplines. Our comments on the issues we address are made specifically in connection with the Isle of Man Civil Service and should not be attributed to, or in any way interpreted as being, the official view or line of HM Treasury in the United Kingdom.

PART II
GENERAL CONCLUSIONS
AND
RECOMMENDATIONS

PART II: GENERAL CONCLUSIONS AND RECOMMENDATIONS

5. Introduction

5. 1. In this part of the report we outline our findings and conclusions on organisational and structural matters which are central to the efficient and effective operation of the Isle of Man Civil Service. The recommendations we make should in principle affect every Government Department equally, and we have built on these more wide ranging and general recommendations in making our more detailed proposals about each Department in Part III of the report.

6. Senior Management Structure

6. 1. **We recommend that there should be one recognised head of each Department who should have clear authority and responsibility, and who should also be the Accounting Officer for that Department.**

6.1.1. In some Departments lines of authority are clearly defined; in others the bringing together of two, three or more Boards has led to some distortion. While attempts have been made to address these problems temporarily it is clear that a more stable long term solution is required.

6.1.2. The present Isle of Man Financial Regulations require that there be one Accounting Officer for a Department. It is also a sound organisational principle that there be one head of an organisation who has clear authority and responsibility and who is also accountable for the operation of that organisation. We endorse these principles for the Departmental structure in the Isle of Man Civil Service. Such a post is an important one; it is a key post not only in planning, leading and organising the work of the Department in support of the Minister but also in helping to co-ordinate and integrate the policies of Government which cross Departmental boundaries. However, in the case of the Department of Home Affairs we believe an exception should be made to this general principle and we comment further on this in Chapter 15.

6.1.3. The function and role of an Accounting Officer, in broad terms, can be compared with similar posts in the UK. There, such a post is responsible to his Minister for the propriety and regularity of his Department's expenditure, and for prudent and economical administration. His functions are also governed by two fundamental principles. First, that it is the Minister in charge of a Department who is responsible to Parliament for all aspects of its policies, organisation and management and, secondly, that officials derive their authority from the Minister and are accountable to him for their actions. We believe that these principles should apply in the Isle of Man.

6.1.4. The practice of appointing the head of a Department as the Accounting Officer recognises that finance and policy cannot be considered separately and that good financial management is an inseparable part of good organisation and management generally. The responsibilities of the head of a Department should include:-

- ensuring that financial procedures are followed and that accounting records are maintained properly both in accordance with Treasury instructions and financial regulation for vote accounting purposes and in a form suited for management purposes;
- ensuring that public funds are properly and well managed and that Departmental and independent checks are made of cash balances, equipment and property held by the Department;
- ensuring that in the consideration of policy proposals relating to expenditure or income all relevant financial considerations are taken into account and brought to the attention of Ministers.
- ensuring that the Department has appropriate systems so that managers at all levels have a clear view of their objectives and the means to assess and,

whenever possible, measure outputs or performance in relation to those objectives;

- ensuring that all managers are given well defined responsibilities for making the best use of resources including a critical scrutiny of output and value for money;
- ensuring that managers have the information about costs, training and the availability of expert advice in order to discharge their responsibilities effectively.

6.1.5. These are important and essential tasks. Along side them the head of a Department in the Isle of Man has the responsibility not only for carrying out the policy initiated at Ministerial level but also of being the principal adviser to the Minister on matters of policy to ensure that decisions are made with the full facts being taken into consideration. The posts are therefore demanding ones and it is right that individuals of the right ability - from whatever background - should fill them. The abilities, skills and experience required may vary depending upon the Department concerned. We believe it would be unnecessarily restrictive to confine such posts to a particular class or discipline within the Civil Service. Therefore we propose that the Civil Service Commission consider designating such posts as "Open Opportunity" posts and as such be open to any person considered to have the particular attributes required to fill them.

6.1.6. One of the essential skills of effective management is the art of delegation and we return to this later in the report. But it is essential, as we have already mentioned, that authority and responsibility at each level in the organisation is clearly defined and understood by all. While the head of the organisation is accountable to the Minister for the good management of his Department this should not exclude all managers in the organisation

from contributing and supporting the head of the Department in achieving the efficient, economical and effective administration of Government and Departmental business.

6.1.7. It is usual practice in the UK for Accounting Officers (and Finance Officers - see below) to be given with their formal notification of appointment a memorandum clearly setting out their responsibilities. We suggest a similar practice be adopted in the Isle of Man.

6. 2. We recommend that there should be one recognised Finance Officer in each Department, reporting directly to the Accounting Officer. Officers appointed to such posts should have a sound management background and have had or receive appropriate financial training.

6.2.1. Our investigations and discussions have led us to the firm conclusion that there is a greater need for financial management within Departments. Finance Officers in Departments are not fulfilling their proper role and are far too involved in the day to day accounting of their Departments. Nonetheless the role of a Finance Officer is a key one in supporting both the Minister and the head of the Department in ensuring that they secure the efficient, effective and economical use of all the Department's resources in pursuit of the Government's objectives, and for maintaining high standards of administration throughout the Department.

6.2.2. The Finance Officer should report directly to the Accounting Officer and be the Department's chief adviser on all financial matters. His or her responsibilities should include:-

- planning: the provision of financial management information for financial forecasting and planning arrangements to allow policy priorities to be determined and financial resources allocated within the total resources available to the Department;

- value for money: seeking to give better value year by year for resources by relating inputs of cash and other resources to the outputs they achieve and to consider the full cost of activities and outputs. Establishing links between performance reviews and evaluations with planning and preparation of estimates including giving advice to managers on policy proposals;
- control: monitoring expenditure against vote and other control totals (including budgets where they are in existence) within the estimates provision and ensuring compliance with the Treasury Financial Regulations. The Finance Officer should also ensure that robust control systems are in place including the setting of objectives and evaluation systems to review performance against them;
- capital project appraisal: giving advice and assistance to line managers in the appraisal of capital and other projects not only in line with Treasury requirements but also to assist with informed decision making within the Department and by Ministers;
- estimates: maintaining Departmental procedures to ensure that correct and accurate information is available to meet the needs of the annual estimates and budgeting programme.

6.2.3. The above responsibilities are not intended to be comprehensive but are intended to give a flavour of the important responsibilities a Finance Officer should be expected to discharge. He or she should play a far greater pro-active role in the financial management of a Department than hitherto. The emphasis should be on the development of financial control systems to encourage value for money and better use of resources rather than day to day involvement in nitty gritty book-keeping

matters. During the course of our review we were made aware of the proposal that qualified accountants should be recruited to fill the posts of Finance Officers within Departments. We are in no doubt that improvements would result but are concerned at whether there is sufficient work in each Department to justify this. An alternative proposal which was put to us was that qualified accountants (say three or four) based in the Treasury, should be charged with the responsibility of working with Finance Officers in two or three Departments each in developing and strengthening financial control systems. In general we prefer this solution and discuss this and the role of the Treasury both later in this part of the report and in Part III. We also recognise, however, that the larger Departments (for example the Department of Highways, Ports and Properties) may have sufficient complexity of costs, income and expenditure to justify the employment of a full-time accountant either on secondment from the Treasury or on a short term appointment for two or three years to introduce financial control systems and to improve financial performance. Again we discuss this later in the report.

6.2.4. Notwithstanding the comments in the foregoing paragraph it is important that those officers filling Finance Officer posts should have both the aptitude and the training to do the job. We strongly recommend that officers filling such posts should have had a good grounding in management principles and practice, and appropriate financial experience and training.

6.2.5. In coming to our conclusions on the appropriate grade for Finance Officers in Departments we have assumed that the posts by and large will fulfil the duties described in paragraph 6.2.2.

6. 3. We recommend that the present functions of the Government Office and those of the Chief Minister's Office be combined under a new post which should undertake the present functions of Head of the Civil

Service, Government Secretary and Chief Adviser to the Chief Minister.

6.3.1. The introduction of the Ministerial system and the emergence of Executive Council as an important policy making body in the Government of the Isle of Man has placed different demands on both Ministers and members of the Civil Service. The need for separate administrative support both for the Chief Minister and for Executive Council has already been recognised in the Isle of Man and we are satisfied that if the Ministerial system is to be a success then the central co-ordination and integration of policy has to be strengthened.

6.3.2. At the time of the review there was an embryo Chief Minister's Office providing policy support to the Chief Minister but administrative support to Executive Council was still being provided by the Government Office. The Government Office also undertakes important duties on behalf of the Lieutenant Governor. The Governor derives his powers and duties from the Crown, for the most part as set out in the Royal Instructions; has specific functions (eg Nationality and Immigration) which derive from United Kingdom Acts of Parliament; and has legislative, judicial and administrative functions under Acts of Tynwald or Manx Customary Law. For convenience a note on the powers and duties of the Governor prepared by the HM Attorney General is at Annex 'B'. It is accepted that the duties of the Governor in respect of the Crown and UK Acts of Parliament will not change and thus the Governor will rightly expect to have direct and "unfettered" advice on these matters. It is the Government Secretary who manages the office and provides this service to the Governor. Moreover we have been advised that these duties cannot be devolved to another Government Department under the control of a Minister. Those matters, however, which are derived from Manx law are open to change.

6.3.3. In summary, therefore, the Government Office has three main functions:-

- (i) providing a service to the Lieutenant Governor;
- (ii) providing a service to Executive Council;
- (iii) miscellaneous duties largely inherited or devolved to it over time.

6.3.4. We have considered these issues carefully and our firm conclusion is that it would be inefficient to separate the Government Office functions, Executive Council functions and Chief Minister Office functions into separate organisations. Our view is that they should remain together in one organisation. We recognise that the intention is to provide secretarial and policy support to the Chief Minister and to Executive Council and that this support should not be diluted by other Government Office responsibilities. This need not be the case and in Part III when we come to consider the staffing and organisation of this office in more detail we make proposals to separate these functions within the office. The underlying principle is that Government Office and the Chief Minister's Office should be seen as two divisions of the one Department. This will reflect the very close relationship which should exist between the Governor and the Chief Minister and reflect the fact that the Governor, even in the exercise of functions which are not vested in the "Governor in Council", is likely to seek the advice where necessary of the Chief Minister.

6.3.5. Just as we believe there should be one office we believe also that one post should head it and combine the present functions of Chief Adviser to the Chief Minister, Government Secretary and Head of the Civil Service. This new post will be a demanding one but it is important that it should not be weighed down with day to day involvement in the secretarial support to Executive Council nor in the day to day management of the affairs of Government Office. All are functions more appropriate to a junior level. Thus there should be a review of the present statutory and

ex officio functions of the Government Secretary to consider whether they can be delegated or transferred elsewhere. But, notwithstanding that we see the Principal Adviser to the Governor being the Chief Minister, the post should remain a source of independent advice to the Governor, for example, on those functions undertaken by the Civil Service on his behalf. As Principal Adviser to the Chief Minister the post should oversee the co-ordination and development of Government policy and provide policy advice to the Chief Minister. As the Head of the Civil Service it is right that he or she should be directly associated with the political Head of the Government to whom he can represent the views of the Civil Service. The post therefore should also retain its membership of the Civil Service Commission and provide an active management presence in the consideration of personnel policy and establishment matters. Clearly, it would be sensible for the post to have a new job title and here the title Chief Secretary may be appropriate but we make no firm proposal on this as much will depend on the acceptance of this report and on any legislative changes that may be needed to remove the present title of Government Secretary.

6.3.6. The development of this office along the lines we have suggested is essential to the development of the Ministerial system of Government in the Isle of Man. We comment next on the decision making machinery in which this office should play an important part both at the political and official level.

7. Decision Making and Control Systems

7. 1. We recommend that the responsibilities of Ministers and civil servants be clarified and that more authority be devolved to administrators.

7.1.1. It has already been generally recognised that the move to a Ministerial system of Government will mean a change in

the respective roles of Ministers and civil servants. The discussions we had with Ministers during the review were useful and all the Ministers saw their primary role as determining the policy objectives of their respective Departments and the strategy for achieving them. All expressed the strong desire to lessen their involvement in the day to day running of their Departments which they said they would like to be the responsibility of the senior civil servant heading the Department.

7.1.2. The Government Departments Act 1987 makes a Minister accountable to Tynwald for the operation of his Department and gives him power to delegate. Opportunity should be taken during the implementation of this Act to clarify the role of the Minister and his "Junior" Ministers and that of civil servants. Our findings have indicated that despite the good intentions of Ministers many are still becoming far too involved in matters of general administration and management which should be the responsibility of civil servants. In some cases this reflected a lack of confidence by the Minister in the ability of his senior civil servants; in other cases it was the reluctance on the part of civil servants to take responsibility upon themselves for such decisions. In part also, it reflected the general environment within which the Manx Civil Service works where there is close contact between politicians and constituents, and politicians and civil servants. Nonetheless it is our firm conclusion that Ministers should delegate more decision making authority to administrators.

7.1.3. We have already said that there is a need to have one clear administrative head of a Department and that he should have clear authority and responsibility. Our recommendation in this part of the report is consistent with our earlier recommendation. The head of a Department must be given the responsibility and authority to manage his Department in the best way to meet and deliver the policy objectives determined by his Minister. Equally decisions within existing policy guidelines should as far

as possible be left to civil servants to make leaving it to their discretion and judgment whether the issue is sufficiently important or sensitive to involve the Minister. There should be fewer routine and straightforward matters going to Ministers.

7.1.4. Delegation is not an easy task and there is risk attached to it. With robust management information systems, however, this risk can be minimised - and there are advantages. Ministers are busy; their political and Departmental responsibilities mean they cannot afford to be diverted from their main task of establishing aims and policy objectives for the Department and agreeing plans with their administrative heads. The Minister must be confident that the Department is organised in a way which will deliver but a too active involvement by the Minister will blur relationships and authority.

7. 2. The move to a Ministerial system requires a change from the former "board" or "committee" style of decision making and management. More decisions should rest with individuals either at the political or administrative level. The decision making machinery at Departmental level and Government level needs to be clear and streamlined.

7.2.1. Organisations can be dynamic or stable depending largely upon the work they undertake and the external environment with which they interact. Managers need to be aware of these pressures and react accordingly. Just as we said in the previous section that more decisions need to be delegated to tighten authority and speed decision making this cannot be done without some decision making framework. This will vary in detail from Department to Department depending upon the nature of the work, but we believe there needs to be some common procedures or ground rules at the Departmental or Governmental level so that there is both consistency in practice and confidence in the way in which decisions are made.

7.2.2. At the Departmental level the Government Departments Act

1987 has given to the Minister the power to make individual decisions whereas previously many, if not all, important decisions were referred to, and taken collectively by, the Board or a Committee. At the time of our review Departments were going through a transitional stage and the decision making framework was dictated by outdated legislation. Departmental business was still being run by a Committee often comprising the Minister and his two "Junior" Ministers with agendas, papers and minutes being prepared. This is a time consuming and costly method of decision making and much time is spent by administrators in preparing for, attending and dealing with the follow-up work from these meetings. We are not totally against committees, but there are advantages and disadvantages. The advantages are that they allow group deliberation and judgment; bring together wider experience and opinion; allow representation of interested groups; facilitate co-ordination of Department's plans and policies over the various organisational units; and transmit and convey information or instructions to the group uniformly. Against this, the disadvantages can be that committees delay decision taking; are costly in terms of time and money; take decisions which could represent the lowest common denominator; encourage indecision through adjournment; and split or disperse authority. The danger is, and we saw many examples of this in the Isle of Man, that a committee will take responsibility for a decision that could more efficiently be taken by an individual or that the committee will seek to review and monitor all that has happened in the Department since the last meeting.

- 7.2.3. As we have said, we are not against committees but, like individuals in an organisation, they should have clear authority and responsibility and a clear and identified purpose. An important role for them Departmentally (and also centrally) is in the development of plans and strategies to achieve policy objectives and to monitor and control developments, for concern with strategic plans must be followed up to make sure events conform to

decisions. It is important, however, to distinguish between strategy and policy making with execution. The former is concerned with broad principles while the latter is concerned with the day to day running of a Department - setting standards and procedures to govern execution of policies, establishing controls, co-ordination etc. This is where the head of a Department has an important responsibility.

7.2.4. The intention of the Ministerial system and the Government Departments Act 1987, we understand, is to move away from the committee approach to management. We endorse this. But it does mean that each Department will have to develop its own way of submitting policy papers to the Minister(s) for decisions (and for recording those decisions) which may be supplemented by ad hoc meetings on a particular issue. It is not for us to be prescriptive in this matter for much will depend upon the individual wishes of the Minister but the system adopted should be clear and everyone in the organisation should know what is expected of them. It is in this area that the head of the Department should have an important part to play. However, we do recognise that papers and submissions for the Minister have to be co-ordinated somewhere and it is inappropriate that it be done by the head of a Department. No new post should be required for this task but we address this issue as necessary for each Department in Part III.

7.2.5. There also needs to be a clear decision making framework at the Government or inter-Departmental level. Many areas of Government policy cross Departmental boundaries and there needs to be some system which will facilitate the co-ordination and integration of these issues to ensure all are pulling in the same direction. It is here that we envisage that the secretariat to Executive Council should play an important role perhaps in part along the lines of the Cabinet Office in the UK. We note that there are plans to create four standing committees of Executive

Council of which the membership will be the Chief Minister, Ministers and Members of Tynwald. Some officials will also be present. There will be a need for these committees to have clearly defined authority and responsibility for decisions and/or recommendations both in respect of Executive Council and Departments otherwise they will fall between two stools and lead to inconclusive deliberation. Departments will have to know when and under what circumstances an issue is appropriate for these committees and when an issue is appropriate for Executive Council. We propose that this issue be considered at an early stage by the head of the Civil Service who will in any event have an important co-ordination role among the heads of other Government Departments. If too much is centralised and goes to Executive Council or its committees decision making will be slow and cumbersome and unnecessary work will be created in supporting and servicing committee meetings. We fully endorse the critical review which is currently being undertaken of matters which are presently put before Executive Council for deliberation and decision. We suggest also that a standard agreed format and consultation procedure co-ordinated by the Executive Council secretariat be introduced for papers submitted to these committees.

7. 3. We recommend that financial and management controls should be strengthened and that increasing emphasis should be placed on the introduction of objective setting, budgeting, performance measurement and policy evaluation. We also recommend that the functions of Government should be regularly and critically reviewed by Ministers and their Departments using such specialist help (eg Staff Inspection, Internal Audit etc) as may be needed.

7.3.1. The two previous sections have discussed the need for increased delegation and for clear decision making procedures. Clearly delegation cannot occur in a vacuum and those who delegate remain accountable for overall performance. For Ministers and others to delegate there have therefore to be in place sufficiently robust systems to ensure that targets and policy objectives are being

met.

7.3.2. The policy document "The Development of a Prosperous and Caring Society" published in October 1987 and its predecessor issued in March that year outline in broad terms the policy aims of the Government and of individual Departments. The policy document acknowledges that "Efficiency in internal Government is perhaps best served by there being clear and consistent policy objectives ... Departments must question and examine the rationale behind their actions and see whether the underlying policies are relevant and valid regularly to examine and justify their operations." It continues that Departments will be "encouraged to develop information systems and performance indicators which will allow results to be evaluated" We endorse these sentiments and objectives.

7.3.3. At the time of our review there was little real movement in this direction but the creation of Government Departments together with the proposals already outlined in the report should facilitate these moves. The Departmental aims are currently couched in broad and general terms and there is a need to tighten them so that measurement of performance against them is made easier. It is not our intention in this report to specify precisely what should be done except to say that in the past five or six years there have been significant developments along this road in the UK Civil Service. Not all will be appropriate to the Isle of Man but the principles should be universal. In 1982 the Financial Management Initiative (FMI) was launched in the UK. This had the following objectives:-

"To promote in each department an organisation and a system in which managers at all levels have:

- (a) a clear view of their objectives; and means to assess, and wherever possible measure, outputs or

performance in relation to those objectives;

(b) well defined responsibility for making the best use of their resources, including a critical scrutiny of output and value for money; and

(c) the information (particularly about costs), the training and the access to expert advice which they need to exercise their responsibilities effectively."

In the UK each Department was required to draw up a plan to improve its financial management and to discuss its programme with HM Treasury. We believe that the Isle of Man Government should consider doing likewise but envisage a greater role for Executive Council in driving these issues forward.

7.3.4. In sections 6.1 and 6.2 we have already identified two key posts in Departments, namely the Accounting Officer and Finance Officer posts. They should be charged with taking forward these initiatives in their Departments in conjunction with their Ministers. But this does not abrogate the responsibilities of individual managers who should, in conjunction with their line managers, identify key objectives for their tasks (consistent with Departmental objectives), targets and dates by which to achieve them and ways in which performance can be measured. We comment later in the report on the changes in the staff annual reporting system which we believe should be introduced to underline these developments.

7.3.5. We accept change cannot be achieved overnight and it will take time for the Isle of Man Civil Service and for Ministers to adjust to this new managerial environment. It is evident from the moves that have already been made that the will and determination is there. These developments should be seen as a motivating factor for managers and staff making them more aware of outputs and costs and helping them improve their performance by enabling them to set specific objectives and targets for

increasing outputs or reducing costs.

- 7.3.6. Placed in its proper context the systems should form an integral part of the Department's emerging planning and budgetary control framework. We note that the Treasury letter of instructions for the Budget for 1988/89 endorsed many of the principles which we have briefly outlined. Regrettably from what we saw in Departments little was in place to comply with Treasury strictures. When Departmental systems are in place to review priorities, objectives, targets and performance and to plan, it is sensible that Departmental budgeting cycles should be consistent and link in with the Government expenditure planning cycle.
- 7.3.7. The Civil Service has expanded significantly in the past 10 years or so. Largely this has been the result of Government expanding its functions. The systems we have said should be introduced should encourage a better control and use of existing resources. They should also encourage a critical review of existing functions and stimulate such questions as "Do we need to do this?" "Is there a more efficient or cost effective way of achieving the same result?" "Do we need to provide this level of service?" Equally, and just as important, when new policies are introduced it should become common practice to define the specific objectives of the policy and what it is expected to achieve and by what date; define the assumptions made and specify the resources required to achieve the objectives; and plan how the policy is going to be evaluated. All new policies and existing policies should be re-appraised at regular intervals to ensure that they are still achieving their objectives efficiently and providing value for money.
- 7.3.8. There is nothing new in the proposals we have outlined. Some Departments have already made creditable attempts to introduce such measures in response to earlier Treasury demands. But we believe that progress can only be made

with the help and co-operation of the Treasury where the relevant skills and technical advice rests. We have commented earlier that qualified accountants within the Treasury should assist and oversee the finances and financial control systems in Departments. In Part III we propose a restructuring of the Treasury which is designed with this aim in mind.

8. Grading Structure

8. 1. We recommend that the Isle of Man adopts and applies in full the UK Civil Service grading criteria for General Service Classes and also, where it is sensible to do so, for all Departmental Class grades.

8.1.1. The present grading structure of the Isle of Man Civil Service does not directly correspond to that of the UK Civil Service. In many areas this is perhaps understandable since many of the duties correspond more with local government in the UK than with the the functions of central Government. We were asked both by the Civil Service Commission and particularly by the Government Officers' Association to consider, first, what the most appropriate grading structure is for the Isle of Man Civil Service and, secondly, to consider whether it is more efficient to have all grades aligned to the UK Civil Service grading structure.

8.1.2. Grading is a form of job evaluation. In a grading system there is often a pre-determined number of grades and associated rates of pay. Each grade level has written definitions which represent the yardstick against which jobs are evaluated and then fitted into the appropriate grade. The grade definitions are based on broad differences of skills, responsibility or qualifications, each grade representing a threshold which must be reached before regrading occurs. The bottom grade, for example, would cover simple work done under close supervision and each successive grade reflects a higher level of skill and responsibility. Parallel grades requiring different skills or disciplines but at equivalent levels can also be

identified and defined. Thus a grade involves the grouping together of jobs within ranges of similar quality or "job weight". The boundaries between grades are not clear cut and, in practice, it is not unusual for there to be an element of overlap between adjacent grades. It is also quite normal, indeed expected, that posts should "reach up" to perform duties appropriate to the grade above from time to time. Within the UK Civil Service there is a wide range of published grading guidance describing the qualitative level that is expected of a particular grade.

8.1.3. A grading system has a number of advantages; it provides a stable structure around which organisations can be constructed and planned; it assists with manpower budgeting and the costing of alternative policy options; comparisons between jobs can be made; it facilitates a clear, well defined career development system, promotion policy and other aspects of personnel policy within a stable organisational framework. But grading standards are important. It is in the interests of both staff and management that work should be done at the proper level and that skills should not be wasted on lower quality work. A grading system can become inflexible in not responding to changes in the nature and content of jobs. Grade drift can happen for a number of reasons: lack of delegation; recruitment problems; quality of staff; individuals carrying lower quality work up with them on promotion and, at a time of change, initial work which was complex is now less so as precedents and procedures become established. It is the Staff Inspection process in the Isle of Man Civil Service which provides the necessary monitoring and maintenance of the grading structure to ensure that jobs are correctly graded.

8.1.4. We do not propose to go into the history of the present grading structure of the Isle of Man Civil Service but it has been the cause of much debate and dissatisfaction. Our interest is to come to a conclusion on what we believe

is best in terms of getting essential work done efficiently. (The salary scales which are attached to the various grades are outside our terms of reference and are a matter for the Civil Service Commission. We do, however, make general comments later in the report about the Isle of Man pay structure). Before 1981 the grading position is confused so far as direct comparison with the UK is concerned. It appears to us that the Isle of Man grade in terms of quality has been equated with the equivalent UK salary scale. For example, the grade EO1 attracting a salary scale of the first 4 points of the HEO scale was considered (broadly) to be equivalent to lower quality HEO in job weight terms. Since 1981, however, when Staff Inspection was introduced, the full grading criteria of the UK Civil Service has been applied. We believe this approach is sensible and following our interim report, it was agreed that we should apply the full UK grading criteria to jobs in the Isle of Man. Thus we have assumed that the AO2 grade corresponds directly to the SEO grade, that the EO1 grade corresponds directly to the HEO grade, and that the EO2 grade corresponds to the EO grade. It will be for the Civil Service Commission to decide whether or not the title of these posts should be changed.

- 8.1.5. Some of the posts we have reviewed stand up well to this direct comparison in terms of job weight, others do not. In Part III we make recommendations on the correct grading of each of the posts we have seen. Inevitably some of the comments and recommendations we make will have consequential effects down the organisational structure. This was recognised at the outset of the review and it was agreed that the Staff Inspectors in the Personnel Office should carry out a programme of inspections of the lower grades in the light of the recommendations we made. We are aware that some have questioned their ability to do this but we cannot understand these sentiments. For our part we have every confidence in them. They have attended all the training courses which staff inspectors in the UK attend and are conversant with all the staff inspection

techniques and skills.

8.1.6. In general our conclusions about General Service Class posts apply equally to Departmental Class posts. As regards the technical posts analogued to the PTO Class in the UK there are at present, for various reasons, a mixture of salary scales applied, often crossing the boundaries of two grade levels in the UK. This has been caused by a comparison of salary levels rather than any analytical assessment of the job weights concerned. We believe that this is inappropriate if grading standards are to be upheld and in Part III we make firm recommendations on what the appropriate grade should be. However, where we think it is not sensible to analogue a post to the UK Civil Service grade we shall say so and make appropriate recommendations.

8. 2. We recommend that the AO1 grade be abolished.

8.2.1. The Isle of Man presently has two grades, AO1 and Principal, within the UK Grade 7 salary scale. In line with the salary paid to these grades we have assumed that the AO1 grade corresponds in job weight terms to the lower level of Grade 7 and that of the Isle of Man Principal grade corresponds to the upper level of Grade 7. We have considered carefully the need for two grades at this level. There is no doubt that in career structure terms having an additional promotion level assists personnel policy options. However, as a result of our review we are not convinced of the need to have two grades at this level. We have earlier in this report underlined the importance of posts having clear authority and responsibility. We have found, in terms of management and organisation of the work, that having two grades at this level leads to distortion, duplication of effort and a blurring of responsibilities. Our conclusion, therefore, is that the AO1 grade is superfluous and that the one grade, the UK Civil Service Grade 7, is all that is required. This recommendation is also consistent with

our earlier recommendation that the full UK Civil Service grading structure should apply in the Isle of Man. This recommendation was agreed, in principle, by the Civil Service Commission and Executive Council when put to them in our interim report and therefore in Part III our grading proposals are framed around this proposal.

- 8.2.3. In terms of quality of work and job weight many of the posts in the Isle of Man fall in grades below Grade 7. Some of the larger Departments justify one Grade 7 post or more and in the DHSS and the Treasury, for example, there is a need for posts at grades higher than Grade 7. However, other Departments while justifying the need for two or more Grade 7 posts or equivalent do not justify, in terms of job quality, a Grade 6 post. At the same time there is still a need for one post to be the accepted head of that Department and to organise and co-ordinate the work of other Grade 7 posts. In such cases we propose that the Civil Service Commission considers paying that officer an additional amount equivalent to five per cent of the maximum of the Grade 7 scale in recognition of his or her additional duties.

9. Personnel and Establishment Policies

9. 1. **The unified Civil Service should be maintained and the role of the Civil Service Commission and the Personnel Office should be strengthened and enhanced.**

9.1.1. Although we deal in detail with the work and staffing of the Personnel Office in Part III we feel that there are matters of general principle which are best addressed in this part of the report.

9.1.2. The Personnel Office provides administrative support to the Civil Service Commission whose principal duties include assessing the staffing needs of Government Departments and other offices and dealing with personnel and management matters for the unified Civil Service. During the course of the review we became aware of the

wish of some Departments to "go it alone" in respect of personnel policies including recruitment and promotion of staff. In some cases this resulted from a frustration at the "restrictive" nature of Civil Service rules and regulations: in others it was in response to particular problems of retention or recruitment of staff. However, we firmly believe that the unified Civil Service which was introduced in 1962 should be retained and that in a Civil Service of the size of the Isle of Man's it is sensible and more efficient to centralise personnel and establishment policy matters.

9.1.3. Personnel policies have to respond to the needs of the Civil Service and the outside labour market with which it interacts and competes. On the Isle of Man the external environment is not only the local Manx employment market but also that of the UK because some of the wide ranging functions undertaken by the Government demand that specialist skills have to be sought and bought in from the UK or elsewhere. Personnel policies have therefore to be dynamic and not stagnant. We feel that some of the problems which the Commission is facing at the present time result from the outdated and inflexible legislative framework within which it must operate and this to some extent explains the frustration felt by some Departments at what they perceive, at times, as the bureaucratic or inflexible attitude of the Commission. We outline some of these below and strongly recommend that the legislative restrictions be lifted as soon as practicable.

9.1.4. The Commission is restricted by the 1962 Civil Service Act from appointing part-time members of the Civil Service. The labour market and working patterns have changed in recent years and there is an increasing trend towards the employment of part-time staff and job sharing. The inability to recruit in this way is unduly restrictive and could mean the loss of skills and experience which could otherwise be retained on a part-time basis. The 1962 Act also disallows the Commission from making short period or

"contractual" (ie non-pensionable) appointments despite strong pressure from Departments to be provided with a particular specialist on a short term basis. This has led some Departments to recruit regardless (even though this is technically ultra vires). This is damaging to the unity of the Civil Service and could lead to chaos if all Departments followed this lead. The facility for Departments to be provided with appointments outside the Civil Service should be made possible under the auspices of the Personnel Office which should remain the guardians of the terms and conditions of all public employees. The concentration of expertise in one body is sensible and it would be wasteful to duplicate or disperse effort throughout Departments.

- 9.1.5. The employment of temporary staff can introduce considerable flexibility in the use of manpower particularly if the work is seasonal or of an otherwise temporary nature. The Personnel Office provides a central agency which can be used by Departments should they need temporary staff, or they can make appointments themselves. However, the system can be abused particularly if temporary staff are retained longer than necessary or used as a means of circumventing the rules on Civil Service manpower. We believe that it is right that there should be firm rules controlling the recruitment of temporary staff and the length of time they remain employed. We propose that the Personnel Office should, in conjunction with Departments, draw up appropriate policy guidelines covering such matters as engagements. These should not be too restrictive about a Department's ability to engage temporary staff, but some control needs to be in place. The cost of temporary staff, which should also be separately identified and budgeted for by Departments, should come under close scrutiny at estimates time each year. Naturally, any case for a temporary position to be converted into a permanent post should be approved by the Civil Service Commission in the normal way.

- 9.1.6. The changing managerial environment with its emphasis on

efficient management of resources, objectives and target setting and performance measurement requires, in our view, that the Personnel Office should take a more pro-active role than hitherto and have a higher profile in the administration of Government. To meet this latter point we make additional proposals in Part IV of the report for consideration by the Commission and, ultimately, Executive Council. Meanwhile, it might be helpful if we outline briefly the essential roles of the Office. It should be responsible for:-

- (a) the framework for all aspects of personnel management including recruitment, staff reporting, career development, training and promotion, welfare and discipline;
- (b) planning and managing Departments' needs for people, both in the short and longer term, consistent with the resources available to Government as a whole;
- (c) the arrangements for posting staff between Departments in accordance with Departmental priorities and objectives in the short and longer term;
- (d) informing line managers in Departments of their responsibilities, including their responsibility for leadership, for encouraging initiative and for getting the best out of staff; and supporting the line managers to carry them out;
- (e) good industrial relations (both with individual unions and staff associations) and through the Whitley system.

9.1.7. The Personnel Office is already trying to meet many of these responsibilities but we find that it is not always receiving support from Departments, Ministers and line managers. If it is to fulfil these tasks there needs to

be co-operation between Departments and the Personnel Office. The two sides should work together in drawing up manpower forecasts and the Personnel Office should (with the Treasury) be consulted when new functions or legislation requiring additional resources are being planned. Equally it must be recognised that the Personnel Office has a control function in terms of numbers and grading standards through its Staff Inspection function. In this and in other matters they share responsibility with the Treasury. Manpower is an expensive resource (up to two-thirds or more of a Department's running costs) and it is important that it is used efficiently and effectively. The Treasury should support and work closely with the Personnel Office in this respect; tight financial controls on Departments should also provide an incentive for control on staff numbers and encouragement for Departments to identify and eliminate waste.

9. 2. The Civil Service environment has changed and the Ministerial Government system is placing different demands and requiring different skills from civil servants. We endorse the move to strengthen training in the Civil Service.

9.2.1. The Civil Service Commission engaged the consultants ITS Ltd. to carry out a Needs Analysis of the priority training requirements for the Isle of Man Civil Service during 1987. We have seen their report. In our view it strikes the right balance and recognises that change is required and that for this change to be effective civil servants need support and help in taking on the new challenges which face them. Training must be seen as an investment and as a way in bringing out the best in people and in the contribution they can make to the organisation and the administration. Our report identifies the role of particular key posts within Departments, but the underlying principles described are not exclusive to these posts and should apply to all posts within the Civil Service. Financial awareness, cost consciousness and value for money should increasingly become every day terms which are not only used but actively sought by civil

servants. We hope that full support is given by Departments and staff to this initiative.

9. 3. We recommend that the Civil Service Commission review the present recruitment, appraisal, promotion and postings procedures operated in the Civil Service.

9.3.1. We know we may be treading on some controversial subjects here but we think it is right - and within our terms of reference - to express our views.

9.3.2. Recruitment to the General Service Classes is at Clerical Assistant or Clerical Officer level depending upon qualifications and age. There is no direct entry to the Executive level and there is an age bar of 29 years of age for entry at CO level. Moreover CAs cannot be promoted to CO unless they have passed a qualifying test and were under 30 years of age at recruitment. Similarly promotion from CO to the Executive Class only takes place after success in a qualifying examination and interview after which the individual is entitled to apply in competition for vacancies at the higher grade. Thereafter promotion and postings are made usually by application by individuals as vacancies arise.

9.3.3. In a small Civil Service there is no need for ambitious or complex recruitment and posting systems. We understand that it is the Commission's policy to provide a career structure for serving officers and to recruit locally as far as possible. We believe, however, some changes are now required. There are advantages and disadvantages to the present promotion system adopted by the Commission. We summarise some of these below:-

- (i) there is a frequent need to hold promotion or recruitment boards with their associated paperwork which also ties up valuable political and senior administrative time as board members;

- (ii) by having what is, in effect, a self-posting system there is possibly some reassurance that the person appointed will want the job;
- (iii) but movement by application for vacancies can engender frustration if not selected and when it is known that there is little other opportunity to move; and
- (iv) the opportunity for the Personnel Office to play a more active role in the career management and development of staff is severely restricted.

9.3.4. An alternative system would be to hold annual promotion boards on the basis of predicted vacancies at each grade level (eg by resignation, promotion, retirement etc) and thus create a list of suitably qualified candidates for promotion. If the criteria for selection are robust enough there should be confidence that individuals selected are the best suited to fill a job at the higher grade. It also does not necessarily preclude selecting "horses for courses" because there will be a choice from those on the list. Moreover a system like this facilitates succession planning and manpower planning. Under the present system a successful officer promoted from one post to fill a vacancy will himself then leave a vacancy which will need to be advertised.

9.3.5. Having said this, it became clear to us that there are some jobs within the General Service Class which are highly technical in nature and require substantial and expensive training. Posts in Income Tax Division and Customs and Excise Division are perhaps two examples. Personnel and postings policies need to recognise that people should not be moved into key posts within such Divisions if they have not had experience of that type of work at some time. In small organisations this can be severely disruptive. Equally, postings policy must recognise that full return must be obtained from the investment in training a person to

do the job. At the same time it would be inefficient and, in our view, not cost effective to create elaborate career structures in each small Department so affected.

- 9.3.6. In terms of promotion systems we believe that the Commission should reap the benefits that both the existing and the "promotion list" system can bring. Certain technical posts or other posts requiring a certain skill could be trawled individually while the remainder, and we would hope the majority, would be filled by the "promotion list" approach.
- 9.3.7. Too much movement of staff between Departments in a small Civil Service is both disruptive and inefficient. But staff need also to be developed by a positive postings policy as well as by training. The two are complementary: skills learned have to be applied. A balance needs to be struck between the retention of experience within Departments and the benefits that fresh ideas, new insights can bring through the movement of staff. The overriding objective should be, however, the improvement in the efficiency of the Service whose prime function is to assist Ministers and the Government in the formulation and execution of policy.
- 9.3.8. The promotion and postings tasks are largely executive ones. We believe for all but the most senior posts promotion boards should comprise a minimum of three suitably graded and trained civil servants. In all cases we propose that one of the members, preferably the chairman, should be from the Personnel Office, with others drawn from Departments. Their recommendations for promotion should be put to the head of the Personnel Office if he or she was not a member of the board or, if he were, then to the Head of the Civil Service, who should satisfy themselves that the procedures followed were fair and impartial and that those selected were selected on merit. For senior posts (Grade 7 and above) we propose an

alternative system. We accept that for such key posts Ministers in whose Department they will be working need to be involved. But we believe that there has also to be an independent balancing factor to protect Ministers from accusations of patronage. We make proposals in Part IV of the report that one member of the Civil Service Commission should be a (retired) respected and experienced member of the business or commercial sector with no political or Civil Service links, and it is he (or she) who should provide this independence. We therefore propose that such senior appointments be made by a panel comprising this member of the Civil Service Commission (as chairman), the Head of the Civil Service and the Minister of the Department in which the vacancy falls. Such appointments should be endorsed by the Chief Minister.

9.3.9. Therefore, the need for political involvement in recruitment boards should be reviewed. Our proposals should allow the politicians, in conjunction with the Personnel Office, to concentrate on developing the higher profile personnel policies which we feel are needed for today's Civil Service.

9.3.10. In recruiting its staff the Civil Service is in competition with a burgeoning financial and commercial sector, as well as with employers in the UK. It has to attract and retain sufficient staff of the right skills and ability to meet the immediate and future management needs of the Service. The present recruitment at only CO level could be too restrictive and we understand that the Commission has already considered the limited direct recruitment of suitably qualified applicants to the EO grade. An alternative is to appoint such officers at CO level but with the intention that they follow a management development programme involving a variety of short period postings in Departments combined with a programme of training with the promise of accelerated and automatic promotion to EO if they perform well. To avoid disruption to a Department's work we suggest that until promoted such individuals should serve in a supernumerary capacity.

9.3.11. At a more junior level we feel that the present age bars for appointments at CO level should be reviewed both for promotion or direct recruitment. The need for a qualifying test from CA to CO should also be reviewed and perhaps replaced, in the longer term when a better staff reporting system is in operation, by a period of experience in the grade combined with satisfactory performance at the CA grade. The present age bars to us appear unnecessarily to restrict the Civil Service Commission from appointing able experienced personnel who may have followed the early part of their careers outside the Civil Service. They also prevent the re-employment of experienced staff who may have left (eg to have a family) but who wish to return.

9.3.12. The present staff reporting and appraisal system needs to be improved to reflect the changing needs and skills required in the Civil Service, and to ensure that individuals with potential are identified early and that those whose performance is not acceptable are identified and dealt with effectively. The Personnel Office is currently reviewing the present system and is drawing on the work that has already been done in the UK Civil Service. There they are based on agreed job descriptions, forward job plans including individual objectives and targets related to their Division's or Department's agreed annual work programme.

9. 4. Pay: We recommend that, in the light of developments in the UK Civil Service in the development of pay spines and performance related increments, the Isle of Man Government reviews its present system of establishing the remuneration of its civil servants and other public sector employees.

9.4.1. We do not think it appropriate, nor do we believe it is within our terms of reference, to say what civil servants should be paid. But we do feel we should comment briefly on the system which determines what they should be paid.

- 9.4.2. For those posts which are analogued to UK Civil Service posts the appropriate UK salary scale is used although in many cases not the full scale. In other cases where the job is analogued to a UK local authority post the appropriate local authority scale is used. But also, as we have already mentioned in the report, some posts have had their salary equated to local authority scales but their grade analogued to one in the UK Civil Service. Consequently there are part scales and scales which cross UK Civil Service grade boundaries. We tend to agree with the Government Officers' Association when they say that in a small Civil Service this leads to dissatisfaction with different pay award dates and different amounts being awarded. It also adds to the complexity of the work in the Personnel Office keeping on top of all the different grades and salary scales. We were encouraged by the Association and by others in the course of the review to analogue posts as far as was sensible to the UK Civil Service. This we have attempted to do. However, this will not solve the problem of recruitment and retention in those posts which are broadly comparable to local government posts and which attract a higher salary than the corresponding Civil Service grade.
- 9.4.3. We have discussed earlier the importance of maintaining grading standards. Grading should be the constant and pay the variable: pay problems should not be solved by abusing grading standards. The Civil Service Commission is aware of the recent pay agreements which have been negotiated between HM Treasury and some UK Civil Service Unions. The major ones are with the Institution of Professional Civil Servants (IPCS) covering the grades and groups represented by the Institution, and with the Inland Revenue Staff Federation (IRSF). Certain elements of the agreement have been implemented for IPCS equivalent posts in the Isle of Man. It is too early to say whether similar agreements with other UK Civil Service unions will be negotiated. But the objectives of these schemes are similar and are designed:-

- (i) to link the pay and personnel management arrangements;
- (ii) to provide incentives for improving and maintaining efficiency;
- (iii) to reward sustained high performance;
- (iv) to provide greater flexibility in the management of the staff concerned and better opportunities for career development;
- (v) to maintain the openness of all the rules and provisions of the pay, promotion and career management arrangements;
- (vi) to provide for equity of treatment while also providing for flexibility to deal with particular pay problems;
- (vii) to secure the confidence of the public in the system for determining the pay of the staff in the Civil Service covered by the agreements by providing that their pay shall be enough, taking one year with another, to recruit, retain and motivate the civil servants concerned to perform efficiently the duties required of them;
- (viii) to secure the confidence of these civil servants that their pay will be determined fairly; and
- (ix) to enable the Government to reconcile its responsibilities for the control of public expenditure with its responsibilities as an employer.

9.4.4. What the schemes introduce is a pay spine comprising a sequence of pay points arranged to provide suitable incremental progression, and a pay span comprising a

number of consecutive points on the pay spine which are available to pay staff occupying posts within that span. Posts are allocated to spans according to their job weight and there is one span for each grading level thus determined. The spans are divided into 'scales' and 'ranges', the maxima and minima of which can vary depending upon or to reflect particular and special difficulties of recruitment and/or retention of posts representing a particular function or discipline. The range represents at least three points on the spine and progression onto and up the range is discretionary and depends on performance as assessed in annual staff reports. There is also provision for awarding immediate incremental awards on the scale for outstanding performance and also for withdrawing or withholding increments for poor performance.

9.4.5. It would seem to us that the principles of the spine system and the flexibility they provide are particularly suited to the Isle of Man. There are two ways forward. Either the Civil Service Commission can retain its strict links with the UK and adopt the new pay agreements as and when or if they are negotiated or it can take the spirit of the agreement and negotiate its own pay agreement and pay spine with the Government Officers' Association. In the former case it does nothing to reduce the plethora of different scales and rules associated with each agreement but it has the advantage of providing and imposing pay scales and increases on employees without annual negotiations. In the latter case the Isle of Man can design a pay system to meet its requirements in terms of recruitment and retention difficulties but at the same time retaining the grading links with the UK Civil Service. We make no recommendation other than that the Commission consider these options with the Government Officers' Association.

9.4.6. We were specifically asked by the Government Officers' Association to consider the responsibilities of the Civil Service Commission vis a vis the Whitley Council system in

pay and grading matters. We hesitate to enter this area, particularly as the Whitley Constitution is one which is negotiated between the Official Side and Staff Side representatives. But, in the spirit of what we have said in other parts of this report, authority and responsibility should be clear and should be delegated to a level consistent with sound management. In principle it seems sensible to give the Civil Service Commission authority to deal with the terms and conditions of all civil servants and public sector employees and perhaps use the Whitley system to resolve disputes.

PART III
CONCLUSIONS AND RECOMMENDATIONS
BY
DEPARTMENT

10. DEPARTMENT OF HEALTH AND SOCIAL SECURITY

Role and Organisation

10. 1. This is a large Department responsible for the provision of all social security benefits on the Island and the provision of all health care and associated services. It was formed in 1986 by the bringing together of two separate Boards, namely the Health Services Board and the Board of Social Security. In reality they still effectively operate as two separate entities with each arm operating independently of the other. The functions are only brought together at the top by the Acting Secretary who is the Accounting Officer for the Department and by the Minister who has overall political responsibility for the Department. At the time of the review there was also an embryo Welfare Services Division and work was underway to define its responsibilities and organisation. We spoke with the designated head of that Division but the concept or staff of this organisation did not form part of the review. We have however taken it into account when forming our conclusions on posts and work elsewhere in the Department.
10. 2. On the Health Services Division side the organisation is headed by an Administrator and Secretary at Grade 7 level. He is assisted by a Deputy Administrator at AO1 level. Underneath these two posts the Division is split into four functional areas: Community Health covering community nursing and ancillary services, school medical services, child health care and general health care; Hospitals and specialist services including administrative and clerical support to Ballamona Hospital and Ramsey Cottage Hospital, family practitioner services; Administration based in headquarters providing policy support to the senior posts and Minister and Members; and Finance Section providing a co-ordinated finance service for the Health Services Division. All the senior posts in these areas formed part of the review with the exception of the Community Physician. The Island's largest hospital - Noble's - is not staffed with members of the Civil Service, although all finance is provided by central Government. None of the management staff there were included in the review, although the Maintenance Manager for the hospitals, based at Noble's Hospital, was interviewed.

10. 3. On the **Social Security Division** side the organisation is headed by the Administrator who is also the Acting Secretary for the whole Department (Grade 7). The work of the Division is split into the following seven discrete sections each headed by an officer at AO2 level:

Policy Section: responsible for general policy support to the administrator; preparing agendas and minutes of Departmental meetings; reciprocal agreements; publicity and leaflets; co-ordination of training; monitoring of legislative changes.

General Benefits Section: responsible for the administration of sickness, invalidity, industrial injuries, maternity, death and child benefits and/or pensions and also mobility allowance, attendance allowance and severe disablement allowance. It is also responsible for the management of the Department's agency offices.

Pensions, Supplementary Benefit Section: responsible for retirement and widows pension, supplementary benefit and the issue of all order books.

Employment Section: responsible for the administration of unemployment benefit, policy and issue of work permits including servicing the Employment Committee, and job centre activities.

Inspectorate/Contributions Section: responsible for enforcement and special investigations and maintenance of contributions' records and policy.

Computer Section: oversight of the "user" interest in the COSMOS project which is computerising social security records and systems.

Finance Section: responsible for the day to day financial accounting of the Division, including monitoring of expenditure and preparation of estimates.

All senior posts at AO2 level and above were included in the review.

10. 4. The Social Security system on the Isle of Man mirrors almost completely that in the UK. This dates from the inception of the Welfare State in the UK in 1948 when the Isle of Man accepted that it should have at least the same welfare state. Since that date the Isle of Man Government, with few exceptions, has automatically applied UK legislation. The effect of the reciprocal agreement which exists between the two Governments is to treat the Isle of Man and the UK as one country for Social Security purposes and thus entitlement to benefit is the same in both countries except for supplementary benefits, family income supplement and other non-contributory benefits which are not part of the agreement. In the latter cases there is a residency condition and different rates are paid. Another effect of this is to restrict the freedom of the Department to develop and formulate policy and it is largely obliged to follow the initiatives and changes generated in the UK. However, this does impose its own pressures and problems for the Department in that it has to respond to such changes and systems which are developed for a much larger UK organisation. The Isle of Man Government Policy Statement in October 1987 nonetheless states that it will continue to review and question the appropriateness of (our) social security programmes and, in particular, will be examining in detail the changes to be introduced in the supplementary benefits and family income supplement schemes to see what, if any, changes should be made to the Isle of Man schemes. It also states that an appraisal and review of the reciprocal agreement is high on the agenda. On the Health policy side, the Department has more autonomy and although in terms of the services and standards it provides it looks to the UK for comparison and guidance, it is free to develop and adapt to meet the particular requirements and circumstances of the Island.

Findings and Conclusions

Health Services Division

10. 5. The Civil Service provides administrative support to two of the three hospitals on the Island. The Hospital Secretaries at Ramsey Cottage Hospital and Ballamona were interviewed. At the time, however, there was some uncertainty about their future role because of changes being introduced affecting the management of all hospital services in the light of recommendations made in the Benner/Evans Report of 1986. We

comment briefly on these changes in a later section but we nonetheless give our views on the posts as we saw them.

10. 6. The Hospital Secretary post at Ramsey Cottage Hospital is graded EO1. The hospital has 46 geriatric beds, 26 acute and 6 private beds and is a general hospital with out patients and small casualty for minor accidents. It also has operating theatre facilities for minor surgery. The post's main duties are preparing monthly and weekly pay input forms, payment of accounts, raising new staff pay records, preparing annual revenue account estimates and servicing the Hospital Administration Committee (to be replaced by management teams - see later). The majority of the work is appropriate to the CO or EO grade but given its isolation and management responsibilities we conclude the correct grade is EO.

10. 7. The Secretary at Ballamona Hospital is graded AO1. The hospital is the centre for psychiatric services on the Island and provides a service for the mentally ill and handicapped. Part of the responsibilities of the hospital are a day centre, an adult training centre and a 170 acre farm which is run on a commercial basis but which it is hoped will also provide sheltered employment for the mentally handicapped. The Secretary is responsible for the day to day management of the hospital services including catering, laundry, maintenance, farm and gardens. There are however a Catering Manager and a Maintenance Manager for the hospital group and outwith the post's organisation. The post is also the link between the professional staff and the Administration Committee of which the Secretary is a member. The Secretary is also a member of the Departmental Management Committee which comprises all the senior management staff. He is assisted in much of this work by an EO1. The post also has responsibility for the financial affairs of the hospital in which he is assisted by an EO2, including the preparation of revenue and capital accounts. The post has to face a wide range of administrative and other problems connected with a hospital service including hygiene, fire regulations, cleaning, and recruitment centre. Nonetheless our firm conclusion is that the post contains a variety of quality of work within the HEO/SEO range and is reasonably loaded. Under the new management structure we understand that the post is likely to play a more enhanced management role and

therefore we propose it be graded SEO.

- 10.8. The Maintenance Manager post is responsible for the maintenance of the Noble's and Ballamona hospitals and related buildings, and the homes, residences and clinics within the Department. The post has a maintenance staff of 38 covering the main trades (ie engineers, electricians, plumbers, joiners, painters, masons etc). The post has therefore to control and direct a variety of trade disciplines into efficient teams and plan the work schedule interfaces. The variety of buildings within his area of responsibility is very wide as are the functions they house. They also range considerably in age and historical importance. The post is presently setting up a programme of planned maintenance in order to reduce the number of emergency repairs currently arising but is hampered in this respect by the lack of clerical support. We conclude that the quality of work undertaken by the Maintenance Manager post equates to that of the HPTO grade in the UK Civil Service.
10. 9. In headquarters four senior posts formed part of the review, although some posts at EO1 level were also interviewed to gain a fuller picture of the work of the Division. One AO2 Administration post is secretary to the Medical and Dental Services Committee which meets quarterly including the preparation of agendas, minutes and correspondence. Some issues raise questions of policy which the postholder has to research and make recommendations thereon to the Chairman and to the Minister. The post also administers the terms of service under which independent contractors provide services to the Department (eg Dentists, Opticians, Pharmaceutical practitioners) including negotiating with their representatives. There is also an elaborate committee system (twelve separate ones) serviced by an EO1, but overseen by the AO2 post. It also oversees the work of the Family Practitioner Committee Section and assists in the preparation of primary and secondary legislation. The AO1 Deputy Administrator post researches and prepares policy papers for the Health Services Committee and for the Department, over a wide range of Health Service issues and attends these meetings with or without the Administrator. He is involved in the recruitment and appointment procedures for Hospital and Specialist services. Other tasks include preparing answers to Tynwald questions and replies to correspondence from Members of Tynwald and the public. The Administrator (Grade 7) post

has overall responsibility for the implementation of Health Service policy including the amendment and application of primary and subsidiary legislation. He is the principal administrative adviser on the Health Service to the Department.

- 10.10. Combined the three postholders have nearly nineteen years' experience of work in the Health Services and all have been promoted to their posts from within the Division. We have found that there is no clear authority and responsibility attached to the posts and this leads to duplication of effort and waste of resources. This needs to be clarified and this applies to a lesser degree to the AO2 Finance post which we deal with later. Nevertheless the Administrator post is an important and demanding post and we conclude it is correctly graded at Grade 7. The AO1 post presents an unnecessary management level which only serves to distort lines of authority. As we have reached the firm conclusion that there is sufficient work of the correct quality to justify only two SEO posts on the Administrative side, we recommend that the AO1 and AO2 posts be replaced by two posts at SEO level.
- 10.11. We are aware that the formation of the Welfare Division may affect the work of this Division by taking some responsibilities away and our conclusion will have to be reviewed in the light of this. We also note that it is intended that the AO2 post should provide secretarial support to the proposed Hospital Administration Committee and we comment upon this later.
- 10.12. Much of the Health Services legislation is old and out of date and there are plans to update and consolidate it. Our conclusions have taken this work into account. Opportunity should also be taken to rationalise the very many statutory committees which are a feature of this Division and which only add further debating fora and add to the administrative demands on the Division. This has also been commented upon by the Legislative Draftsman on his first analysis of existing legislation.
- 10.13. The AO2 Finance Officer post has oversight and direct involvement in the preparation and co-ordination of the capital and revenue estimates for the Division including liaison with hospital administrators, other Sections of the Health Service and negotiations

with the Treasury. The post monitors expenditure throughout the year and provides authoritative advice on the interpretation and implementation of the Health Service Regulations and on the pay and conditions of all Health Service employees. We also interviewed the EO1 post in the Section and our overall conclusion is that many tasks throughout the Section should be reallocated to a lower grade. We have already described in Part II the essential functions of a Finance Officer and later in this chapter we make proposals for combining the Finance function for the Department as a whole.

Social Security Division

10.14. The AO2 posts in charge of the General Benefits Section, Pensions and Supplementary Benefits Section and the Employment Section are far too involved in the day to day casework of their Sections.

Notwithstanding the slightly different circumstances of the Isle of Man, close comparisons in the management and administration of benefits can be made with the UK. We believe it would be helpful to summarise the responsibilities expected of the SEO grade in DHSS integrated offices. These are:-

- to manage efficiently and economically an office of the DHSS administering the National Insurance Acts, Child Benefit Acts and Social Security Acts in a particular locality.
- to allocate and deploy resources, including responsibility for long term planning and organisation.
- responsibility for reporting standards, discipline and other personnel functions.
- ensuring that proper attention is given to security procedures in order to account for losses through external and internal fraud.
- to keep abreast of new legislation and procedures but is not expected to maintain any degree of casework expertise. To vet and sign all replies to Ministerial and MPs

correspondence although the drafting will be done at EO/HEO level. To authorise all fraud and compliance proceedings and be responsible for all aspects of budgetary control although most decisions would be taken at EO/HEO level.

- advice to HEOs on personnel/organisation/training aspects of the work, but the advice sought and given should not be of a technical nature (where the expertise is recognised as resting at HEO level).
- to represent the Department on essentially operational issues to MPs and other elected representatives, organisations or groups.

10.15. For comparison we outline the essential duties of the HEO grade:-

- to manage efficiently and economically areas of work within a local office to ensure the timeous and accurate clearance of the work.
- deployment of staff and resources, welfare, discipline and other personnel matters.
- test checks as laid down in instructions plus management checks determined by experience and standard of staff.
- dealing with such technical casework as is necessary, the level of which will vary according to the type of command, and providing technical advice to staff.
- training and staff development.
- preparation of replies to correspondence from MPs etc.
- accommodation matters (usually one HEO per office).

10.16. It follows from this that the day to day administration of benefits, assessment of entitlements is done at CO level with EO involvement checking and authorising payments. Moreover adjudication officers

and National Insurance Officers are at EO level and appeals are also prepared and presented by this grade with the HEO being rarely involved to provide advice and guidance.

- 10.17. By way of illustration an office in the UK of up to 120 staff would be expected to be managed by one SEO with perhaps six or seven HEOs depending upon the caseload.
- 10.18. However, in coming to our conclusions on the number of SEOs required we have taken into account the special circumstances of the Isle of Man (as our terms of reference demand that we do). In particular we have considered the greater need for posts at this level to assess the effects of changes to UK legislation and systems on the Isle of Man; the additional discretion the Isle of Man has for developing its own policy on the Supplementary Benefit side; the plans for the review of Social Security policy as outlined in the Government's policy statement; and the closer and regular links that the Department has with its political representatives. Notwithstanding this we also recognise that change needs to be introduced gradually and the training and development of staff in greater responsibilities has to take place. Therefore our conclusion is that there should be two SEO led Sections - one heading all contributory benefits (including management of the Agency Offices and including unemployment benefit and its associated responsibilities) and the other SEO post heading all non-contributory benefits.
- 10.19. Our findings on the AO2 post on the Investigation/Contribution records side is that while there is some work appropriate to a lower grade we conclude that there is sufficient policy work and initiatives (eg personal pensions) to justify a post at SEO level at the present time. We similarly propose to confirm the SEO grade of the post overseeing the COSMOS project although in terms of job quality a significant amount of the work is of HEO level. We propose that the grading of these two posts be reviewed in two years' time.
- 10.20. Although we are in no position to come to firm conclusions these findings suggest that there is a considerable amount of overgrading throughout the Division. The Personnel Office Staff Inspectors should look at this as soon as practicable and we suggest that when

they do so they seek the advice of Staff Inspectors in the UK experienced at looking at the work of DHSS local offices.

- 10.21. Our conclusions about the role and responsibilities for the SEO posts assume they take a much higher responsibility for review of policy in the Division. Consequently we see no need for an AO2 (SEO) post in charge of the Policy Section. The post in any event was found to be of poor quality. We propose that it be replaced by an HEO post the responsibilities of which should also include the drafting of legislation, co-ordination of papers and work for the Head of the Department (see later), preparation of papers for Departmental and other Ministerial meetings, taking minutes and performing other private secretary tasks for the Head of Department and the Minister.
- 10.22. Our findings on the AO2 Finance post mirror closely those on the post on the Health Services side (see para. 10.12). There is much work that should be delegated. Our overall conclusion looking at the finance and accounting work throughout the Department (including the proposed Welfare Division) is that the Finance Sections should be combined under one SEO post.
- 10.23. The Acting Secretary of the Department/Administrator of the Social Security Division (Grade 7) has a demanding post in overseeing, co-ordinating and integrating the work of the Health Services, the Social Security and the introduction of the Welfare Services Division. There are important developments taking place in the Department and we are convinced that there needs to be a singleton Head of Department to lead these changes. However, in common with our other findings in the Social Security Division, the postholder is becoming too involved in day to day matters on the Division. Many of these management issues should be delegated to the remaining SEO posts leaving the postholder time to take a more forward looking, planning role in the development of the Department's policy. As Head of the Department, as the Accounting Officer of the Department (with the responsibilities described in Part II), and taking into account the quality of work and responsibilities of the post we conclude that it justifies being equated to Open Structure Grade 6 in the UK Civil Service. We see no need for a Grade 7 post in charge of Social Security Division in addition to this post.

Organisation

Health Services Division

- 10.24. In the light of our findings on the Administration side we propose that one SEO post should have clear responsibility for the bulk of the hospital and specialist work and the other should have responsibility for Family Practitioner matters and Community Health policy. Both posts should report to the Grade 7 Head of the Division.
- 10.25. In 1985/86 an inquiry was carried out on behalf of the then Health Services Board into the efficient and economical organisation of the hospital and geriatric care on the Island. The inquiry was carried out by Mr. Benner and Dr. Evans who presented their report, known as the Benner/Evans Report, in March 1986. It made a number of recommendations including that:-
- local management should be strengthened in the Noble's and Ballamona Hospitals and that management powers should be exercised by management teams to be created comprising a doctor, nurse and administrator.
 - an improvement in the information systems, both management and financial, and that management adopt, without variation, the procedures and indicators in England and Wales.
 - long term development plans be introduced.
 - there was scope in Noble's Hospital for greater cost effectiveness and more economical use of resources.
- 10.26. Many of the proposals followed the philosophy of the "Griffiths Report" on the NHS and presented to the UK Secretary of State for Social Services in 1983.
- 10.27. At the time of our review the Department was in the process of introducing some of the management proposals recommended in the

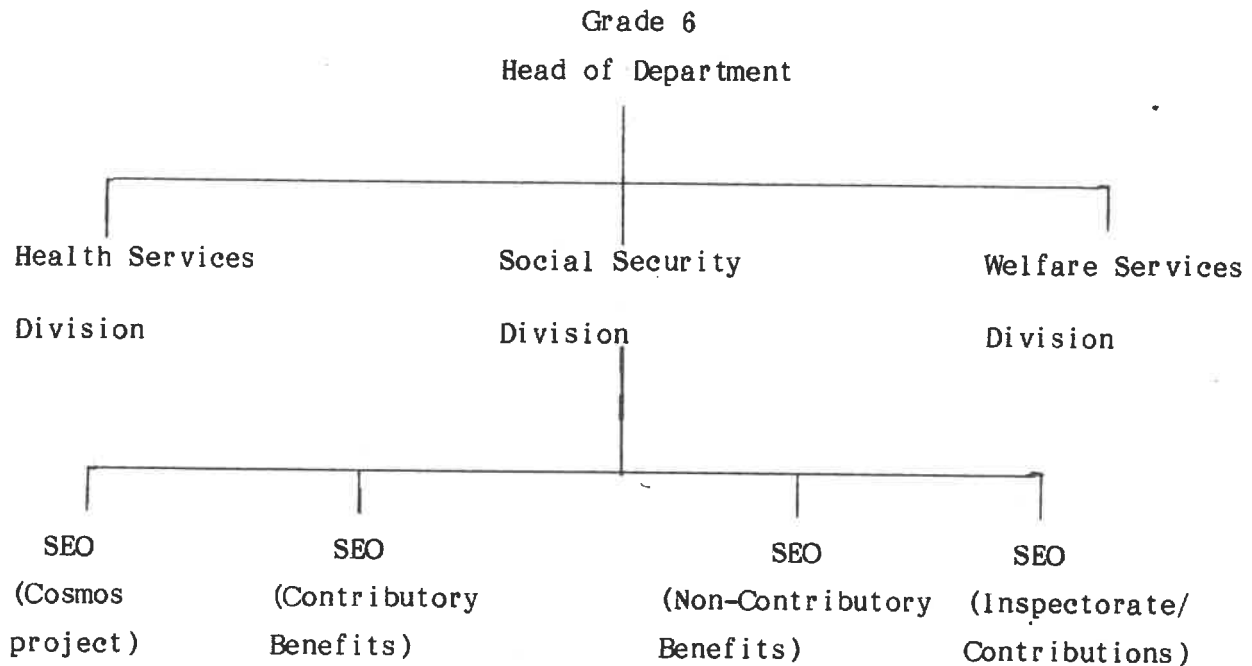
Benner/Evans Report, but necessary changes in legislation were delaying quick implementation. It is proposed to disband the present Administration Committees of each of the three main hospitals and replace them with management teams, and that also a Hospitals Administration Committee (HAC) be the controlling authority for these teams. The HAC would be responsible to the Department through the "Junior Minister" for Health for the management and control of all the Department's hospitals within pre-determined policy guidelines. It is proposed that membership of the HAC be limited to five persons with appropriate qualifications and experience and that the HAC be serviced by an AO2 (SEO) officer from the Administration Section in the Health Services Division.

- 10.28. We have discussed in outline these proposals with the Acting Secretary of the Department and also put forward our views which we believe in no way go against the grain of the Benner/Evans Report. We believe that the management of a modern hospital service with a current revenue expenditure of about £16 million and whole-time equivalent staff numbers in excess of 1,300 requires stronger management than a committee and the Department can provide. We propose the appointment of a full-time General Manager on a contractual basis (possibly renewable after, say, three years) responsible to the HAC and by extension to the Minister for the delivery of an efficient hospital service on the Island. We believe such an appointment would be complementary to the committee management structure proposed by Benner/Evans. A necessary corollary to this is a clarification of authority and responsibility. The Department should take a backward step and sever its day to day involvement in the management of hospital services and concentrate on the development of a health service strategy and policy within which the General Manager and the HAC would be expected to work. Targets could also be established by the Department against which performance could be measured. We firmly believe this is the right way forward.
- 10.29. A further corollary to this proposal is that it would be inconsistent that there should be Departmental Civil Service staff within the hospitals and therefore the existing Hospital Secretary posts and supporting staff should become Health Service staff along the lines of the administrative staff in Noble's Hospital. Central Government should continue to provide a central payroll service and co-ordinate

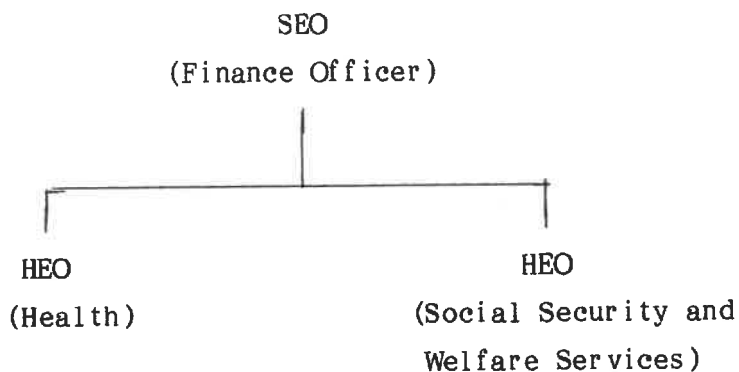
estimates and budget annually.

Social Security

10.30. We have already indicated our organisational thoughts under the findings and conclusions section but by way of summary we illustrate them here with an organisational chart:-



10.31. We also propose that the Finance responsibilities for the Divisions be combined and be placed in one Section providing a service for the whole Department. It should be headed by an officer at SEO grade who, as Finance Officer, should report directly to the Head of Department who is the Accounting Officer. The SEO post should fulfil the tasks described in Part II of this report with day to day accounting being carried out and supervised at a lower level. In coming to this conclusion we have read and taken into account the views expressed in an investigation carried out by the Personnel Office Staff Inspectors and an Accountant from the Treasury. We envisage the following structure and functional responsibilities with the numbers and grades of junior staff being determined by further review by the Personnel Office:-



The Finance Section will inevitably need to develop close links with other parts of the Department, especially the heads of the other Divisions.

- 10.32. We have considered the existing responsibilities of the Employment Section in the Department. We propose that responsibility for policy and payment of unemployment benefit remain in the Department and that the general Employment Committee responsibilities, including work permits and placements etc, be transferred to the Department of Industry. We address the consequences of this proposal further in Part IV of the report.

Recommendations

- 10.33. We recommend that the Hospital Secretary at Ramsey Cottage Hospital be graded EO and that the Secretary at Ballamona Hospital be graded SEO (but see also later recommendations). We further recommend that the Maintenance Manager post be graded HPTO, but that it remains outside of the Civil Service.
- 10.34. We recommend that the Administrator post of the Health Services Division be graded Open Structure Grade 7 and that he be supported by two SEO posts.
- 10.35. We recommend that a General Manager for hospital services be appointed on a contractual basis and be responsible to the Minister and the Hospitals Administration Committee for the delivery of an efficient service.
- 10.36. Following on from the above recommendations we further recommend that the support posts presently provided by the Department to Ramsey and

Ballamona Hospitals should sever their links with the Department and no longer be civil servants. Consistent with this recommendation we believe that the staff of Noble's Hospital should not be brought into the Civil Service which we understand is currently being considered.

- 10.37. We recommend that the Health Services Division be organised along the lines proposed in paragraph 10.24.
- 10.38. We recommend that the Head and Accounting Officer of the Department of Health and Social Security be equated to Open Structure Grade 6 in UK Civil Service.
- 10.39. We recommend that there be four SEO posts in the Social Security Division of the Department and that the senior structure be organised as described in paragraph 10.30.
- 10.40. We recommend that there be one Finance Section for the whole Department headed by one post at SEO level who should report directly to the Accounting Officer.

11. DEPARTMENT OF EDUCATION

Role and Organisation

11. 1. The Department of Education, comprising the Minister and his two political colleagues, only formally came into being during the course of the review (in September 1987) and consequently the systems and new organisation were at an embryo stage. Nonetheless the essential responsibilities of the Department, which are to promote Education in the Isle of Man and to provide an effective, varied and comprehensive education service, had not changed. This includes primary, secondary and further education. The Department is a major employer with a current staff of 1,500 including 700 head teachers, teachers and lecturers.

11. 2. A new committee structure and system has been introduced which became effective in January 1988 after elections to the Board of Education held the previous December. There are now six committees serviced by the Department: the Primary Education Committee (monthly); the Secondary Education Committee (one each term), the Further Education Committee (one each term); the General Purposes Committee (ten meetings a year approximately); the Youth Welfare Committee (ten meetings a year approximately), and the Children's Committee (monthly). The membership of these committees consists primarily of selected members of the Board of Education and one political member of the Department in a non-voting capacity. There are also Governing Bodies for all the secondary schools which are serviced by the school secretaries but the Department does have some input in vetting agendas and minutes. The Department meets fortnightly and the Board of Education (fifteen elected non-Tynwald members) meets once each term.

11. 3. At officer level the Director of Education is the Head of the Department and is supported on the professional side by an Assistant Director of Education, an Education Adviser and an Educational Psychologist. (An earlier Staff Inspection Report prepared by the Personnel Office has made recommendations to strengthen the professional support staff). In addition there is a Youth and Community Officer, a Senior Social Worker as head of the Child Care Division, and a School Meals Organiser supervising the school meals

service. In head office there are two administrative support branches, one dealing with finance and the other with administration including some general policy matters and servicing the various educational committees.

11. 4. The review looked at the Director of Education, Assistant Director, Educational Adviser, Finance Officer (AO1) and Administrative Officer (AO2) posts in headquarters. In addition the Works Inspector (HPTO) and one of the 2 Assistant Works Inspectors (PTO) were included.

Findings and Conclusions

11. 5. Professional Posts: The Director of Education and Head of the Department is a key post within the Department in co-ordinating and integrating the policies of the Department and the Board of Education and in making recommendations to the Minister and the Board on all aspects of primary, secondary and further education policy. He has important representational responsibilities with examination boards, other educational establishments in the UK and with the UK Department of Education and Science.
11. 6. The Assistant Director of Education assists the Director and deputises for him in his absence. He has particular responsibility for staffing levels and personnel matters for teachers, lecturers etc (including manpower planning and recruitment); the provision of adequate and suitable accommodation for schools including the control of a rolling 5 year capital programme for future accommodation needs; delegated responsibility for policy matters relating to primary education; and the provision of physical education equipment and facilities in schools. We are generally satisfied with this post and, as with the Director, are satisfied that it needs to be filled by a professional officer. But in terms of job quality there are tasks which should be handled at a lower level and these include organising swimming timetables, inter-school events such as football, netball, swimming galas etc. The postholder should restrict himself to developing and co-ordinating the policy of physical education rather than being actively involved in these lower level matters. We feel also that the post should have formal oversight of the Administrative Section and make further comment about the post in

paragraph 11.19.

11. 7. At the time of the review the Department had one Education Adviser, an Educational Psychologist who also provided advice on special education, and a Youth and Community Officer for youth activities. An earlier Personnel Office Staff Inspection Report has recommended the appointment of an additional Adviser and an additional Psychologist to work under the direction of the existing Educational Psychologist. In response to this report the Director of Education has acknowledged the recognition that has been given to the need to strengthen the Advisory Service. He has recommended that:-
- (i) a senior education adviser post should be created in addition to the two adviser posts recommended in the Staff Inspection Report to co-ordinate the work of the advisory service;
 - (ii) an additional Educational Psychologist be appointed and that the present Psychologist post retains responsibility for advice on special education and that the need for a fourth Education Adviser post to be responsible for special education be assessed later in the light of this second Psychologist post;
 - (iii) that the additional adviser post recommended in the Staff Inspection Report should have responsibility in the Primary School area.
11. 8. During the course of the review we discussed these proposals in outline with the Director of Education and also interviewed the present Education Adviser. We are not in a position to judge the merits or otherwise of the additional Adviser posts - but if they are appointed, we endorse the need for a Senior Adviser post to co-ordinate and manage educational advisory resources on the Island. We discuss the organisational consequences of this proposal later.
11. 9. It is not normally part of the Staff Inspection function in the UK to be concerned with salaries. But in this Department we were invited by the Commission to give our views. In the case of the Senior Education Adviser post (or the Chief Education Adviser post as it has

been referred to by the Director) it seems that since he will have responsibility for and direct the work of other Advisers he will meet the Soulbury Committee grading definition for a "Senior Adviser". However, taking into account the circumstances of the Island and the relative weight of the job, we suggest that the post should be paid at the lower end of the salary spine of points 12 to 22 for Senior Advisers. Point 13, for example, gives a salary of £20,751 on the scale effective from 1 September 1987 (before adjustment for superannuation purposes). The Soulbury Committee has agreed that not more than 4 consecutive points should be selected from the new spinal column and this would mean using scale points 13 to 16 (inclusive).

11.10. At present the Director's post and pay is equated to Open Structure Grade 6 (points 2-4 on this scale) and the Assistant Director to Open Structure Grade 7 (last 5 points) in the UK Civil Service. In job weight terms our view is that the Director post is middle range Grade 6 and the Assistant Director post on its current responsibilities is a very poor Open Structure Grade 7 post. However, we feel that it is anomalous in a Department where all other professional posts are equated to Soulbury or local authority pay scales for these posts to be analogued to UK Civil Service grades. We conclude, therefore, that the Director and Assistant Director posts should be paid in a similar way to their counterparts in the UK.

11.11. In the UK, Chief Education Officers are paid on scales of the Joint Negotiating Committee (JNC) for Chief Officers of Local Authorities. These scales are banded by population. The present salary scale for Shire District Councils with a population of 50,000 - 75,000 is £18,216 - £26,277 (before adjustment for superannuation which is non-contributory in the Isle of Man Civil Service). The JNC guidelines provide for the pay of Deputy Chief Officers to be a fixed percentage of the salary, up to a maximum of 80 per cent, of that of the Chief Officer under whom he or she is serving. If, say, 75 per cent is taken as reasonable this would give a scale of £13,662 - £19,708 (before an adjustment for superannuation) which would be a fair grading on our assessment of its present duties and responsibilities.

11.12. There is, of course, no compulsion on the Island to follow practices in the UK and an alternative would be to recognise that in the

context of the Isle of Man most of the professional posts in headquarters are advisers. For example, the role of the Assistant Director post in giving policy support on the provision of education facilities; in advising on the design of buildings and equipping of classrooms and specialist areas; and in ensuring the effective use of buildings, is performed by Adviser posts in the UK. This leads us to conclude that the Commission could decide to pay all the senior professional posts in the Department on the Soulbury Committee spine which would be in line with the view we expressed earlier that a pay spine has many attractions for the Isle of Man. If the Assistant Director post is given formal responsibility for the areas of work we recommend in paragraph 11.19 it would then justify being placed on points 13 to 16 of the spine which would be an equivalent grading to the Senior Adviser post.

11.13. Administrative Posts: The Finance Officer (AO1) post spends much of his time preparing, presenting and monitoring the Department's capital and revenue estimate accounts on which he is assisted by the EO1. He also checks and gives final approval to applications for grants from students, deals with superannuation issues in conjunction with the Personnel Office, attends committee and Department meetings, as required, and deals with a variety of finance related correspondence and enquiries. It is an important post but much of the work can and should be done at a lower level. For example, much of the detailed estimates work and student grants work is appropriate to EO1 level or below. We have already described the role of the Finance Officer in Part II of this report and, after taking this into account, we conclude that the correct grade for the Finance Officer post is SEO.

11.14. The Administration Officer (AO2) post services the Department and Board meetings and supervises the work of her staff in respect of other committee meetings including drafting papers, minutes and agendas. The post plays an important co-ordination role among the professional officers and guides them on procedural points and on the best means of progressing issues within the Department. Other matters include grants, scholarships, insurance matters and welfare schemes. The post contains a range of tasks but the generality in our view do not justify its present grade. We conclude that the

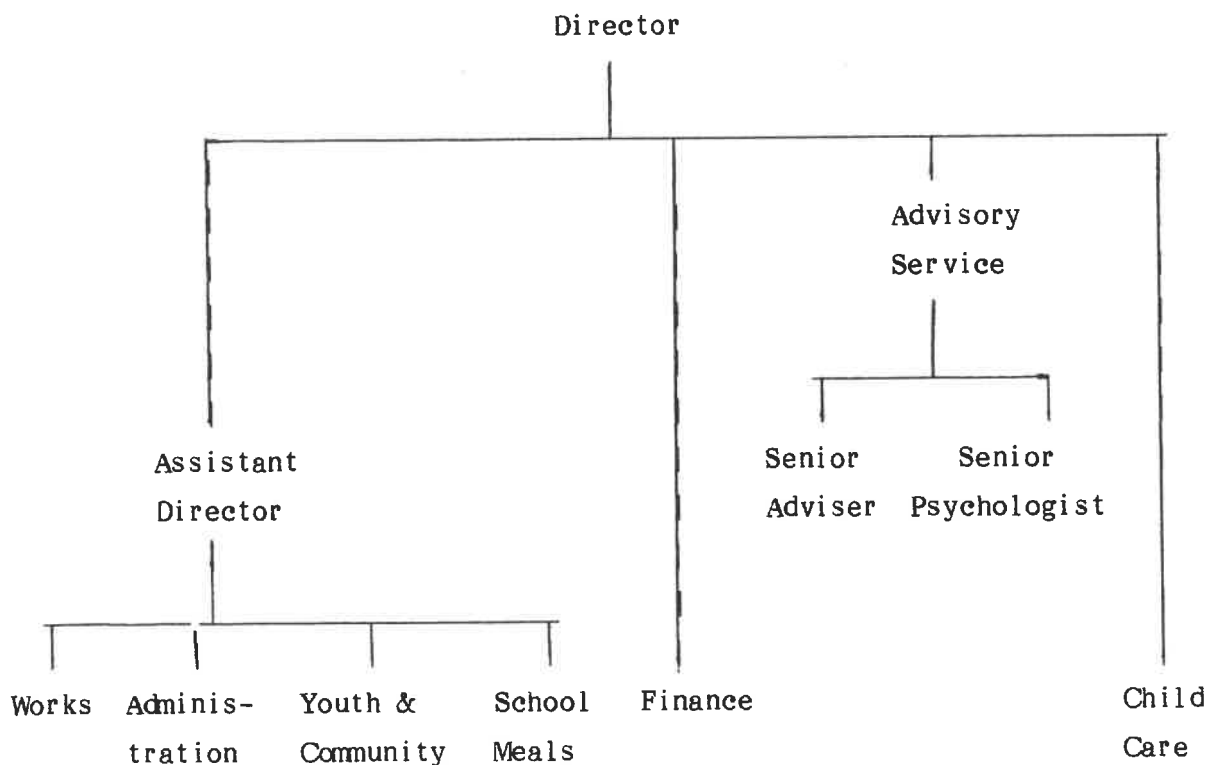
balance of tasks falls within the HEO grade and that it should be graded accordingly at that level.

- 11.15. Works Division: This Division is responsible for the maintenance of the Board's properties including the College of Further Education, 5 secondary schools, 37 primary schools, one special school and a number of other youth centres and ancillary buildings. It prepares drawings and specifications for minor new works and maintenance schemes and undertakes Clerk of Work duties on major capital projects. It has a direct labour force of some 17 staff, supervises and manages 62 full and part-time caretakers and other staff (gardeners, cleaners, groundsmen, etc). There is one Works Inspector (HPT0), 2 Assistant Works Inspectors (PTO), one temporary Clerk of Works and part-time support staff.
- 11.16. The Assistant Works Inspectors undertake a range of tasks of variable quality for the grade. Some of the Clerk of Works duties, minor new works matters are of good quality. Others such as some of the general maintenance matters and supervision of the workforce can fall within the tasks expected to be handled by a Technical Grade 1 post or a foreman. However, given the small size of the operation it is inevitable that there will be some above and below grade working. On balance, we are satisfied with the present grade of PTO. The Works Inspector post has overall responsibility for the running of the Division. He is often heavily involved in dealing with damage or maintenance claim forms or reports by telephone from schools and ensuring repair is undertaken by the direct labour force or a contractor. Among his other duties he prepares the Division's estimates on the basis of discussions with his staff and head teachers. Again the post contains much low grade work but nonetheless given its isolation we feel it is justified at its present grade of HPTO.
- 11.17. An earlier Staff Inspection Report recognised that the postholders were well loaded. Its conclusion on the temporary Clerk of Works post was that it should be kept under review in the light of the capital works programme of the Department. We suggest that it be reviewed and that the possibility of replacing it with a Technical Grade 1 post be considered. This would relieve the present established posts of much (but not all) of the lower grade work. The

post could, under management of a PTO, supervise the direct labour force to ensure that it is fully employed; allocate work and ensure adequate supplies of materials; monitor and maintain standards of quality and quantity; undertake routine maintenance inspection; and collate, record and retrieve information for the Division.

Organisation

11.18. We have already said that we concur with the appointment of a Senior Adviser post to manage the Island's educational advisory service. This will have consequences for the organisation of the Department, but we feel this would have been necessary given the expansion of the organisation. The strengthened management role we propose for the Assistant Director post, to which we have referred in para. 11.12 and comment on in more detail in para. 11.19, will also affect the organisation of the Department. On the assumption that our recommendations in relation to this latter post will be accepted, the organisation we propose for headquarters, in functional terms, is as follows:



11.19. Putting to one side the Finance Officer post which should report directly to the Accounting Officer, this envisages a two branch

structure for headquarters. The advisory and other specialist side would be responsible for curriculum development, teaching standards and effectiveness and professional development including in-service training. On a small Island it is probably not cost effective to have subject advisers and so inevitably the advisory work has to be more broadly based. On the other side the Assistant Director post should retain many of its present responsibilities, while devolving the tasks we have mentioned in para. 11.6 to a lower level, but we also consider that under the new committee structure there needs to be an enhanced co-ordination and evaluation of educational policy at the professional level. We believe that the Assistant Director post should provide this in support of the Director and it seems sensible that the post should have formal oversight of the Administration Division which services these committees. The post's responsibility for the school building programme provides a natural link to the Works Division which also has an input into this area. On the other hand the appointment of a Primary Adviser should also result in the post being able to share his primary school policy duties while accepting formal responsibility for youth work. The post should also have responsibility for oversight of the School Meals Service.

- 11.20. The proposed organisation should narrow the Director's span of control and, hopefully, strengthen the senior management structure in the Department. In our view it will also give the opportunity for the Director to divorce himself from some of the more routine tasks that cross his desk at present.
- 11.21. Our proposal that the AO2 post be downgraded to HEO will have consequences for the organisation of the work of the Administration Division. This will need to be reviewed by the Personnel Office Staff Inspectors, but we understand that a review is planned in the light of the new committee structure in the Department.
- 11.22. We are aware that it has been under consideration whether or not the Children's Committee should cease to exist with the responsibilities it exercises being passed over to the proposed Welfare Services Division of the Department of Health and Social Security. Similarly there is the question of the staff of the Child Care Division being

transferred to the Welfare Services Division from the Department of Education. We have not looked in detail at the functions of the committee (which is a statutory one) or of the Child Care Division. In the case of the welfare of children both the new Welfare Services Division and the Department of Education have a clear and important interest. But it is sensible that as far as possible social work resources are co-ordinated within one Department and if this is the perceived role of the Welfare Services Division then all resources should be based there, together with the Children's Committee responsibilities. The Department of Education should, however, continue to have a recognised statutory role in this area.

Recommendations

- 11.23. We recommend that the Director and Assistant Director posts should be analogued to the appropriate JNC or Soulbury salary formula and that whatever is chosen should be binding on all parties for all time.
- 11.24. We further recommend that the Finance Officer post be graded SEO and the Administrator post be graded HEO. We propose no change to the present grades in the Works Division but that at a suitable opportunity the need for the temporary Clerk of Works be reviewed and that in its place a Technical Grade 1 post be created.

12. DEPARTMENT OF HIGHWAYS, PORTS AND PROPERTIES (DHPP)

Role and Organisation

12. 1. The DHPP was formed by the amalgamation of the Airports Board, Harbour Board, Government Property Trustees and certain functions of the Highway and Transport Board. Within the Department four main Committees have been established under the provisions of the Boards of Tynwald Act 1952 with functions broadly similar to those exercised by the former Boards. The four committees are Airports, Harbours and Marine, Highways and Drainage, and Properties each with its own area of responsibility. With the exception of the Properties Division, each area had its own professional and technical staff.
12. 2. Not all posts within the Department formed part of the review. Most technical and professional posts were interviewed and we give our findings on each, but only senior administrative posts were included although some more junior posts were seen in order to assist the reviewing team in gaining a greater knowledge of the responsibilities of the Department. Because the various functional areas operated independently we deal with each separately, first covering the professional posts within each Division and then the administrative posts. We address such immediate organisational points as seem appropriate within each section, but defer major organisational issues to a separate section after giving our findings and conclusions on the posts within each of the Divisions.

HARBOURS AND MARINE DIVISION

Harbours Section

12. 3. The responsibility and duties of the Harbours and Marine Committee involve the maintenance and operation of Douglas, Laxey, Ramsey, Peel, Port Erin, Port St. Mary, Castletown and Derbyhaven harbours. In carrying out the day-to-day operation and maintenance of harbours the Department ensures the standards in each meet the needs of the users and of the communities and businesses served.
12. 4. The engineering aspects of the responsibilities and duties are undertaken by a workforce of some 120 craftsmen, labourers etc; one

Works Superintendent (P & GS Grade C); two Assistant Engineers (PTO), one Assistant Engineer (Electrical) (pts 1-5 HPTO), one Senior Assistant Engineer (SPTO) under the command of a Chief Engineer (Open Structure Grade 7). The Civil Engineering type work is covered by the Senior Assistant Engineer and two Assistant Engineers leaving the Mechanical/Electrical work to be covered by the Assistant Engineer (Electrical) post.

12. 5. The work is divided between Capital projects, average annual spend of £0.75 million, and Revenue work, average annual spend of £1.30 million. Over the past ten years there have been five capital projects namely, introduction of Roll-on Roll-off facilities (£500,000), new breakwater (£2 million), swing bridge replacement (£110,000), new oil jetty (£400,000), Ramsey East Quay refurbishment (£320,000). All of these projects were either the subject of a design and build contract or had technical specifications prepared by a design consultant, with the in-house civil engineering staff providing an outline statement of requirements and subsequently monitoring progress. No comparable project was undertaken in-house.
12. 6. One minor project for which the design work was undertaken by the Harbours staff was the provision of a workshop costing £30,000 to house shot blasting and paint spraying equipment where the location and size were determined by local byelaws and plant size.
12. 7. The revenue work covers the routine and emergency maintenance functions, with the vast majority falling in the former category. Virtually all of this work in civil engineering terms is controlled by the Senior Assistant Engineer post (SPTO). The Grade 7 Chief Engineer post is not directly involved in maintenance work and is largely concerned with the major projects. Even here, though, the post's role is in monitoring the work contracted out to professional engineering firms and we find that the nature of the work and the experience required is more appropriate to the SPTO grade and containable by the Senior Assistant Engineer (SPTO) post.
12. 8. The craftsmen, labourers and other workforce are nominally under the direct supervision of the Works Superintendent and the Foremen. However, we find that in fact the two Civil Engineer (PTO) posts are

spending a disproportionate amount of time in carrying out direct on-site supervision even though the chargehands and other supervisory grades are also present. Our findings are that there is justification for only one PTO post to undertake the various maintenance projects and that a TG1 post is required to supervise and provide support (sketch plans etc). We propose therefore that the Section should be staffed by one SPTO, one PTO (Civil Engineering) and one TG1 (Civil Engineering).

12. 9. On the mechanical and engineering side we find the work is more diverse but still contains routine maintenance tasks on engineering plant for which a programme is prepared. Problems encountered are generally associated with ageing plant eg cranes and the swing bridge. These have been overcome by the Assistant Engineer (HPTO) post in consultation with manufacturers and engineering consultants. The post is playing a leading part in the economic use of energy resources eg Victoria Pier lighting and the recabbling of Derbyhaven. It is also responsible for GHD "Mannin" - a dredger used to keep the piers and harbours from silting up. A further task allocated to the post is that of Oil Pollution Control Officer representing the DHPP in the formulation of procedures to cover an oil spillage and maintaining stocks of dispersants and ensuring the necessary equipment is in working order. We find the post correctly graded at HPTO.
- 12.10. In summary, therefore, the design/development work undertaken in-house is minimal and the required task is mainly one of routine maintenance which, we feel, does not justify the retention of five engineering staff. The on-site supervision of workmen should be delegated to Foreman level and the Works Superintendent post, which should be graded TG1, should have greater involvement in the control of work currently undertaken at PTO level.
- 12.11. We were surprised to find that minor works are not individually costed and are charged against a series of cost codes. No clear targets for completion of tasks are set and recording of time taken on each task is ascertained by timesheets completed by individual workmen. We believe that an effective means of programming and estimating work should be established against a background of reliable data in respect of how long tasks "should" take rather than

relying on "did" take times quoted by individual workmen. Meaningful targets for the completion of tasks should be set, and a creditable accounting system should be developed.

Marine Section

- 12.12. This Section was not included in the review because the Marine Surveyors, who are employed on a contractual basis, are not directly responsible to the Civil Service Commission. We are, however, grateful for the comprehensive submission presented to us by the Chief Marine Surveyor which assisted us greatly in gaining a fuller picture of the work of the administration. The Fishing Vessel Surveyor (pts 1-6 HPTO) whose post had recently been transferred from the Chief Harbour Master's command to that of the Chief Marine Surveyor was interviewed.
- 12.13. The work undertaken by the post is the enforcement of the Fishing Vessels (Safety Precaution) Rules as they apply to Manx registered fishing vessels. This involves carrying out full surveys (covering all aspects of safety, stability, structure etc) for approximately 63 vessels over twelve metres in length on a four year cycle and random inspections of some 54 vessels under twelve metres in length. In addition to the full survey periodical inspections are carried out midway through a licensing period. The post prepares all documentation related to the survey, signs declarations of survey and prepares certificates for signature by the Chief Marine Surveyor. A full survey fee is charged on an hourly basis (£18.50/hour) and periodic inspections carry a fixed rate charge of £35. Fees are not charged for random inspections.
- 12.14. Other duties undertaken include investigation of casualties for both vessels and crews, issuing shipping notices, advising the Registrar of Shipping on the suitability of vessels for registration, advising other Government Departments and financial institutions on the suitability of vessels in respect of which financial assistance has been sought and contributing to the assessment of UK legislation for application to the Isle of Man.
- 12.15. The post is justified at HPTO level and we recommend that the post

report to the Chief Marine Surveyor on a similar basis to other Marine Surveyors.

Harbour Masters Section

12.16. The Chief Harbour Master (SPTO plus one point OS7) post is responsible for the operational aspects of the harbours (Douglas, Ramsey, Peel, Laxey, Port Erin, Port St. Mary, Castletown and Derbyhaven). The post is also the Receiver of Wrecks, Registrar of British Ships and Senior Marine Superintendent. The following staff are under his control:

Chief Assistant Harbour Master	1
Assistant Harbour Masters (Douglas)	4
Harbour Masters (outside Douglas)	5
Harbour Keepers	2*
Quaymen	6*
Pier Keepers	8*
Harbour Police Inspector	1*
Harbour Police Sergeants	3*
Harbour Police Constables	12*
Harbour Master's Assistants/Harbour Controllers (contracted staff)	5*

* not civil servants

At the time of our review the Harbour Masters were located as follows:

Douglas	- 5 Harbour Masters (inc. Chief Assistant Harbour Master)
Ramsey	- 1 Harbour Master)
Peel	- 1 Harbour Master) plus 2 relief Harbour Masters
Port St. Mary	- 1 Harbour Master)

The Port St. Mary Harbour Master also has responsibility for the Island's southern harbours. At Douglas there is full 24 hour cover based on a shift system and the outports are manned on a rota system (not 24 hours). With the exception of the Chief Harbour Master and the Assistant Harbour Master at Port St. Mary all receive either a

Shift Disturbance Allowance or a Night Duty Allowance.

- 12.17. During the year ending 31 March 1987 the average registered tonnage/vessel, excluding trawlers and fishing vessels, using the three largest harbours was Douglas - 758.7 tonnes, Peel - 574 tonnes and Ramsey - 265 tonnes; at Castletown and Port St. Mary the average was 235.6 and 48 respectively. Only Castletown is without the permanent presence of a Harbour Master.
- 12.18. The full-time presence of a Harbour Master at Douglas is justified. It is the main and busiest harbour with regular programmed arrivals/departures of cargo boats, passenger car ferries and oil/gas vessels; it also provides more facilities (eg vehicles and passengers); it is the main maritime point of entry to the Island and has a greater selection of berths covering the full tidal range. Douglas is also the preferred choice by vessels requiring urgent or emergency assistance. In addition to the duty Harbour Master there is also a Harbour Master's Assistant/Harbour Controller on duty at all times manning the Island's main maritime operation/control room. During the normal day working hours the Chief Harbour Master is located at the Douglas office and is also on call at all times unless he is off the Island.
- 12.19. The retention on a full-time basis of a Harbour Master at Ramsey, Peel and Port St. Mary is in our view questionable both in terms of need to the harbour users and value to the Government for the quality of work demanded of the posts. The main users of these harbours are the Manx pleasure and fishing vessels all of which are well aware of the harbour facilities and working conditions. The allocation of berths is a routine task with choice of berth limited by tidal conditions. This task, together with the collection of harbour dues, occupies a very high percentage of the Harbour Masters' time. We believe that a different system for the collection of dues should be developed which places the onus for payment firmly with the vessel owners/users and that this task together with the routine allocation of berths is well within the capabilities of the Pier Keeper grade.
- 12.20. We conclude that, with the exception of Douglas, there is no justification for the present cover provided and the present number

of Harbour Masters. We recommend that the Post St. Mary Harbour Master post be withdrawn. We also conclude that there is no requirement for a nominated deputy Chief Harbour Master post and that the post be made equivalent to the grade of Assistant Harbour Master. We find that the quality of the work of the Harbour Masters and the Assistant Harbour Masters equate in grading terms to low range HPTO.

- 12.21. The Chief Harbour Master's terms of reference include responsibility for the control of the Harbour Police, Harbour Master's Assistants/Harbour Controllers and the passenger waiting hall. There was some blurring of these responsibilities at the time of the review between this post and the Secretary to the Harbours Committee and we feel that the Chief Harbour Master's responsibilities in this area should be confirmed. The Chief Harbour Master should also become the Registrar of Pleasure Craft. The Chief Harbour Master post is justified and should be graded SPTO.

Administration Section

- 12.22. The Section provides general clerical support to the other Sections within the Harbours and Marine Division, but its prime purpose is to provide administrative and policy support to the Minister and Members of the Department. The Section is staffed by the Secretary to the Harbours Committee (AO1), an Assistant Secretary (EO1) post, two EO2 posts, four Clerical Officers, a Personal Secretary post and Typists. The Secretary and Assistant Secretary posts were included in the review and details of the other posts' responsibilities were provided to us.
- 12.23. One EO2 post is responsible for the oversight of financial matters, including the payment of wages, accounts and receipt of income tax. It also prepares the agenda and takes minutes of the Harbours Committee meetings and acts as secretary to the Dockwork Management Committee. The other EO2 post undertakes a number of statutory duties under the Merchant Shipping Act 1894 and Merchant Shipping (Masters and Seamen) Act 1979. It also assists the EO1 Assistant Secretary post in monitoring UK legislation and the drafting of Orders, and undertakes a number of other miscellaneous duties.

- 12.24. The Assistant Secretary post has a range of tasks including covering for the Secretary, supervising the Finance Section including the preparation of revenue and capital estimates, overseeing (with the Attorney General) the introduction of new legislation (eg Mineral Workings Offshore Operations Bill and Harbours and Merchant Shipping Bill), liaising with the UK Department of Transport on merchant shipping and marine matters and reviewing the Island's commitments under international marine conventions. The post is acceptably loaded and justified at the HEO grade.
- 12.25. The Secretary post has responsibility for the Section, is the principal adviser to the Minister on policy and legislative matters within the Marine and Harbours field and ensures that committee decisions are followed up and implemented. Other duties include investigating the prospects of yacht marinas at Ramsey and Douglas, issuing statutory navigation notices (in consultation with the Chief Harbour Master), acting as the principal Financial Officer including providing advice on fee charges and acting as Registrar of Pleasure Craft. (This latter task we suggest should be passed to the Chief Harbour Master and we have taken this into account in the grading recommendations we have made). Much of the post's time is spent on correspondence both before and after the Committee meetings. We find that many of the duties are appropriate to HEO level. We return to the organisational consequences of this finding later in the Chapter.

HIGHWAYS AND DRAINAGE DIVISION

Public Service Vehicle and Driving Test Section

- 12.26. The Section is located at the Vehicle and Driving Test Centre, Tromode and is under the control of a PSV and Driving Test Examiner (pts 3-6 HPTO) who reports to the Acting Secretary of the Department. He is supported by three Assistant PSV and Driving Test Examiners (PTO), one Assistant Driving Test Examiner (pt 4 PTO) and a Clerical Officer (not interviewed).
- 12.27. The responsibilities of the Section encompass the following activities:

- (i) Conducting driving tests of all classes including PSV and HGV.
- (ii) Conducting Approved Driving Instructor Examinations and Tests.
- (iii) Conducting Vehicle Examinations on all classes in order to ensure compliance with a variety of statutory acts and regulations.
- (iv) Attending road traffic accidents (including those in connection with motor sporting events) on behalf of the Isle of Man Constabulary and examining vehicles involved in such accidents.
- (v) Conducting examinations of other vehicles as required by other Government Departments etc.

12.28. The Chief Examiner and the three Assistant Examiners cover all of these main activities whilst the Driving Test Examiner concentrates on the first and second activities only.

12.29. The examination of vehicles is the more technically complex aspect of the work in having to determine from smashed and damaged vehicles the possible causes of accidents in terms of mechanical failure; a task which often leads to court appearances as an expert witness. The examination of vehicles for road worthiness also calls for a technical awareness and at times requires fine judgement between what is or is not acceptable under the terms of the law. The examination of learner drivers follows a well established pattern, but understandably requires the post to exercise judgement in deciding whether or not to issue a full driving licence.

12.30. The postholders feel that the use of the word 'assistant' in the job title has a downgrading effect on their quality/skill, particularly so in court appearances. It is therefore recommended that the job titles and grades be as follows:

Senior PSV and Driving Test Examiner - HPTO grade
PSV and Driving Test Examiner - PTO grade
Driving Test Examiner - TG1 grade

- 12.31. The word 'senior' for a pure Driving Test Examiner is used in the UK for examiners wholly engaged on conducting driving tests on PSV and HGV. On average some 2600 driving tests are conducted annually of which approximately 180 (ie 7%) are in Group 1 (HGV and PSV). Of these tests the Driving Test Examiner undertakes about 75%. This volume in our view, does not justify the PTO grade but does make it a good quality TG1 post.

Rivers and Bridges Section

- 12.32. This Section comes within the Surveyor General's area of responsibility. It is responsible for all aspects of work related to Rivers and Bridges. There are 108 bridges varying from 8 foot to 40 foot spans for vehicle traffic the majority of which are of masonry construction, some are composite steel/concrete and others are entirely of steel. About 20% have multiple spans. The Section is also responsible for designated lengths of 8 rivers in and around urban areas; a number of drainage channels; some 400 culverts; and numerous retaining walls for highways, embankments etc.
- 12.33. The work is under the direct control of a Rivers and Bridges Engineer (first 4 pts of SPTO) who manages a Section comprising one Assistant Engineer (Structures) (PTO), one Civil Engineering Technician (PTO) and a direct labour force of 30 personnel including a manual worker clerk and storeman. The Section is based at Close Leece Depot which also houses the facilities for Highways and Drainage Division pre-cast concrete products eg kerb stones, but this work is under the control of the Rivers and Bridges Engineer.
- 12.34. The Engineer formerly had an annual priority programme but because of the high level of re-active work has now introduced a system of responding to these unprogrammed tasks in order of priority and builds in the cyclical tasks around these demands. The broad split of work between the two other professional posts is the Assistant Engineer (Structures) concentrates on bridges work while the Civil Engineering Technician produces basic scheme drawings for the

Section as a whole, hydrology design, rivers (eg supervision of workforce) and concreting. On their present duties we conclude that the Rivers and Bridges Engineer is low quality SPTO, the Assistant Engineer is high quality PTO and the Civil Engineering Technician is poor quality PTO.

- 12.35. We consider later in Part IV whether or not the Drainage responsibility should be transferred to the Water Authority or to a self-contained Drainage Division as part of a new Works Department and later in the Chapter whether or not the work associated with pre-cast products and bridges should be transferred to the Quarry Manager and Highway Engineers respectively.

Quarries Section

- 12.36. The quarries situated at Poortown (rock, etc) and South Barrule (slate) are under the control of the Supervisor of Quarries (HPTO scale excluding pts 1-5 plus pts 1-4 SPTO) who is responsible to the Surveyor General. The number of staff under the Supervisor's control is two Supervising Foremen, three Plant Engineers and 20 semi-skilled Plant Operatives.
- 12.37. The Poortown Quarry has a gross annual output of between 75,000-80,000 tonnes, the production of which follows a process consisting of winning raw materials from the working face through blasting, loading, transporting, crushing, conveying, screening and finally heating, weighing and mixing aggregates, fillers and binders to produce bitumastic and other materials for use by the DHPP and other Departments in the repair/maintenance/construction of the Island's roads. The South Barrule Quarry is a much smaller operation and produces slate mainly for use in the decorative building process (eg fireplaces) with the major demand coming from private sources.
- 12.38. The Supervisor of Quarries has introduced changes to design, plant and working methods to improve the efficiency of the quarry operations and has reduced production costs considerably by the order of 20%.
- 12.39. We are satisfied that the number and levels of staff associated with

the Quarries are appropriate. We recommend that the Supervisor of Quarries post be graded SPTO. We further believe that by placing the production of pre-cast concrete products facilities at the Poortown Quarry under the control of the Supervisor of Quarries savings will also be achieved in their production costs.

Plant Maintenance Depot

- 12.40. The Plant Maintenance Manager (HPTO) is responsible for the management of the Depot situated at Ellerslie and is accountable to the Surveyor General. He has a staff of nine Engine Fitters; three Welder/Blacksmiths, three Storekeepers, one Tyre Fitter and two Labourers.
- 12.41. There are approximately 360 widely varying items of mobile plant maintained by the Depot. There is a programme of plant servicing and maintenance, but rigid adherence to the programme is difficult due in part to the shortfall of plant replacement funding in past years which has resulted in increased servicing demands. Other difficulties for ageing plant include mal-operation, difficulty in recalling equipment from urgent use for servicing within recommended intervals and frequent brake system failures. The Plant Maintenance Manager prepares schedules of work, maintenance programmes and plant replacement programmes in liaison with plant users together with other management tasks eg health and safety at work, hiring/firing of staff, welfare, discipline, training etc. We consider the post to be appropriately graded at HPTO.
- 12.42. We recommend that a feasibility study be mounted to look into the possibility of combining the Ellerslie and Tromode Depots. It appears from general observation that the cramped conditions at Ellerslie hinder efficient throughput of plant maintenance and that the Depot does not appear suitable for further development, whereas Tromode is under-utilised and is capable of further development. The feasibility study should also look at establishing a central purchasing policy and the setting up of a central maintenance depot for plant/vehicles across the whole of the public service.

Drainage Section

- 12.43. The Drainage Section, headed by the Civil Engineer (Sewerage) post (SPTO), consists of an Assistant Drainage Engineer (PTO), Drainage Maintenance Officer (PTO), a CO and seventeen maintenance staff. All of the professional posts were interviewed. The Section has undergone a number of changes in the past, the most recent change being its transfer from the former Local Government Board to the DHPP.
- 12.44. In looking at the work currently undertaken by the three professional staff we conclude that the Civil Engineer (Sewerage) and his Assistant are appropriately graded at SPTO and PTO respectively. However we consider the Drainage Maintenance Officer post to be questionable in grading terms. A large amount of its time is spent in visiting the twenty-six sewage disposal works and twenty pumping stations in all covering 32 separate locations and in large respects duplicating duties also undertaken by the Team Leaders and Sewage Works Operatives. Other duties include covering for the Foreman, identifying septic tank sites and allocating temporary toilets to fetes, public occasions etc. We find that all the duties are appropriate to the Foreman grade and strongly question the need for the post. We conclude that it should be deleted.
- 12.45. During the course of discussion with the Civil Engineer (Sewerage) a number of problems were highlighted including the laying of sewers in locations where maintenance is difficult and expensive; property being built over existing sewers; extensive use of inappropriate materials leading to extensive maintenance/replacement; poor construction standards; split responsibilities with Local Authorities, etc. Within the time constraints and resources available on this review it was not possible to address many of the causes of these problems but as a first step in overcoming some of them consideration should be given to the establishment of one Drainage Section encompassing Rivers, Land Drainage and Sewage Disposal. This should facilitate a more co-ordinated approach to these related and important engineering services. Our earlier conclusion about the Rivers and Bridges Engineer post was that it is a poor quality SPTO post (paragraph 12.34 refers). If the Sections were to be combined then we envisage that they should be headed by

one SPTO post, and that one of the SPTO posts should be regraded HPTO. The time available to the reviewing team did not allow us to explore these proposals in depth but later in the report we make further organisational proposals and suggest that this point and others identified in the report should be urgently examined by the Director of Works post heading a unified Division.

Highways Section

- 12.46. The Highways Section is split broadly between design and outfield work. There is also an Engineering post which deals with planning applications. A representative sample of posts was selected for interview.
- 12.47. The Design Section is headed by a Design Engineer (top HPTO/pts 1 and 2 SPTO) and comprises two Assistant Engineers Grade II (PTO), two Civil Engineering Technicians (PTO) and one Sandwich Course Student.
- 12.48. The Design Section produces drawings of highway improvement and other related schemes by undertaking site investigations and feasibility studies; calculating and designing road works; preparing drawings, specifications, bills of quantity, contract documents, etc. The Section also provides a consultancy service to other Departments. The schemes vary in complexity from very basic small items to larger tasks such as construction of the Freeport access road, installation of a roundabout system at the Quarterbridge junction and a scheme to stabilise the embankment to prevent serious road slippage in lower Sulby Glen. The majority of work is generated either within the Section or in reaction to emergency work. The Design Engineer post is appropriate to SPTO grade and the Assistant Engineers to the PTO grade.
- 12.49. One Engineering Technician post is largely devoted to work associated with rights of way covering footpaths and some ancient highways, path diversions and the preparation of maps, brochures and leaflets for the tourist industry. He works closely with the Cartographic Draughtsman in the DLGE. The post is correctly graded at PTO.
- 12.50. The Outfield Sections (North and South) are each headed by a

Divisional Surveyor (pts 1-4 SPTO) and, at the time of our review, consisted of the following staff:

North: 1 Assistant Divisional Surveyor (PTO)
1 CO
1 Supervising Foreman
11 Gangers
14 Chargehands
1 Trench Inspector
1 Storeman
62 Manual Workers/Plant Operators

South: 1 Assistant Divisional Surveyor (PTO)
2 COs
1 Supervising Foreman
11 Gangers
8 Chargehands
1 Storeman
57 1/2 Manual Workers/Plant Operators

- 12.51. Apart from a few roads within certain Local Authority areas and those which come under the control of the Harbours civil engineering staff, the Outfield Sections are responsible for the upkeep, maintenance and construction of all highways in the Isle of Man. The size and complexity of the tasks associated with this responsibility vary considerably from repair of a pot hole to a major construction scheme such as the Onchan Road Scheme costing £350,000.
- 12.52. It is the task of the Divisional Surveyors to programme, allocate and monitor the overall workload of the direct labour force and staff within his area, prepare budgets, fix target dates, prepare reports, carry out site investigations, ensure all statutory requirements are met, arrange appropriate responses to emergency situations, etc.
- 12.53. The Assistant Divisional Surveyors' tasks include general site supervision, short-term planning within a nominated task, ensuring material/plant availability to match progressive stages of work, setting out work at site, health and safety at work inspections, dealing with staff problems at the work site, negotiating with landowners when encroachments occur, supervising and negotiating

rates for hire of sub-contractors, etc.

- 12.54. We are surprised from an examination of the numbers and types of staff employed in the Outfield Sections at the very high number of supervisory posts, eg supervising foremen, gangers and chargehands. Moreover, the Assistant Divisional Surveyors also spend a considerable amount of time on the direct supervision of manual workers. We believe that this amount of supervision should be reduced and question particularly the involvement of the Assistant Divisional Surveyors' role and believe that they should be expected to have responsibility for a far greater number (eg doubling) of schemes. Furthermore, we consider that the Divisional Surveyor task for the Isle of Man is containable within one post and therefore firmly recommend that there should be only one Outfield Surveyor at SPTO level supported by three Assistant Surveyors at PTO level. The effect of this recommendation is the deletion of one Divisional Surveyor post and the addition of one Assistant Surveyor post at PTO level.
- 12.55. The other civil engineering post (HPTO equivalent) is responsible for the examination and appraisal of all applications made to the Isle of Man Planning Authorities for the construction of all new roads and surface water drainage together with proposed links to existing roads/systems. He receives all new plans from private developers, examines them and if necessary discusses with/advises the developer, ensures all statutory requirements are catered for and, if satisfied, issues an approval notice which may also stipulate other enforceable conditions. The applications vary from a garage driveway linking with an existing highway to a new housing estate development of up to 150 houses; he receives on average 200 new applications per month. He also carries out stage and final inspections to ensure that approved materials are used and acceptable standards achieved; additionally he determines the size of Bond (financial guarantee) which the developer is required to deposit as a safeguard aimed at ensuring work is completed to an acceptable standard. The size of Bonds varies between £500 and £50,000.
- 12.56. The post is at times overloaded but is appropriately graded at HPTO. We also consider it appropriate that he reports and works directly to

the Surveyor General.

12.57. The Senior Assistant Engineer (SPTO) post was also seen as part of the review of the Highways Section. In any organisation there should be clear evidence of value added to the work process at all grade levels and deputy posts in particular must contain recognisable personal casework separate to the activity of deputising. This is not present in the post as currently constituted. Whilst recognising that the Surveyor General is ultimately responsible for the overall budget and control of the Highways and Drainage Division, we are satisfied that budgetary control at Section level is entirely containable by the Section heads. An additional management level between the Section heads and the Surveyor General is unnecessary. We therefore recommend that the Senior Assistant Engineer post be removed from the establishment.

12.58. We are satisfied that there is a need for the Surveyor General post and under the proposed organisation it is properly graded at Open Structure Grade 7.

Administration Section

12.59. In headquarters there are the Assistant Secretary (EO1) post, the Finance Officer (EO1) post and two Clerical Officers. They provide administrative and policy support to the Minister and Members, the Surveyor General and to the Road Traffic Commissioners. This support in HQ is supplemented by clerical staff located in the various Sections of the Surveyor General's command, for example at the Senior Vehicle Examiner's Office and at the Glen Duff Depot. On the organisation chart we were shown, the Senior Vehicle Examiner Section reported directly to the Assistant Secretary post, but we have dealt with these posts elsewhere in this Chapter. All these posts are shown as reporting to the Secretary to the Department. At the time of the review this postholder was Acting Secretary to the whole of the Department and therefore we deal with this post separately.

12.60. The EO1 Finance Officer post prepares the revenue and capital estimates (the majority relating to the Surveyor General's command), undertakes day to day book-keeping matters (salaries, creditors payments, journal transfers, monitoring expenditure etc) in which the

post is assisted by two Clerical Officers. The post maintains close contact with the clerical and storekeeper staff elsewhere in the Department who are responsible for receiving fees for goods or services supplied. We find the post's tasks contain a significant amount of work appropriate to the EO grade, but we also find that the post is not contributing to the work of the Division in the manner we would normally expect a Finance Officer post to do. We return to this point later.

- 12.61. The Assistant Secretary post assists the Secretary, acts as minute clerk at all Committee meetings, assists in the preparation of (mainly standard) road closing orders, handles applications for International Road Freight permits including liaison with the UK Department of Transport, and handles general enquiries relating to Road Traffic legislation. Other duties include acting as Clerk to the Road Traffic Commissioners who meet monthly, acting as Registrar of Driving Instructors including dealing with all applications for the written and practical tests, and acting as secretary to the Road Safety Training Committee. The tasks are largely prescribed and routine and little discretion rests with the post. Many of the duties are appropriate to the CO or EO grade.

AIRPORTS DIVISION

Telecommunications Section

- 12.62. The responsibility for the provision, maintenance and operation of communications, radar, navigational aids and airport related electronics rests with the Senior Air Traffic Engineer (SATE scale) who commands a self contained Section of staff comprising three Air Traffic Engineers Grade 1 (ATE1 scale), six Air Traffic Engineers Grade 2 (ATE 2 scale), six Teleprinter Operators (STO scale) and four Information Assistants (CA scale), operating a shift system to provide the necessary cover for safe airport operations. The postholder is a member of the Airport's Management Committee.
- 12.63. In addition to planning and controlling the current work of his Section the SATE has developed and maintains a ten year programme for the maintenance of existing equipment, assessing its useful life and

future replacement (eg the recent installation of an Instrument Landing system).

- 12.64. The post is appropriately loaded and graded. Consideration ought to be given, however, to making greater use of the postholder's expertise (in a consultancy role) for other electronic communication systems/equipment used within Government. For example we noted that the Harbours Division had separately investigated radar and communications for the maritime service where the SATE could have had a useful contribution to make.

Works Section

- 12.65. The Works Section comprises one Station Engineer (HPTO), one Deputy Station Engineer (PTO), one chargehand, fifteen tradesmen and ten labourers. It is responsible for the servicing and maintenance of the Airport, its associated buildings and plant/equipment.
- 12.66. Within the Tradesmen's numbers is the usual split of crafts for a Works Section (ie joiners, electricians, painters etc) and if any work arises which falls outside its range and capacity the work is contracted out. This is a rare occurrence. Little new construction of any great size or system installation is undertaken by the in-house staff, eg the current task of replacing the tarmac runways etc with concrete is being carried out by the Highways Division. The Station Engineer develops and compiles short term (6 months) and long term (12 months) works programmes covering the cyclical routine maintenance tasks and monitors progress. In addition, urgent minor unprogrammed tasks arise at a rate of approximately two each week (eg a broken window, broken door, or defective toilet). A major problem would be the failure of an electrical circuit affecting the operational capability of the Airport but should this happen the emergency back-up system would be brought into operation.
- 12.67. The Deputy Station Engineer undertakes the daily allocation of work to the tradesmen/labourers, allocation of leave, choice of materials, methods of work, etc. In his daily routine he has frequent contact with Heads of Sections for any problems requiring a rapid response by the Works Section and he organises the appropriate remedial actions. These types of task do not involve any large financial commitments.

He is also responsible for the ordering and safe keeping of stores, certifying invoice payments and monitoring the budget spend.

- 12.68 For a works service of this size and nature we believe that the retention of both the Station Engineer and Deputy Station Engineer posts is unnecessary. The quality of work and the management role is well within the range of one PTO level post and the main operational safety aspects of the Airport require that the specialism of the postholder should be electrical. We conclude therefore that the Station Engineer post be graded at PTO and that the Deputy Station Engineer post be deleted and cover provided by the senior qualified electrical craftsman during periods of absence.

Meteorological Section

- 12.69. The Isle of Man Meteorological Section is based at the Airport and forms part of the Department. Its prime functions are the provision of weather information - both actual and forecast - to aviation users and the provision of forecasts and climatic data to the general public and commercial and other Government organisations. The Section is staffed by a Senior Meteorological Officer (pts 4-8 of the SSO scale) post, three Forecaster (HSO) posts and six Assistant Scientific Officer (ASO scale) posts. The Senior Meteorological Officer post formed part of the review.
- 12.70. The Section is open 24 hours a day, seven days a week. The three Forecaster posts, whose duties include the production of weather charts and upper wind forecast charts for briefing aircrew, local area forecasting, and providing information and answering queries from the public, work a shift pattern providing cover from 05.30 to 20.45 each day. Because Ronaldsway Airport is an International Reporting Station it is committed by the World Meteorological Organisation to providing a 24 hour cover. Therefore the ASO posts cover this work and take standard prescribed readings half hourly during the day, and hourly at night for telex despatch to Bracknell.
- 12.71. The Senior Meteorological Officer post manages the Section including the preparation of shift rosters, covering for the Forecasters, reviewing and implementing new regulations and orders, planning

equipment replacement, training, and attending Airport management meetings. About half the post's time is spent on operational forecasting. We find that the majority of the post's tasks and responsibilities are placed firmly within those expected of the Higher Scientific Officer grade. We recognise that this finding has implications on the posts below and we suggest that the Personnel Office Staff Inspectors be asked to undertake a review of the whole Section at a suitable opportunity. We understand also that a case has been made for the creation of a Scientific Officer post to supervise the ASOs and that this is under consideration by the Personnel Office.

Air Traffic Control Section

- 12.72. As the title implies the Section is responsible for air traffic control within the Isle of Man sector up to a height of 6,500 feet. The Section comprises a Senior Air Traffic Control Officer, one Deputy Air Traffic Control Officer, eight Air Traffic Control Officers and five Air Traffic Control Assistants. Discussions were held with the Senior and Deputy posts. Since then, however, a request has been made by Manx Airlines for the hours of operation of Ronaldsway Airport to be extended and the Personnel Office has been asked to consider the implications of this on staffing levels. We do not therefore comment in this area and neither do we comment on the appropriate grading for the Air Traffic Control posts as we understand that the CAA has recently negotiated a new grading structure for such posts. We are content for the Personnel Office Staff Inspectors to review the numbers and gradings of these posts in the light of the new CAA agreement and we expect them to question the need for a "deputy" to the SATCO post. Our main purpose in these discussions was to explore the role of the Senior Air Traffic Controller in the operational management of the Airport and the relationship with the Director post (see later).
- 12.73. During our discussion with the SATCO post it became clear that an increasing number of ad hoc duties including consultation with armed forces about military exercises, safeguarding, aeronautical legislation, arranging visits to airport operational sections etc were being passed to the post. Moreover, through his attendance at management and Departmental committee meetings the post is also

becoming involved in wider operational and policy matters connected with the Airport. It is against this background, and our findings elsewhere, that we have considered whether there is a need to have a formal Deputy post to the Director. We cover this point under a separate heading.

Administration Section

- 12.74. In this Section there are the Airport Director (last four points CAA Operations Officer 1 plus first point CAA Grade C scales) post, the Airports Committee Secretary (EO1) post, one EO2 post, three Clerical Officer posts, one Personal Secretary post and a Typist post. The first two posts were included in the review, although discussions were also held with the EO2 postholder.
- 12.75. The Secretary post fulfils an important role in the running of the Airport, and oversees the Administration/Finance Section including supervision of the Division's finances, preparation of revenue and capital account estimates in consultation with other operational heads, oversees the compilation of passenger and flight statistical information, deals with leases and insurance issues on the Airport property including assisting in the negotiation of rents and charges etc. The post is also responsible for the preparation of the agenda and minutes of the Airport Committee and attends the Airport Director's management meetings.
- 12.76. Shortly before our review the Personnel Office Staff Inspectors had carried out a review of the administrative procedures and organisation of the Section. In it they propose a re-allocation of duties so that they are performed at the correct grade level, including some duties which should be re-allocated from the Airport Director to the EO1 Secretary post. We are in agreement with the recommendations and suggestions contained in that report and are satisfied that, if they are implemented, the Secretary post will justify the grade of HEO.
- 12.77. The Airport Director is responsible for the running of Ronaldsway Airport including liaison with airport and airline operators, the Civil Aviation Authority and the UK Department of Transport and is

the principal adviser to the Minister on airport and aviation matters including legislation, route applications and future planning of airport facilities. The post attends monthly meetings of the Airports Committee and holds a weekly Heads of Sections meeting to discuss operational and general management matters. We are not in a position to comment on the postholder's present grading analogue which is aligned to CAA grades, but conclude that if the post were to be analogued to a Civil Service grade in line with other recommendations we have made elsewhere in this report it would be an Open Structure Grade 7 post.

PROPERTIES DIVISION

- 12.78. This is the smallest of the Divisions which make up the Department and has taken over the role of the former Government Properties Trustees. In effect, the Division is responsible for the estate management of most if not all of the Government properties. It is the main provider of office and other accommodation for Government including the repair and maintenance of this property on which it works closely with the Architecture and Planning Division in the Department of Local Government and the Environment. We were supplied with a current list of the properties and these include tourist attractions (castles and Laxey Glen), office accommodation, courthouses, police stations, Government House, factories and a range of miscellaneous properties. It is the present policy of the Division to rationalise the property portfolio by passing responsibility for certain types of property to other Departments. Thus negotiations and a feasibility study are underway to explore the possibility of transferring the castles and Laxey Wheel to the Manx Museum and National Trust (with which we agree). Also the factories and industrial estates (Jurby) either have been, or are in the process of being, transferred to the Department of Industry. The intention, we understand, is to leave the Division largely with Government Office buildings, courthouses, legislative buildings and a small amount of miscellaneous property.
- 12.79. Supporting the Division or Properties Committee is a Secretary (AO2) post, a Clerical Officer and a Typist. The Secretary was interviewed as part of the review.

12.80. The Secretary post provides support to the Committee by way of preparing agendas and briefing papers, attending meetings, taking minutes and actioning the decisions of the Committee. Other work is related to estate management tasks including liaising with other Government Departments over their future accommodation needs; arranging repair and maintenance; overseeing and monitoring the progress of capital schemes; negotiating leases, rents and charges with tenants; arranging the sale of properties; consulting with the Government Valuer; and consulting with the Attorney General's Office on legal property matters. The post prepares revenue and capital estimates and manages the manual staff (mainly caretakers, cleaners, gardeners etc). On the majority of these matters the post works within the parameters laid down by the Properties Committee. At the time of the review the postholder had over 70 matters currently being progressed.

12.81. The post is very heavily loaded and in our view there is a strong case for additional executive resources to be provided at EO level. We find the post is justified at SEO level but some tasks should be delegated to the new post we propose. The range of work undertaken by the post is wide but estate management duties in the UK would normally fall to be undertaken by a professionally qualified person in surveying or estate management. We suggest, therefore, that the Commission should consider making the post a Departmental Class post and filling it with a suitably qualified person at the grade of SPTO.

Acting Secretary

12.82. This AO1 post at the time of the review was combining the functions of Acting Secretary or Head of the Department with his role as Secretary to the Highways and Drainage Committee. About one quarter of the post's time is spent on the former duties and the remainder on the latter. As Head of the Department the post attends all Departmental meetings for which he prepares the agenda and takes the minutes. On the Harbours, Airports and Properties side of the Department the post presently has little involvement and usually only attends Committee meetings if financial issues are on the agenda. We find that outside his specialism (Highways) the post has little direct involvement in Departmental affairs. As Secretary to the

Highways and Drainage Committee he prepares the agenda and occasional policy papers for the Committee. Many of the issues however are executive in nature (ie they fall within agreed and long standing policy) rather than relating to new policy. For example, road closure orders we feel are but one area where an executive, rather than political, decision might be appropriate. The post is, however, involved in reviewing legislation requirements (mainly based on UK models), preparing briefs for the Minister in Tynwald and, as Accounting Officer, overseeing the preparation of composite financial estimates and accounts.

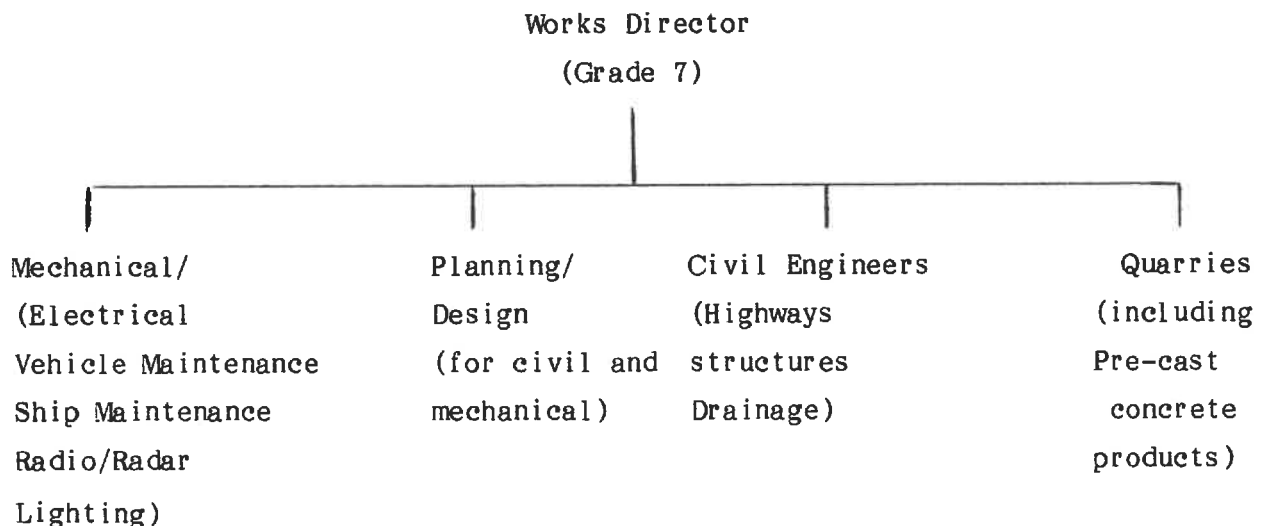
- 12.83. On the basis of its present duties the post is a poor one in grading terms though it is heavily loaded, largely because there is a lack of delegation. We are convinced, however, that if the Department is to remain intact (and we discuss other options elsewhere in the report) then there is a need to have one clearly recognised head of the Department. At the present the post does not justify its present grade, but there is potential for a good quality Open Structure Grade 7 post to head the Department and to fulfil the role of Accounting Officer described in Chapter 6.

Organisation

- 12.84. It became clear to us very early on in the review that although in name it was one Department, in reality it was still functioning as four separate "Boards". Indeed at our early meetings with the Minister he warned us that this was the case and said that he was anxious that the various parts should integrate as soon as possible. We endorse these sentiments and, like the Minister, feel that there are significant efficiency gains to be achieved. We do not wish to be over critical but we were given a clear mandate to report on what we found and in many areas of the Department authority and responsibility was confused. There was no clear direction and often one side (sometimes in the same Division) did not know what the other was doing. We have no desire to apportion blame but the situation we found may have been avoided if the creation and operation of the new Department had been planned more carefully when the new Departmental structure was introduced and if there had been a greater willingness from the previously separate units to work together towards

establishing a more cohesive organisation. In Part IV we propose a more radical "shake up" of the Department's functions, but in this Chapter we make organisational proposals on the assumption that the Department remains intact.

12.85. We consider first the professional posts in the Department. These are placed in their former "Board" structure with little interaction between them. Thus the engineering (civil, mechanical and electrical) and design capabilities in the Department are functionally organised so that each area (eg Marine, Harbours, Highways, Airports etc) has its own engineers and manual/craft staff. The present organisation means also that posts contain a range of quality of work. What we have done is to identify the numbers required in each area under current workloads and to identify where the generality of work falls in terms of quality (ie grading). We believe that by combining the engineering and design functions into one Division within the Department it will allow a better distribution of quality of work at appropriate levels and encourage tighter control in planning and programming of work. Our views reflect the finding that the engineering needs are mainly civil with some mechanical and electrical work. It is anomalous, for example, that the Highways Division should not have responsibility for harbour roads and jetties, breakwaters etc, when the engineering and design skills are not dissimilar. Therefore, in broad terms, we believe all the design and engineering functions, currently split between highways, harbours and airports, should be combined under one Open Structure Grade 7 post. In functional terms the organisation would be illustrated as follows:

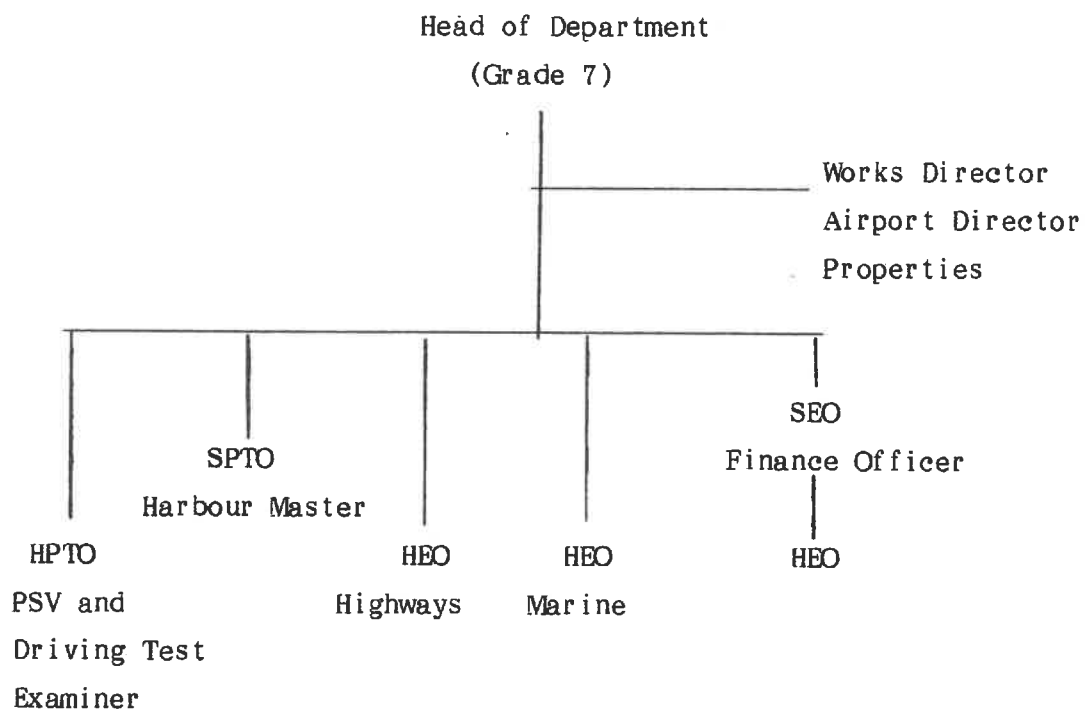


- 12.86. In the time we had available for the review we could identify potential benefits; it is difficult for us to be precise about the resultant effects on numbers and grades, because the benefits not only affect senior grades but will call for a better utilisation of junior and manual grades which we did not see. Thus the present work in Harbours could be allocated as follows: the TGI post to the Design Section, the PTO post to the Outfield (Civil Engineering) Section and the HPTO Mechanical Engineer to be part of the Mechanical/Electrical Section and provide a service to the other Sections. Such an allocation under management levels in other Sections would question the need for retaining the SPTO post in the "old" Harbours Division.
- 12.87. What we have done in this review is to identify the senior grades required under the present organisation. This has already identified some savings. By combining the Divisions we believe there are further savings to be achieved, (some of which we have mentioned) but these should be achieved in time. Thus within the Civil Engineering Division should be placed the Outfield Section (under one SPTO) and the Rivers and Bridges (including Drainage) Section (under one SPTO). One of the first tasks of the Grade 7 will be to review operations at all levels to ensure that they are being carried out efficiently. There are of course other benefits - rationalising depots; centralised bulk purchasing; better use of plant and machinery etc. The advantages go further than just the DHPP and in Part IV we consider the benefits of a Works Department, a proposal which is not new to the Isle of Man. Many of the additional benefits identified there apply equally to the organisation proposed above.
- 12.88. These arguments on the professional side of the Department apply equally to the administrative side. Thus we propose that these functions, including finance, should be combined. There will be two key posts in this area: the head of the Department and the Finance Officer.
- 12.89. From what we have seen of the administrative work in the various Divisions we conclude that the balance of work is appropriate to Grade 7 level but because the post will be expected to co-ordinate the work of others at this grade it should receive an additional

allowance of five per cent of the maximum of the scale. Our conclusions on the grading also recognise that in many aspects the Head of the Department will have little direct management input in the running of the engineering side of the Department where the onus will be on the Grade 7 head there to deliver results.

- 12.90. This Department, perhaps above all others, needs sound management accounting systems including reliable costing systems and robust management information systems to facilitate sound planning, programming and control of work. These were largely lacking and the Minister expressed his concern to us that he felt uncomfortable that information he required as a Minister was often unavailable. Notwithstanding what we say in other parts of the report we conclude that a qualified accountant post is required in the Department initially to set up such systems, and to tighten financial control. We propose that this post be graded SEO.
- 12.91. In the Chapter dealing with the Treasury we propose that in-house accountants should provide such support to Departments. We identify there that an SEO accountant should oversee the DHSS and DHPP. Our proposal above does not conflict with these sentiments. We propose that the SEO accountant post in the DHPP should be created for an initial period of two years to set up the systems after which the need for it should be reviewed by the Personnel Office with a view to replacing it with an unqualified (but trained) SEO Finance Officer. Thus accountancy support thereafter should be provided from the Treasury in the manner which we describe in Chapter 14. During this initial two year period we propose that the SEO Accountant in the Treasury concentrate on the DHSS (and particularly the Health Service) in ensuring value for money in that area.
- 12.92. The Grade 7 Head of Department will need policy and administrative support. We propose no change to the HEO post at the Airport. We consider that there should be two HEO posts reporting directly to the Grade 7, one concentrating on Marine and Harbour policy and the other on Highways (and Drainage) policy. We also propose that there be an HEO post in support of the SEO accountant, but subject to the same two year review as mentioned above. We are not in a position to identify support at EO and clerical level beneath these posts which will be for management initially and the Personnel Office Staff

Inspectors eventually to determine. We do believe, however, that one EO post should be given the task (not full-time) of collating papers for Ministers etc for decision since the need for Ministerial, as opposed to Committee, decision making will be required both as a result of the new organisational structure and because of new Ministerial powers. We also believe that the Harbour Masters' Section and the PSV and Driving Test Examiner Section be part of the Administration and Finance Division and report directly to the Grade 7. In summary, therefore, we see the top administrative structure being as follows:



12.93. We have already given our findings on the Properties side of the Department. As an estate management function for Government buildings we discuss in the Chapter dealing with the Department of Local Government and the Environment whether or not this function is best placed alongside the "works" function relating to Government buildings which is a responsibility of that Department. This is for wider consideration. Meantime the SEO (or SPTO) post should form a separate section reporting to the Head of Department.

12.94. Property estate management is a specialised function. We see advantages to the Isle of Man in centralising this function (except for the castles and Laxey Wheel) but note that the present policy is

- to devolve responsibility to other Departments which could add yet more demands on administrators there who often already have a wide range of responsibilities. We suggest that the present policy should be reviewed in the light of the comments we have made.
- 12.95. We understand that the role of the Properties Division is to provide accommodation to Government Departments "on demand" and that it is the Properties Division and ultimately the DHPP Minister who firstly has to seek Treasury approval for the costs and, secondly, Tynwald approval to have the money voted to his Department. We envisage that the Properties Division should continue to maintain close links with Departments about their future property needs but that it should be the "sponsoring" Department which justifies to the Treasury and to Tynwald both the need and the costs involved. Thus the work of the Properties Division could be undertaken on a repayment basis and suggest that this is considered by the Department and the Treasury.
- 12.96. On the Airports side we have considered carefully the need to have a formal deputy to the Airport Director and have concluded that it is not necessary. However, it is clearly sensible to have some post nominated which would have responsibility for operational management in the absence of the Director. The SATCO post seems appropriate to us to fulfil this role but we do not believe it is necessary to have the post (organisationally) sitting beneath the Airport Director and above the other operational heads of Sections.
- 12.97. The Airport is a commercial organisation. It receives income from airport users, both passengers and operators, and leases office and other commercial space within the airport buildings. Although there is some subsidy towards operating costs from Central Government funds we wonder whether it could become a separate semi-commercial entity (along the lines of provincial airports in the UK) while still retaining its links in terms of the pay and conditions of service of its staff with the Civil Service. Thus the Airport Director would be the Accounting Officer, in effect, and would be directly responsible to the Minister for the Airport and not report to the Grade 7 Head of Department. We propose that this suggestion be explored by the Commission and the Department.

Recommendations

Harbours and Marine Division

- 12.98. We recommend that the Division comprise one SPTO post, one PTO (Civil Engineering) post and one TG1 post. We further recommend the deletion of one Grade 7 (Chief Engineer) post from the establishment.
- 12.99. We recommend that the Assistant Engineer post in the Mechanical Engineering side be graded HPTO and that the Works Superintendent post be graded TG1.
- 12.100. We recommend that the Fishing Surveyor post be graded HPTO and that it report directly to the Chief Marine Surveyor.
- 12.101. We recommend that the Harbour Master post at Port St. Mary be removed from the establishment and that there is no requirement for a nominated Deputy Chief Harbour Master post at Douglas which should be made equivalent to the grade of Assistant Harbour Master.
- 12.102. We recommend that the Harbour Masters and Assistant Harbour Masters be graded HPTO. We also recommend that the Chief Harbour Master post be graded SPTO.

Highways and Drainage Division

- 12.103. We recommend that the Senior PSV and Driving Test Examiner be graded HPTO; that the PSV and Driving Test Examiner be graded PTO; and that the Driving Test Examiner be graded TG1.
- 12.104. We recommend that the Rivers and Bridges Section comprise a Rivers and Bridges Engineer post at SPTO grade, an Assistant Engineer post at PTO grade and a Civil Engineering Technician post at PTO grade.
- 12.105. We recommend that the Supervisor of Quarries be graded SPTO.
- 12.106. We recommend that the Plant Maintenance Manager post be graded HPTO.

- 12.107. We recommend that the Drainage Section comprise a Civil Engineer (Sewerage) post at SPTO grade and an Assistant Drainage Engineer at PTO grade. We also recommend the removal from the establishment of the Drainage Maintenance Officer (PTO) post and that consideration be given to combining the Rivers and Bridges and Drainage Sections.
- 12.108. We recommend that the Design Section comprise a Design Engineer post at SPTO grade, two Assistant Engineers at PTO grade and two Civil Engineering Assistants at PTO grade.
- 12.109. We recommend that the two Outfield Sections in the Highways Division be combined under the head of one Outfield Surveyor at SPTO level supported by three Assistant Surveyors at PTO level. Therefore one Divisional Surveyor post at SPTO level should be removed from the establishment and one Assistant Surveyor PTO post be created.
- 12.110. We recommend that the Civil Engineering post be graded HPTO and should report directly to the Surveyor General.
- 12.111. We recommend that the Senior Assistant Engineer (SPTO) post be removed from the establishment.
- 12.112. We recommend that the Surveyor General post be an Open Structure Grade 7 post.

Airports Division

- 12.113. We recommend that the Senior Air Traffic Engineer retain his present analogue to the SATE scale.
- 12.114. We recommend that the Works Section be staffed by one Station Engineer post graded PTO and that the Deputy Station Engineer post be removed from the establishment.
- 12.115. We recommend that, in the light of our finding that the Senior Meteorological post is equivalent to the HSO grade, the Personnel Office Staff Inspectors review the staffing and organisation of the Section.

12.116. We recommend that the Airports Committee Secretary post be graded HEO and that the Airport Director post, if it is decided to grade it in accordance with Civil Service grading criteria rather than continue with its present CAA analogue, would be appropriate to Open Structure Grade 7.

12.117. We recommend that consideration be given to the Airport becoming a separate agency (within Government) run on commercial lines and reporting to the Minister as suggested in paragraph 12.97.

Properties Division

12.118. We recommend that the Properties Division Secretary post is correctly graded SEO but that consideration be given to making it a qualified Departmental Class post equivalent to the SPTO grade. We further recommend that consideration be given to giving support at EO level to this post.

12.119. We recommend that the Department should review its present policy of transferring property to other Departments and consider retaining expertise centrally. We also recommend consideration be given to Departments being responsible for seeking and justifying their capital expenditure programmes on accommodation needs.

Administration/Finance Section

12.120. We recommend that the Head of Department be an Open Structure Grade 7 post plus five per cent allowance and that the Finance Officer post be a qualified SEO Accountant post subject to review after two years. We further recommend the provision of one HEO (Finance) post, one HEO (Marine) post and one HEO (Highways) post and that the Section be organised as described in paragraph 12.92.

Works Division

12.121. We recommend that the Engineering and Design staff in the Harbours, Marine, Highways and Airports Sections be combined under the management of a Works Director post at Open Structure Grade 7 level

which should report to the Head of Department. Savings and benefits should result and the Grade 7 post should be charged with achieving these within one year of the Divisions being combined.

13. DEPARTMENT OF LOCAL GOVERNMENT AND THE ENVIRONMENT

Role and Organisation

13. 1. The duties of the Department are diverse. They cover a variety of topics including environmental health, consumer protection in relation to food hygiene, drugs, meat inspection, milk etc; Health and Safety at Work Act; a testing and analysing service; public authority housing; town and country planning; development schemes; energy conservation; etc.

13. 2. The work is functionally split among a number of Divisions as follows:

Health and Safety Division (Factory and Safety Inspectorate)
Architecture and Planning Division
Administration Division
Environmental Health Division
Government Analyst's Laboratory.

The heads of all these Divisions report to the Administrator and Secretary (Principal). Shortly before the review housing maintenance was taken out of the Environmental Health Division to form a separate Division reporting directly to a "Junior" Minister.

13. 3. Included in the review were the Architecture and Planning Division, the Administration Division and the Environmental Health Division. The other Divisions had been subject to recent staff inspections by the Personnel Office Staff Inspectors and copies of these reports were made available to the reviewing team.

13. 4. During the course of the review revised management arrangements were introduced to the Division in anticipation of the new Ministerial powers under the Government Departments Act 1987. These envisaged that the Minister and "Junior" Ministers would continue to meet formally as a Department each month with particular emphasis on Departmental policy, finance and staffing matters. These meetings would be attended by the Administrator and Secretary (to be retitled Chief Executive), the Assistant Secretary, the Finance Officer and Divisional Heads (as required). Certain aspects of the Department's

functions would be delegated by the Minister to the "Junior" Ministers; one would oversee matters connected with Environmental Health, the Government Analyst's Laboratory and deal with Nuclear Power issues; the other would be responsible for matters connected with Housing, Factory and Safety Inspectorate and the Architect and Planning Officer's Division. These changes envisaged also a changing role for the staff in servicing "Junior" Minister meetings and proposed that administrative back up would be provided and co-ordinated by an Executive Assistant at EO1 level. These posts would act as clerks at meetings, ensure co-ordination and communication between the Divisions, chair inter-disciplinary working groups and ensure that decisions taken by the "Junior" Ministers were properly recorded and ratified. These duties would be in addition to their present ones, and it was expected that some tasks would need to be devolved to EO2 level.

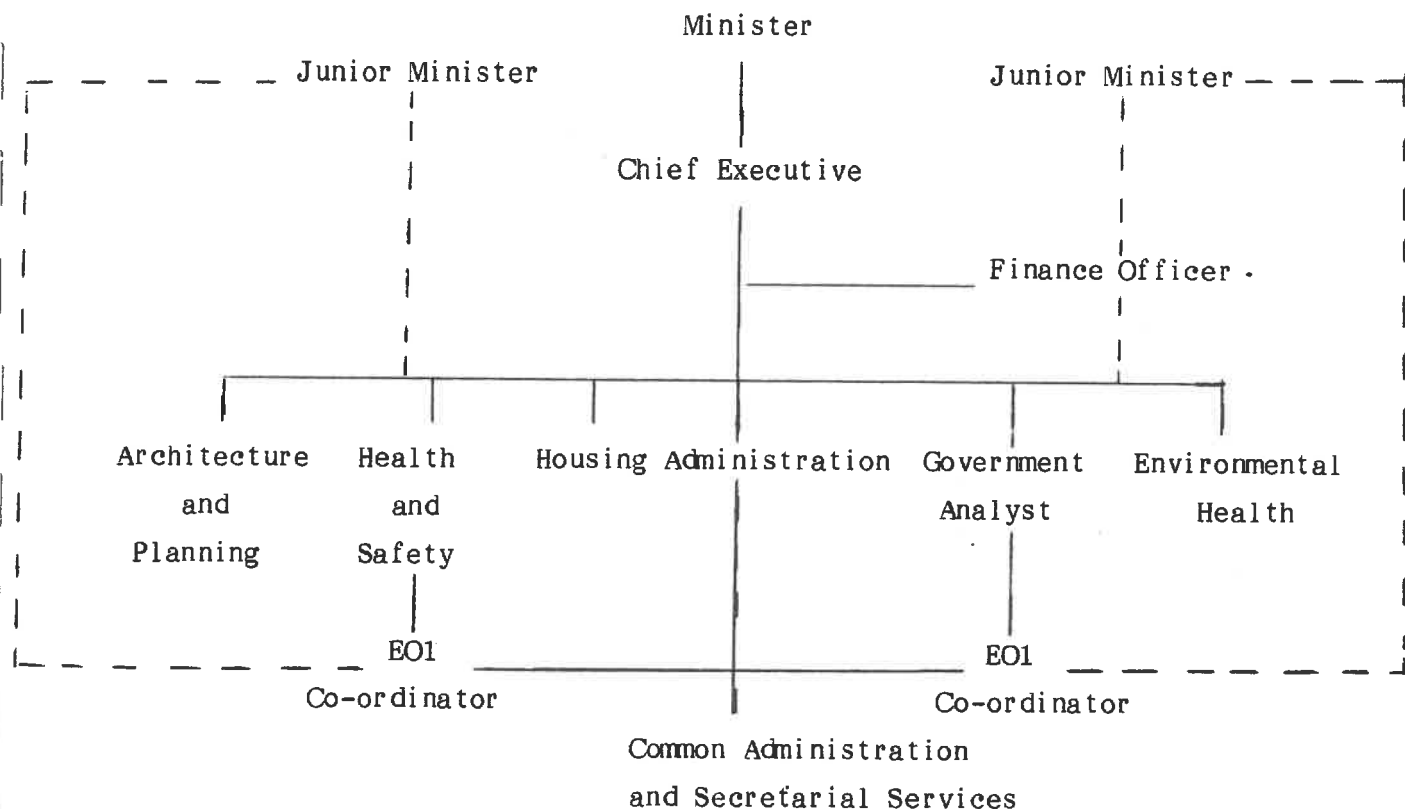
13. 5. The new organisational and decision making structure envisages also a greater co-ordinating and policy support role to Ministers. A system of corporate planning and management is to be (or has been) introduced involving the establishment of -

- (i) a policy planning group;
- (ii) inter-disciplinary working groups; and
- (iii) an administrative management team.

The first group comprises all senior officers in the Department and will meet monthly before the Departmental Ministerial meeting. Included in its terms of reference are: guiding the Department in the formulation of its objectives and priorities; advising on financial and economic policies; reviewing the effectiveness of the Department's current policies etc. The inter-disciplinary working groups are concerned with the detailed arrangements for the implementation of programmes and, we understand, will be chaired by one of the Department's Executive Officers. The Administrative Management teams, it is intended, will meet weekly and comprise the Chief Executive, the Assistant Secretary, the Finance Officer, the Planning Committee Secretary and the EO1 (General Administration). The purpose of the Management team is to acquaint each of its members with the issues each is dealing with so that decisions in one area do

not conflict with policies in another.

13. 6. The following organisation chart illustrates how it is envisaged that the Department will operate.



13. 7. As we have said, these changes were about to be introduced when the review took place. It was not possible for us to judge whether or not they would be successful, or to judge the effect they would have on the Department's administration. Nonetheless we have tried, as far as possible, to look at the posts in the Department (and particularly in the Administration Division) in the light of these changes and have formed our conclusions accordingly.

13. 8. Not all posts in the Department were included in the review. Only the senior posts in the Administration Division were seen, a representative sample of the posts in the Environmental Health Division were interviewed, but virtually all the posts in the Architecture and Planning Division were interviewed. For convenience we deal with each Division separately giving our findings and conclusions on each before dealing with the organisation of the Department as a whole under a separate heading.

Findings and Conclusions

13. 9. The Division is organised into three broadly discrete Sections covering Housing, Works and Food, each reporting to the Chief Environmental Health Inspector (Principal grade). Each Section is headed by a Senior Environmental Health Inspector (HPTO scale excluding points 1-2 plus points 1-3 SPTO scale) and manned (largely) by Environmental Health Inspector (HPTO) posts.
- 3.10. The Food Section comprises one SEHI and four EHI posts. There is also a Milk Sampling Officer (P & GS Grade E, first point with two decrements) in the Division who was also interviewed. The Division is responsible for food hygiene in all food premises, for ensuring and monitoring the fitness and standard of food intended for human consumption and for export, to prevent and/or investigate food poisoning outbreaks or complaints about the standards of food or premises, and harmonising Isle of Man food legislation with that of the UK and the EEC.
- 13.11. Two of the EHI posts are almost wholly engaged on meat inspection work at the Island's abattoir, including monitoring of sheep for levels of caesium 134 and 137 under the Food (Emergency Provisions) Act 1986. In addition the EHIs are also responsible for the hygiene of the Abattoir, ensuring the humane slaughter of the animals and monitoring the fitness of slaughtermen prior to issue or renewal of licences. The other two EHIs in the Division carry out statutory enforcement duties by the inspection of premises, ships, docks, dairy farms, the animal by-products plant and the inspection of imported meat. Premises etc are categorised High, Medium and Low risk and high risk premises (the majority on the Isle of Man) should be visited at least four times a year. They are also expected to carry out eight visits a day but this is too rarely achieved. One covers part of Douglas and the north, the other the south and remainder of Douglas. They also provide cover for the EHIs based at the Abattoir. The remainder of their time is spent on inspections and sampling of shell fish, investigating complaints and outbreaks of food related infectious diseases.
- 13.12. The Milk Sampling Officer takes samples of milk from the Island's

milk producers under the auspices of the Milk Quality Testing Scheme and Sale of Milk Cleanliness Regulations, takes informal samples of food from retail outlets, samples shell fish and rainwater, and has a routine sample programme of ice cream manufacturers. The post also undertakes limited inspections of farm premises and oversees the safe disposal of condemned foodstuffs. Much of the analysis of samples is done by the Public Analyst's Laboratory with the post undertaking straightforward arithmetical calculations and graph plotting. There is no interpretative involvement. The post should be graded at P. & GS Grade E (full scale).

- 13.13. The SEHI post has a management task in overseeing the work of the EHI, and in establishing and monitoring the programme of visit inspections. He occasionally joins an EHI on a routine inspection but is largely office based in reviewing the developing current legislation and preparing guidance notes for the public on food hygiene practices. Both this post and the EHI posts also participate in running food hygiene seminars for the benefit of the hotel/restaurant trade on the Island.
- 13.14. The Works Section is staffed by a SEHI and two EHI posts. The Section is also responsible for refuse disposal on the Island and the Refuse Disposal Superintendent (PTO) post was interviewed by the reviewing team. The Section is mainly responsible for the enforcement of Building Control Regulations over most of the Island; Douglas, Peel, Kirk Michael, Ramsey, Onchan and Port St. Mary have their own Building Byelaw inspectorate.
- 13.15. The two EHI posts share the work geographically. One post is responsible for the north of the Island, one is responsible for the middle of the Island and the south of the Island is normally the responsibility of a Building Control Officer (PTO) post within the Section. The latter post was vacant at the time of the review. Their duties include the examination of plans, documents and specifications for new buildings, and for alterations and extensions to existing buildings. The work involves a wide range of building type and use, requiring a wide and detailed knowledge of the Building Regulations and of British standard codes of practice, British Board of Agreement Certificates etc. Those plans involving detailed or novel structural proposals are submitted to a consulting engineer for

inspection and report. Thereafter seven statutory inspections take place at prescribed intervals during the work in progress but in practice many more inspections are undertaken. The purpose of these inspections is to ensure that regulations are followed and quality of materials and construction is maintained. The posts issue a completion certificate at the finish of the work . Other duties include inspection of sand and gravel pits, grandstands, camp sites etc.

- 13.16. The Refuse Disposal Superintendent post manages the manual workforce and the work on the two sites (Raggatt and Ayres). He also undertakes statutory visits to private disposal sites to ensure that they are being operated in accordance with licensing provisions. The post's responsibilities include the removal of abandoned, crashed and derelict vehicles and inspections of premises of motor salvage contractors. The post contains a variety of quality work but the generality is appropriate to the PTO grade.
- 13.17. The SEHI covers the work of the EHI and Building Control Officer posts for up to 18 weeks a year, signs notices of approval or rejection, determines applications for relaxation from the regulations (some after inspection) both by individuals and by local byelaw authorities and reviews and proposes new building regulations. The post visits the refuse sites at least once a week and is responsible for the purchasing and maintenance of plant. Other duties include undertaking technical appraisals on behalf of the Department of Tourism and Transport for applications under the Tourist Premises Development Scheme 1986 and the Tourist Premises Fire Precautions Scheme 1986 and responsibility for the replacement policy of the Department's vehicle fleet and radio communication systems.
- 13.18. The Housing and Pest Control Section comprises one SEHI, two EHIs and one Pest Control Officer post (P & GS Grade E) and manual workers (the latter posts not being included in the review). The Section formerly included the responsibility for public sector Housing maintenance but this was removed from the Section's responsibility shortly before the review began. The Section is responsible for ensuring that current environmental health/public health/housing

legislation is administered correctly, and for giving advice and guidance on such issues to the twenty-five local authorities on the Island. Work is generated by the local authorities, other Government Departments and by members of the public.

- 13.19. The two EHI posts share these responsibilities with one responsible for the ten local authorities in the south and the other for the seventeen in the north. (There is some dual responsibility). Their tasks include routine inspections of properties which are the subject of applications for grant aid and the preparation of specifications/schedules of work; inspection of work on completion; investigation of complaints about private sector housing and deciding appropriate action and follow up with owners, landlords etc; investigation of local authority housing problems and surveying work; routine environmental health inspections covering a wide variety of statutory provisions (eg public health nuisances) including enforcement action; and investigation and enforcement of the Housing (Flats) Regulations.
- 13.20. The SEHI post as well as managing the Section generally tends to take the more complex or problematical casework or complaints which come into the Section. The post also concentrates on noise and air pollution complaints, but since losing the responsibility for Housing Maintenance has been assisting the EHIs on their more general duties.
- 13.21. The head of the Environmental Health Division is the Chief Environmental Health Inspector post. It is responsible for the management of the Division, establishing and monitoring management and financial control procedures, liaising with local authorities, providing policy advice to the Ministers, overseeing and contributing to the preparation of public health legislation, research and recommendations to Ministers on improvements to Environmental Health issues.
- 13.22. In assessing the Environmental Health Officer posts we have looked at the Division as a whole and the range of work undertaken by each Section. We have also taken into account the fact that EHIs are expected to cover the full range of duties notwithstanding the particular duties to which they are presently allocated. The posts in this Division largely undertake duties normally performed by local

authorities in the UK and have no direct UK Civil Service counterparts. We have considered carefully the duties and responsibilities and conclude that the generality is appropriate and equivalent to a good quality PTO post in the UK Civil Service. We further conclude that the SEHI posts are equivalent to the HPTO grade.

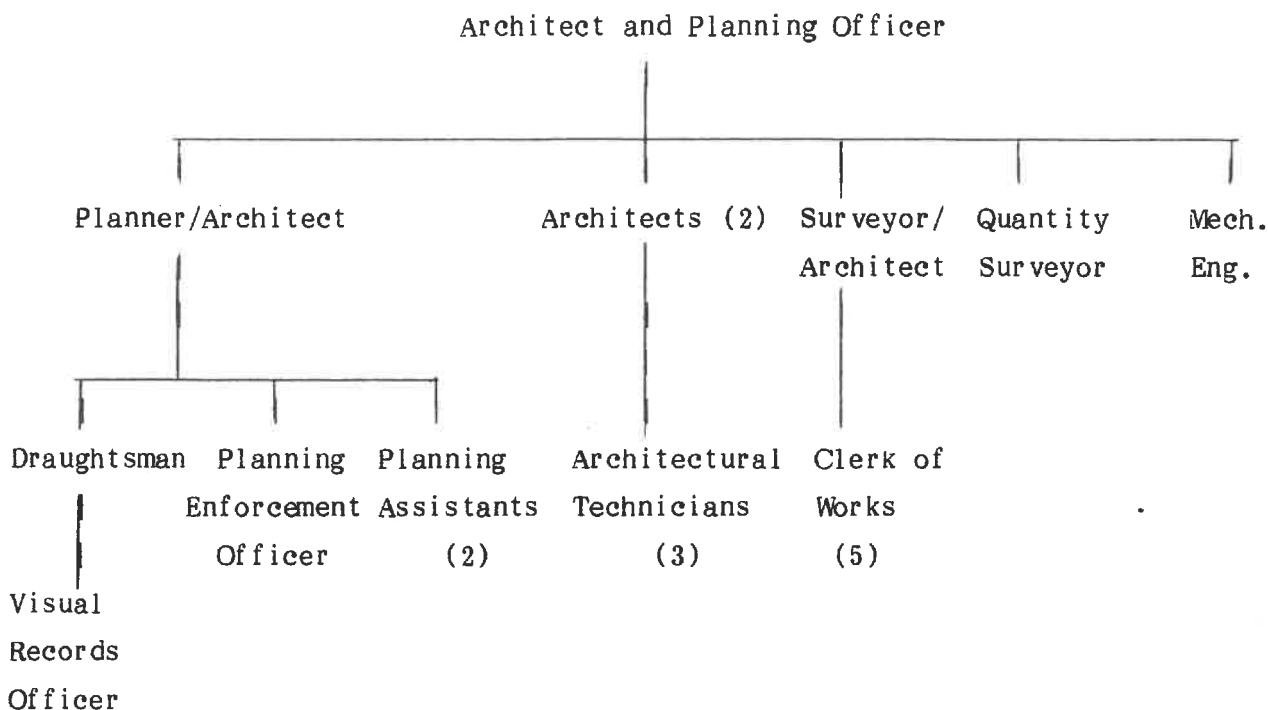
- 13.23. Our conclusions on the CEHI post follow from our earlier grading conclusions and the duties which are undertaken by this post in our view equate firmly within the range expected by the SPTO grade in the UK. We address the organisational consequences of these findings and conclusions later in the report.

Housing Division

- 13.24. As already indicated this is a new Division in the Department. It is staffed by a Housing Maintenance Officer (PTO) post which manages a workforce of some 29 manual staff and is given assistance by an administrative post from the Administration Division. Its responsibilities include providing a maintenance and repair service to the Department's housing stock of some 1,150 houses, allocation of duties to the manual staff (via the foreman), overseeing a five year capital refurbishment programme and inspection of the housing stock to provide a data base on which to implement a planned maintenance system. The post is correctly graded at the PTO grade.

Architecture and Planning Division

- 13.25. This Division offers a comprehensive land development and building service. It provides advice on Town and Country Planning (including control and enforcement), Architectural Services, Mechanical Engineering, Building Maintenance, Quantity Surveying and Administration. A representative sample of posts undertaking these duties was selected for interview and at the time of our review the Division was organised as follows:



13.26. Within the Planning Section, the Visual Records Officer post (points 1-4 of TG1 scale) is responsible to the Planner/Architect and contains a miscellany of unrelated tasks. The major aspects of the work undertaken by the postholder are:

(a) Plotting of planning applications on the office records by locating the actual site, marking site boundaries and noting application details. The sizes of applications vary between a single small extension to an existing property up to a proposed development of a housing estate. In order adequately to perform the task the postholder must be able to interpret grid references and ensure that applications do not encroach on conservation areas.

(b) Drawing Deed/Lease plans when a sale or lease is required by Government to the private sector. This task involves the postholder in a site visit to measure all appropriate boundaries and to present the details in plan form.

13.27. The Visual Records Officer post provides assistance to the Planning Enforcement Officer post, by assisting it with site measurements and acting as witness in difficult cases. It also assists the Draughtsman post with map sales, measurements, record keeping etc. Other ad hoc tasks include operating a dyeline copying machine,

obtaining photocopies, minor graphics work for display purposes, taking counter queries etc.

13.28. We recommend that the minor ad hoc tasks ie counter queries, photocopying, map sales, etc (much of which could be undertaken by the counter clerk) be removed from the post; that the cartographic type tasks be developed and that the post be graded as Cartographic Assistant (and not TG1 as at present) under the direct control of the Cartographic Draughtsman.

13.29. The Cartographic Draughtsman (Draughtsman grade) post is responsible to the Planner/Architect for the following activities:

(a) Organising and planning, in liaison with the UK Ordnance Survey Department, the 1/2500 scale re-survey of the Isle of Man. He determines the area requiring to be mapped and arranges for the aerial photography to be carried out. On receipt of the base information from OS he is responsible for the production of the final plan by the use of all the cartographic mapping skills, including an element of ground survey, and arranging for the combined master films to be prepared by printers.

(b) Compiling, designing, writing specifications and organising production of multi-coloured large and small maps; examples of which include the following:

Isle of Man Development Plan
Public Rights of Way Map
Town Centre Development Plans
Town Street Maps.

(c) Organising the mapping/visual records, advising on map and development plan related queries and providing cartographic support to the Planner/Architect.

(d) Carrying out ground surveys for a variety of purposes.

- 13.30. Within the Isle of Man Civil Service there is no other source of information or guidance available to the postholder for cartographic related topics. We discussed the duties of this post and the previous post with the Ordnance Survey Department Staff Inspectors who advised that the grading of Higher Cartographic Draughtsman is appropriate for the type and quality of work undertaken. We therefore recommend that the post of Cartographic Draughtsman should be graded at that level. This recommendation is based on the quality of work currently being undertaken and which we understand has been a policy decision of the Department. The need for the present level of cartographic work and the grading of the posts performing it should be reviewed by the Personnel Office Staff Inspectors after a period of two years.
- 13.31. The Planning Enforcement Officer (PTO) post is responsible to the Planner/Architect for the investigation of complaints received regarding unauthorised developments, developments which contravene the planning consent and undertaking any subsequent enforcement action. He also carried out regular inspections of development sites to ensure that the developments are being carried out in accordance with approved plans and that they comply with the relevant planning consent conditions. An additional responsibility placed with the postholder is that of Architecture and Planning Division Safety Officer. In this respect he will develop the policy, instructions and produce guidance notes for specific projects eg Glen Moar Mines.
- 13.32. The postholder has close working links with the Planning Assistants who draw individual cases to his attention and at the initial application stages his prime interest is disabled facilities. Cases handled vary, typical examples being monitoring car repairs carried out at unlicensed premises, the use of new equipment in a sand pit in contravention of original planning approval conditions, a house built with illegal deviations from agreed plans or the need for the postholder to issue a stop notice on unapproved work to ensure that formal application for planning approval is made. When necessary, cases have to be pursued through the courts but only after the postholder has been unable to resolve problems either by a personal visit or correspondence. There have been six actions in the past two years. In court cases the postholder is present as the expert witness but the legal aspects and ensuing correspondence are

undertaken by the Assistant Secretary of the Department. We consider the post to be appropriately graded at PTO and acceptably loaded.

- 13.33. The Architecture and Planning Division on the planning side has a Planner/Architect and two Planning Assistants. It is responsible for investigating, considering and reporting with recommendations on all applications for planning consent; advising on matters of planning policy and legislation, both in the general and in the particular.
- 13.34. Initially, planning applications are dealt with by the two Planning Assistant (pts 2-6 HPTO) posts with work allocated on a geographical basis. The applications are examined to ensure compliance with established standards (eg British Standards, Manx Planning Orders, and other regulations), and aesthetic judgements are made whether or not the proposed development does not clash, or appear out of character, with adjoining properties. No assessment of structural soundness is made - this requirement is dealt with by the Environmental Health Division or the local authorities which apply the Building Regulations.
- 13.35. Approximately 40% (comprising very minor developments such as garden sheds/greenhouses etc) of applications meet the statutory requirements and are passed to the Planner/Architect for approval. The Planning Assistants pass the remainder with comments to the Planning Committee (consisting of two Members of Tynwald and one lay-member) via the Architect and Planning Officer. The Planning Assistants attend the Committee meeting to provide further information and advice and vet the final letter to the applicant to ensure that the Committee's comments are accurately represented. They also contribute to a variety of planning related topics eg development plans/schemes, proposed legislation, design guides, registered buildings etc and will deal with general enquiries from Members of Tynwald, other Departments, statutory undertakings, developers, local authorities etc.
- 13.36. We consider the Planning Assistant posts to be adequately loaded and that the grading equates to that of HPTO in the UK Civil Service.
- 13.37. The Planner/Architect (SPTO) post in addition to management

responsibilities vets and controls applications within the Douglas area for compliance with the five year forward plan for Douglas Town Centre. The post discusses, as necessary, the application with all interested parties such as Douglas Corporation, DHPP, DHSS, Chamber of Commerce and the hotel industry. As a planning map, the plan will form the basis of a Statutory Instrument aimed at assisting developers and reducing speculative planning applications and protecting buildings and locations of interest. It is intended to develop similar plans for Ramsey, Peel and Castletown. The post also takes the leading role in the Island Development Plan which is now growing in importance with the anticipated increase in the Island's population. The post acts as the focal point for development queries and has wide discretion in applying established procedures and making judgements on whether or not proposals constitute a planning gain or loss. We consider the post to be adequately loaded and appropriately graded at SPTO level.

13.38. The architectural side of the Division is headed by two Architect (SPTO) posts who between them control and supervise the work of two Architectural Technician (PTO) posts. A third Technician post normally works to the Surveyor/Architect post. They have access to the services of five Clerks of Works (PTO) who also provide support to the Surveyor/Architect.

13.39. The purpose of the Architectural Section is to undertake architectural and related projects for and on behalf of the LGE and other Government Departments. The main objective of all projects is to ensure that the customer's brief is correctly prepared, interpreted and entirely fulfilled at the completion of work bearing in mind the enhancement of the environment at all times.

13.40. The architectural services undertaken by the staff include the following work stages:

- (a) Inception - preparing general outline of requirement and planning future action.
- (b) Feasibility - appraising customer in order to determine way forward.

- (c) Outline Proposals - determining general approach for layout, design and construction.
- (d) Scheme Design - completing brief.
- (e) Detail Design - agreeing on design, specification, construction and cost.
- (f) Production Information - preparing.
- (g) Bill of Quantities - preparing and completing all information and arrangements for obtaining tenders.
- (h) Tender Action.
- (j) Project Planning - enabling contractors to programme work.
- (k) Site Operations - following plans through.
- (l) Completion - handing over building to client.
- (m) Feed-back - analysing the management, construction and performance of the project.

13.41. The Architectural Technician's tasks split broadly into two aspects; providing assistance to the Architect by on the board drawing support under clear and specific instructions and undertaking small projects eg design and build of a police garage, smoke training chamber at the Fire Headquarters, chimneys etc, under the guidance and supervision of an Architect. They also undertake a variety of ad hoc support tasks eg land and building site surveys, specific technical studies in feasibility etc.

13.42. The two Architect posts undertake the major projects together with those projects which fall between the major and those undertaken by the Architectural Technicians. They also undertake surveys and investigations covering items such as site suitability, soil investigations, conditions of premises, structural surveys, building failures etc; providing a development service including the

preparation of special drawings/models, development plans, estate plans, demolition advice, environmental studies etc; undertaking design, cost estimating and giving financial advice, conducting negotiations, and advising on and engaging consultants.

- 13.43. Whilst we believe the number of architectural grades employed matches the work in hand we are however concerned that the grade difference between the Architectural Technicians and the Architects is too great for the range in quality of work undertaken. Not all the projects fall either in the simple or major category; there is a middle range. We therefore recommend the upgrading of one of the Technician posts to HPTO. Therefore we conclude that there is a need for two Architects at SPTO, one HPTO Architectural Assistant and one PTO Architectural Technician.
- 13.44. The post of Surveyor/Architect (SPTO) was created some two years before this review. It was previously designated as Building Surveyor and was responsible for the former Government Property Trustees' properties. The role of the postholder is to provide a professional service to the LGE Department for the repair, maintenance, refurbishment and alterations to a very wide variety of properties owned by various Government Departments. The range of properties covered includes the following: castles, theatre, factories, industrial estates, housing, hangars, restaurants, cafes, multi-storey car parks, supermarket, public houses, court houses, police stations, fire stations, the prison, elderly persons housing complex, swimming pools, farms, demolition works etc.
- 13.45. The post provides a full service for repairs and maintenance, where required, including inspection of properties, preparing surveys, sketch plans, working drawings, specifications, contract documents, estimates of cost etc, obtaining/negotiating tenders and rates of charges, supervising the work, certification of accounts, etc. To assist him in this task (in relation to Properties Division properties) he has an extremely small labour force consisting of two joiners, one apprentice joiner and two labourers. When a task requires a drawing he controls the Architectural Technician assigned to that task and he has the full-time support of two Clerks of Work (who also do straightforward drawings) and three others when they are

engaged on maintenance work.

- 13.46. The small workforce means that private contractors have to be engaged. This aspect operates reasonably well when a task can be planned some time ahead. However there is a large element of emergency or "fire brigade" action required in the repair work and it is very difficult to respond quickly when having to rely on private contractors. There are other pockets of direct labour spread throughout the Government Service which the Surveyor/Architect is unable to draw on. We return to this in Part IV of the report.
- 13.47. An important, indeed vital, task placed with the postholder is to develop a system of planned building maintenance for all properties within the LGE Department's area of responsibility. The development of this system is being severely hampered by the amount of crisis and emergency repairs having to be undertaken.
- 13.48. In view of the range of property types and problems facing this post it is appropriately graded at SPTO level and well loaded, although we would suggest that the title of Building Surveyor would be more appropriate.
- 13.49. The five Clerks of Work (PTO) posts provide support to the Architects and Surveyor/Architect and their duties split into two categories.
- 13.50. In assisting the Architects they are normally engaged on the larger projects etc Museum extension or alterations to Government Offices. In this role they provide a quality assurance check for the Architects in ensuring that projects and materials used are being carried out as specified and work to the drawings, specifications, bills of quantities, British Standards, Codes of Practice, Health and Safety etc. They have no responsibility for amending any specified requirement and would report to the Architect and receive guidance or authority for any such occurrence.
- 13.51. In working for the Surveyor/Architect they have responsibility for surveying buildings, planning maintenance, assessing work, organising and supervising direct and indirect labour and contractual work, instructing the workforce, preparing specifications etc. They are also required to make on the spot decisions when responding to

emergency situations. Overall there is a mixture of quality of work but on balance we consider the posts to be appropriately graded at PTO level.

13.52. The Quantity Surveyor (SPTO) post is directly responsible to the Architect and Planning Officer post. The post's work mainly comes from the in-house Architects and covers the smaller works and projects up to £250,000 in value; for tasks placed with private consultants he prepares an estimate as a guide for the Architects. His role is to provide financial guidance and procedures from the conception of work through all intermediate stages to the completion of work and the final account. The following list indicates some of the aspects involved:

- (a) Providing cost advice on the proposed project and what is achievable within a budget - ensuring value for money.
- (b) Discussing the size and standard of construction achievable within a set budget.
- (c) Advising on the economies of various forms of construction.
- (d) Preparing budget cost covering all options.
- (e) Preparing tender documents, estimates, reports and recommendations and formalising contract documents.
- (f) Preparing valuations of work in progress. Carrying out financial checks to ensure the clients' financial interests are safeguarded.

All of the above aspects are applied to materials, labour, plant, finishes, contractors, etc.

13.53. The post also provides an advisory service to various other Departments eg Department of Tourism for prospective developers. He also progresses with the Finance Officer Local Authority schemes for Government financing either in the form of petitions through the

Department for Tynwald approval or for approval of expenditure at Department level.

13.54. The post contains a mixture of HPTO and SPTO work and is appropriately loaded. As a singleton Quantity Surveyor post we are content, on balance, with its present grade of SPTO. However, if as we suggest elsewhere, the SPTO Quantity Surveyor post in the Treasury is transferred to this Department, then we conclude that the required complement is one SPTO post and one HPTO post.

13.55. The majority of the work of the Mechanical Engineer (first four points SPTO scale) post arrives via the Architect and Planning Officer to whom the postholder is directly responsible. He has no staff directly responsible to him. However, the work undertaken by the post is not directly linked to the general work of the Architecture and Planning Division, nor are the engineering responsibilities clearly spelt out. The two largest tasks occupying approximately 80% of the post's time were as follows:

Refuse Disposal - preparation of a report covering all aspects of waste disposal including environmental, financial and organisational issues; addressing the wider waste disposal problem including domestic and trade refuse, vehicles and sewage sludge. This task is also being undertaken by staff in the Environmental Health Division who, it is understood, are looking at the problem from a different angle.

Central Government Offices - inefficient performance of the heating system has involved the post in arranging for the chemical cleaning of the system and the engagement of a firm of heating contractors. The postholder has been carrying out the direct supervision of the work, at times making adjustments to the balance of the system himself.

13.56. The post has also been engaged on various other tasks eg supervising refurbishment of the Ramsey swimming pool, providing advice on boiler replacement for other buildings and the establishment of a Building Services Maintenance System.

13.57. Little of the above mentioned work seems appropriate to a type of

post which best meets the needs of the Architecture and Planning Division namely a Building Services Engineer to cover the types of mechanical/electrical installations required in the buildings under design, or of energy conservation for which we understand the post was originally engaged. We therefore recommend that the work of the post be redefined to match the needs of the Division in terms of building services engineering and the provision of support to the Architect posts. It should report to the Architect and Planning Officer post. We conclude that its correct grade is HPTO.

- 13.58. The Architect and Planning Officer (Grade 7) post has overall responsibility for the Division. The majority of the pure professional tasks associated with the Planning and Architectural demands of the Isle of Man are contained at SPTO level. This also applies to the other types of work in the Division eg Surveyor/Architect, Quantity Surveyor and Mechanical Engineer at the respective levels. Thus whilst we recognise the need for a professional officer at Grade 7 level, we conclude that the post is weak at this level and contains spare capacity. We see the role of the Grade 7 to be one of general oversight and direction in the establishment of targets and priorities, and not one of direct day to day involvement in the planning and architectural projects.

Administration Division

- 13.59. Six posts within this Division were included in the review, namely the Administrator and Secretary - now Chief Executive post (Principal), the Assistant Secretary (AO2) post, the Finance Officer (EO1) post, the Secretary to the Planning Committee (EO1) post, the Administration (EO1) post and the Housing Officer (EO2) post. The purpose of the Division is both to provide policy support to the Minister of the Department and to provide administrative support to the other technical/professional Divisions.
- 13.60. Responsibility for the control of housing rents and collection, including chasing arrears for the Department's housing stock rests with the EO2 Housing Officer post. The post also supports the Housing Allocation Committee responsible for allocating applicants to properties and authorising transfers and has contact with the

Housing Division on repairs and refurbishment programmes (especially when rehousing is involved). The post contains some low level work but is appropriately graded at the EO grade.

- 13.61. We have already outlined earlier in this Chapter the enhanced role that the two EO1 posts are now expected to have in the Department's affairs. The Planning Secretary post's current duties include attending Planning Committee meetings (fortnightly) including the preparation of the agenda, noting the decisions of the Committee and planning conditions laid down, checking and signing planning approval and refusal notices authorised by the Planning Assistants, and giving advice to the public and other Government Departments on planning procedures. The post was also involved in the preparation of revised planning procedures which were approved during the course of the review. Much of this work is routine and prescribed and should be undertaken at a junior level. The post should only be involved in the more complex applications, but we also question the need to check the work of the Planning Assistants who should, we feel, be expected to get matters right. We report these findings in the knowledge that additional - and we hope better quality - work is likely to be given to the postholder. However, on the present work undertaken the post largely equates to the EO grade.
- 13.62. The Administration (EO1) post is of better quality and undertakes research and prepares reports and policy papers over a wide range of the Department's responsibilities. Other tasks include general correspondence and registration and secretarial duties under the Medicines Act 1976. The latter responsibilities, involving the control and use of drugs, the registration of pharmacists, packaging of medicinal products etc seem more appropriate for the DHSS even though we accept that they embrace animal drugs. We understand that although the Act vests responsibility in the Department and the Department of Agriculture, Fisheries and Forestry, attempts have been made for the DHSS to take over responsibility. We would support this and suggest that it be considered again. Otherwise we find that the post is correctly graded at the HEO grade.
- 13.63. The Finance Officer post spends most of its time in the day to day control of the Department's finances and in preparing revenue and capital accounts. The post is assisted by a CO post which does most

of the routine work (journal transfers, accounts, invoices etc) and which is checked by the Finance Officer. The post also presents reports and advice to the Minister and Members on local authority Petitions for Borrowing, assists in drafting speeches and replies to Tynwald Questions and attends Departmental meetings. Some of the more straightforward checking work and book-keeping work could be delegated but the lack of an EO post prevents this. Nonetheless the post is justified at the HEO grade. We comment again on the Finance Officer post and its role later in this Chapter.

- 13.64. The Administration Division is headed by the Assistant Secretary (AO2) post which also deputises for the Chief Executive in the latter's absence. These tasks include "office manager" type duties in ensuring that the office is properly equipped, organised and staffed to meet the needs of the Department. The post prepares agendas and collates papers for Department meetings, attends the meetings and offers advice on policy issues, and drafts the minutes of such meetings. The post is also a member of the Housing Allocation Committee and attends meetings of the Housing Advisory Committee and the Elderly Persons Housing Advisory Committee. He also acts a Registrar of Estate Agents. Similar to many posts we have seen on the Isle of Man it contains a mixture of tasks and responsibilities ranging in quality. We conclude that, overall, the present duties and responsibilities of the post are consistent with the HEO grade.
- 13.65. The Chief Executive post fulfils an important function and is the Minister's principal adviser on the Department's policy. The post has overall responsibility for the management of the Department including determining priorities, allocating resources and ensuring that the Department's policies - over a wide range of subject matter - are consistent. With the highly specialised and technical Divisions in the Department the post has to rely on their expertise but, nonetheless, as Accounting Officer has to ensure that resources are being used efficiently. We have considered carefully the correct grade for this post and have concluded that it is equivalent to a good quality Open Structure Grade 7 post in the UK Civil Service. However, because it has to co-ordinate the work of posts at equivalent rank we propose it be paid an additional allowance of five

per cent of the maximum of the Grade 7 scale.

Organisation

- 13.66. In this Section we address the organisation of the Department and comment upon some wider issues which occurred to us during the course of the review.
- 13.67. The Environmental Health Division fulfils an important function on the Isle of Man. Food hygiene and public and environmental health matters are important and potentially contentious. In coming to our conclusions on the posts in the Division we have taken into account the fact that the Isle of Man legislation is not as advanced as in the UK and that the officers have to rely on persuasion rather than enforcement. In the latter case, however, we also note that while control responsibility (eg for food hygiene, housing etc) rests with the Department, the prosecution responsibility rests with the local authority. We accept that prosecution should be a last resort but, tactically, we feel that it is best in the hands of those who have the enforcement responsibility. We suggest that a review of the respective roles of the Department and local authorities in this area be undertaken by the Department at an early opportunity.
- 13.68. There is a similar dual role in the Building Control area where the Department has responsibility for part of the Island, but some local authorities for the remainder. The Department, however, has to approve all relaxations from the regulations. This, on a small island, appears anomalous to us and at first sight it would appear to be a better use of resources if all Building Control work was centralised. We recognise the potential politically sensitive nature of this proposal but nonetheless suggest it be actively explored by the Department.
- 13.69. Following on from the comments in the foregoing paragraph we have also considered the need for Building Control. In the UK we understand that Building Control as a local authority enforcement function has now largely lapsed and instead a self certification system (by the developer/builder) has taken its place which is backed up by a comprehensive insurance scheme. This too is something the Department may wish to explore. Nonetheless the need to have

qualified Environmental Health Inspectors undertaking this work is questionable and if specialised Building Control Officers were recruited, the EHIs could be redeployed onto public health matters where the current visiting programme is under strain.

13.70. We have also considered the need for the Building Control function to be placed within the Environmental Health Division. We accept that there are arguments for and against, but it does seem to us that there are advantages for Building Control to be placed alongside the planning function. Both could then be considered at the same time (removing the need for two separate applications going to different parts of the Office). We accept that different considerations apply to both areas but we do not see this as an obstacle. Indeed an awareness by the Building Control Officers of planning conditions could mean they could ensure compliance with these during their visits to work in progress and thus relieve the duty from the Planning Assistants. Against a background of increasing planning applications and building development on the Island the combining of these two functions could achieve savings. We therefore propose that the Building Control responsibility be placed in the Planning side of the Architecture and Planning Division. We also propose that, in due course, the Personnel Office Staff Inspectors review the organisation of work in this area to ensure best use is being made of resources.

13.71. We have already given our conclusions on the grading of posts in the Environmental Health Division. The Division has largely an enforcement or control function. We understand that debates in Tynwald have questioned the potential conflict of interest with the Division having operational responsibility for refuse disposal and also responsibility for "policy" on refuse disposal throughout the Island. In response to this we understand the Department has created a Refuse and Building Control Division separate from the Environmental Health Division, headed by the SEHI (Works). It was in full knowledge of this that we made our recommendation in paragraph 13.69 above. However, we have considered this move in the light of our findings, and in the light of the developments in refuse disposal on the Island.

13.72. During the course of the review two options for the future provision

for refuse disposal were being considered by the Department: a baling plant or an incineration plant. At the time of writing we are not sure which way the decision has gone but the capital investment involved will require careful and close monitoring and planning by the Department. Thus, notwithstanding our grading conclusions earlier in the report, we feel that there is a need for high level input in progressing this important project. We therefore conclude that this should be provided by a post at SPTO equivalent grade which should also manage refuse disposal on the Island and report directly to the Chief Executive. The need for a post at this level should be reviewed by the Personnel Office Staff Inspectors at the completion of the project.

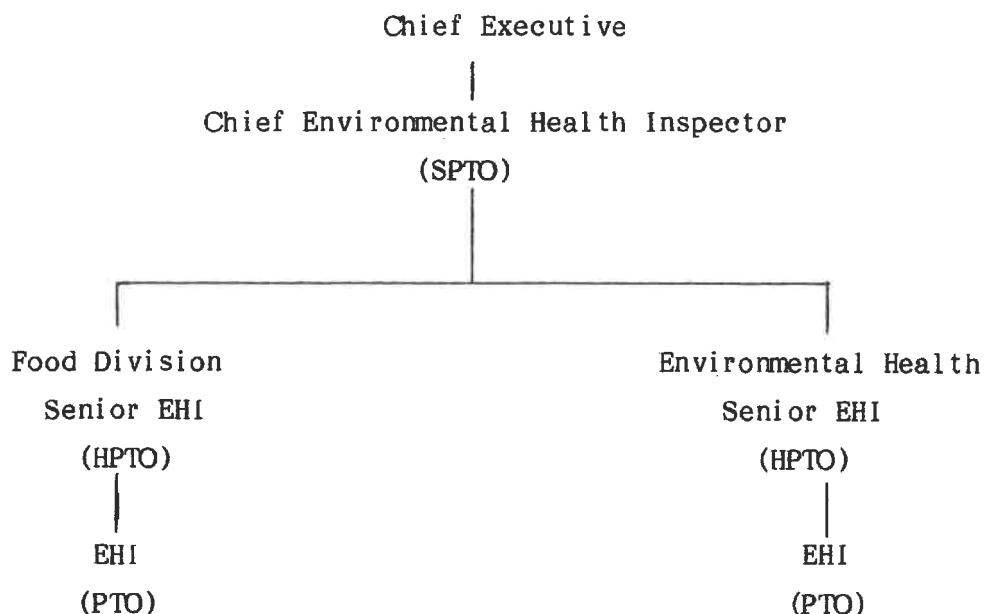
13.73. Environmental Health is only one part of a wider service of public or consumer protection, including safety at work. Other responsibilities presently rest with the Factory and Safety Inspectorate which forms a separate Division of the Department and with the Board of Consumer Affairs, which is a Statutory Board in its own right. We note that an earlier Staff Inspection report suggested that EHIs - whose training includes courses on health and safety - could provide advice on health and safety to the occupiers of premises which they visit, referring complex or serious cases to the Factory and Safety Inspectorate for further advice and enforcement. The advantages which the Personnel Office Staff Inspectors outline in that report appear sound in our view. The functions of the Consumer Affairs Board are, briefly, trading standards, weights and measures, trade descriptions etc, the associated policy and enforcement duties, and dealing with consumer complaints ranging from faulty goods to contract disputes. Again there are some similarities in these functions with EHIs, but not directly. The philosophy, however, is largely the same.

13.74. Because the underlying purposes of these different bodies are the same (consumer protection and safety) we consider that there are advantages to their functions being combined and becoming the responsibility of the Department. Thus we propose that the Environmental Health function and the Factory and Safety Inspectorate be combined. We also propose that urgent consideration be given to placing the responsibilities of the Consumer Affairs Board within the Department. We, of course, have not seen these other bodies which

did not form part of our review but we were grateful for the very full information provided to us by the Board's officers on their duties and responsibilities. For the time being our proposals go no further than this; we are not in a position to assess the numbers of staff involved nor to say if some rationalisation of their duties or functions can be achieved. This will be for later review, but we are confident that a more co-ordinated and effective organisation of work will follow.

13.75. If these functions are combined as we suggest then we also believe that there should be a senior post to co-ordinate and integrate them. We therefore propose that a new post at Open Structure Grade 7 level is created to undertake this task and to ensure the efficient amalgamation of these separate organisations. We suggest that the post be an "open opportunity" one and is filled by the most appropriate individual (of whatever discipline or background).

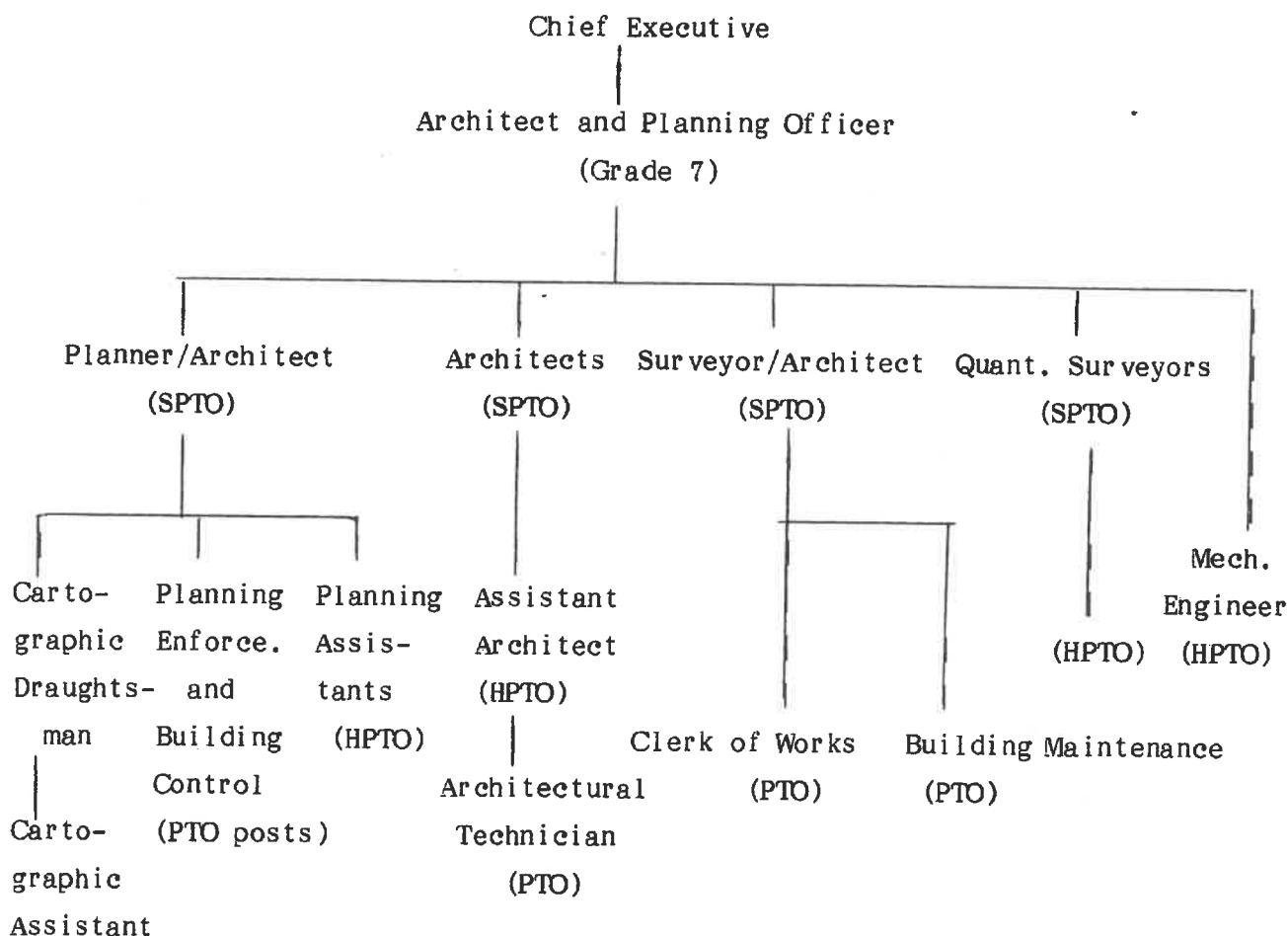
13.76. We have reported that the CEHI post is weak in grading terms and justifies SPTO on its present duties. The loss of Building Control and refuse disposal will weaken it still further but this will be compensated by responsibility for enforcement of the Marine Pollution Act 1983 from April 1988. We propose therefore that an SPTO post continue to head the Environmental Health Division. Thus on the assumption that our other proposals are accepted we see the following organisation on the Environmental Health side:



- 13.77. In the Architecture and Planning Division we make no proposals for fundamental change except that, as we have mentioned, the Building Control function, and staff, should move to within the planning area. We also consider that the need for a separate Housing Division within the Department is unnecessary and that this work should become the responsibility of the Surveyor/Architect post. Thus the Building Maintenance Officer post (PTO) and his manual staff should report to the Surveyor/Architect post. We have already mentioned the difficulty the Surveyor/Architect has in using effectively the limited number of manual staff at his disposal. The addition of a further 29 manual staff (albeit with an increase in responsibility) will introduce a greater flexibility in the use of manual staff and a more planned or programmed approach to contracting out work.
- 13.78. Within the maintenance of Government properties area, we have identified the need for planned maintenance. The present system operated by the Building Maintenance Officer for public sector housing appears to be effective and this could provide the basis of an enlarged system. We also feel that the present "flexible" working of the five Clerks of Works seems to militate against the best use of resources especially when a planned maintenance programme needs to be introduced. An effective system, involving a condition survey of Government properties, will take time but its contribution to planning and long term benefits should be considerable. We propose that one of the existing Clerk of Works posts be dedicated to pushing forward planned maintenance. The remaining posts should continue with their present functions.
- 13.79. The Surveyor/Architect post, and the Division, has close links with the Properties Division of the Department of Highways, Ports and Properties. This Department provides a "works" function while the Properties Division provides an "estate" function in relation to Government properties. We feel that there would be much advantage in linking these two functions so that there is a greater clarification of respective roles and a co-ordinated approach to the maintenance and development of Government properties. If the responsibilities were to be combined in the Architecture and Planning Division then the additional responsibilities would strengthen what is otherwise a weak Grade 7 head of Division post. This is certainly an option

which we believe should be considered by Executive Council and the Commission. We also suggest, in Part IV, that consideration be given by Isle of Man Government to the creation of a Works Department by combining various functions among a number of existing Departments.

13.80. Thus if all our proposals are accepted the following illustrates the organisation we see for the Architecture and Planning Division:

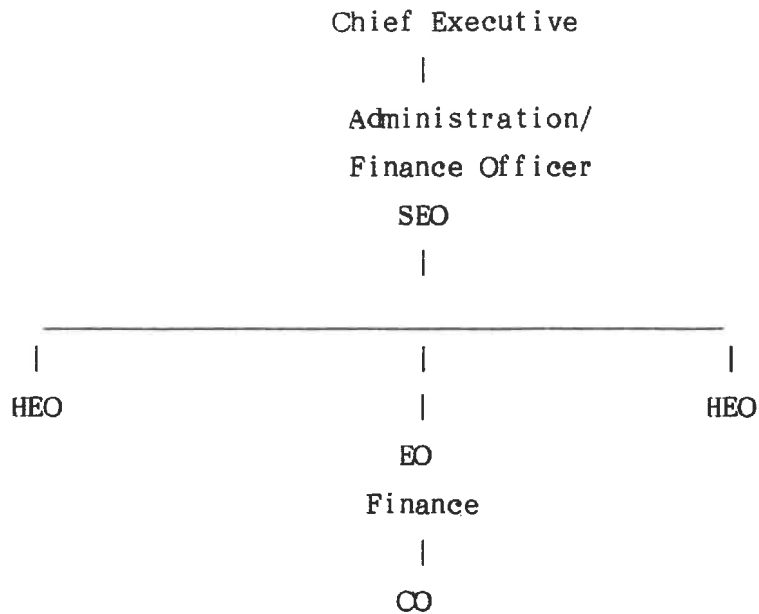


NB: Numbers of posts are not given - the chart is only illustrative and is not intended to show relative status of posts. We also have not added in the Properties Estates function since this is for wider consideration.

13.81. In the Administration Division we have indicated earlier that the quality of work presently undertaken there does not justify the present grading levels. In part this reflects the "technical" content within the Department's responsibilities. The new organisational proposals envisage a higher profile for the

Administration Division in policy formulation and in co-ordinating the affairs of the Department. We are surprised at the need for such an elaborate machinery with its attendant number of committees at officer level in what is a relatively small organisation, albeit with a diverse number of activities. This leads us to the conclusion that either authority and responsibility within the Department are unclear and not precisely defined or understood by all in the organisation, or that there is a lack of confidence by the Minister and others in the abilities of their staff. We feel that there is no corporate identity in the Department. There is no easy answer to these problems except to clarify responsibility and authority and to clarify and establish Departmental objectives. We also recognise, however, that personalities play an important part, especially so in a small organisation where they are a strong influence.

- 13.82. It is not the task of Staff Inspectors to build organisations around personalities and our conclusions have been put forward with the aim of getting essential work done efficiently and effectively at the right grading levels. However, in Part II of the report we have outlined essential tasks required of Accounting Officers and of Finance Officers and our proposals must take account of this. We therefore feel that the present Assistant Secretary post should take on the present Finance Officer duties as envisaged in Part II in addition to the "office manager" functions presently undertaken. We propose that a new EO post be created to take charge of day to day book-keeping within the Department. The Assistant Secretary post should devolve most of its remaining functions to the EO1 Planning post where we have found much of the work to be of poor quality. We are not in a position to assess whether capacity exists below this post to take in this low level work and this will need to be reviewed by the Personnel Office in due course. We propose no change to the HEO (Administration) post. The overall effect of these proposals is to remove one HEO (EO1) post and replace it with an EO post. The following organisation chart illustrates our proposals:



13.83. Although we have already expressed some doubts about the new organisational structure of the Department, we believe it would be wrong of us to give too strong a view since it needs time to see if it is effective and efficient in operation. Consequently, our organisational proposals are not designed to cut across these plans and we still envisage that the two HEO posts remaining will give support to the "Junior" Ministers as well as policy support to the SEO and Chief Executive.

Recommendations

Environmental Health Division

- 13.84. We recommend that Environmental Health Officers are graded PTO, that Senior Environmental Health Officers are graded HPTO and that the Chief Environmental Health Officer is graded SPTO.
- 13.85. We recommend that responsibility for Building Control be placed within the Planning Section of the Architecture and Planning Division. We further recommend that the need for Building Control is reviewed by the Department and also that centralisation within the Department of Building Control on the Island is also considered by the Department.
- 13.86. We recommend that the head of the new Refuse and Building Control Division be graded SPTO, but that the grading of the post be reviewed

when the refuse disposal project has been completed.

- 13.87. We recommend that consideration be given to combining within one Division of the Department the Environmental Health function, the Factory and Safety Inspectorate and the present responsibilities of the Consumer Affairs Board. We further recommend that if this recommendation is implemented there should be a new Grade 7 post to head the Division.
- 13.88. In the meantime, we recommend, that the Environmental Health Division be organised along the lines illustrated in paragraph 13.77.

Architecture and Planning Division

- 13.89. We recommend that the Housing Maintenance Officer is graded PTO and that he reports to the Surveyor/Architect in the Architect and Planning Officer's Division.
- 13.90. We recommend that the posts in the Architect and Planning Officer's Division listed below be graded as indicated:

	<u>Recommended Grade</u>
Visual Records Officer	Cartographic Assistant*
Cartographic Draughtsman	Higher Cartographic Draughtsman*
Planning Enforcement Officer	PTO
Planning Assistant	HPTO
Planner/Architect	SPTO
Architect	SPTO
Architectural Assistant	HPTO
Architectural Technician	PTO
Surveyor/Architect (Building Surveyor)	SPTO
Clerk of Works	PTO
Quantity Surveyor	SPTO (see para. 13.54)
Mechanical Engineer	HPTO (see para. 13.57)
Architect and Planning Officer	Grade 7

* Subject to review after 2 years.

13.91. We recommend that, if it is agreed that the Quantity Surveyor post currently located in the Treasury be placed in the Architecture and Planning Division then the complement should be one SPTO and one HPTO Quantity Surveyor posts.

13.92. We recommend that the purpose and objectives of the Mechanical Engineer post be redefined to align more closely with the needs of the Division and Department.

13.93. We recommend that the Division be organised along the lines illustrated in paragraph 13.80.

Administration Division

13.94. We recommend that the Housing Officer post be graded EO.

13.95. We recommend that the Assistant Secretary post take on the responsibility of Finance Officer in the Department and be graded SEO. We further recommend that the post be supported by a new post at EO level which should control the day to day book-keeping in the Department.

13.96. We recommend that the present Administration Officer post be graded HEO, and that the present Planning Secretary post devolve much of his present tasks and take on tasks from the Assistant Secretary. If this is done we recommend the post be graded HEO.

13.97. We recommend the removal from the complement of the present EO1 Finance Officer post.

13.98. We recommend that the head of Department (Chief Executive) be a Grade 7 post and receive an additional allowance equal to five per cent of the maximum of the scale.

13.99. We recommend that the Administration Division be organised along the lines described in paragraphs 13.82 and 13.83.

14. THE TREASURY

Role and Organisation

14. 1. Section 3(1) of the Treasury Act 1985 provides that it shall be the duty of the Treasury:-

- (a) to administer the General Revenue of the Island, the Isle of Man Reserve Fund and all other financial resources of the Government;
- (b) to supervise the collection and management of the revenues of customs and excise, income tax, value added tax and other taxes, fees, charges or duties which fall to be paid into the General Revenue;
- (c) to supervise and control all matters relating to the financial affairs of the Government;
- (d) generally to perform functions relating to the financial administration of the Government;
- (e) to receive and consider the annual estimates of all designated bodies and Departments of Government in such form as the Treasury shall direct;
- (f) to determine priorities of expenditure, to give directions to designated bodies and Departments of Government as to accounting and economies, and to consider applications by designated bodies for supplementary expenditure; and
- (g) to consider all matters of financial and economic policy affecting the present and future prosperity of the Island.

14. 2. At the time of the review the Treasury was divided into 6 discrete Divisions as follows:-

Finance Division
Computer Services Division
Economic Affairs Division
Income Tax Division
Customs and Excise Division
Administration Division

Each of these Divisions has its own functions within the operation of the Treasury and therefore, for convenience, we deal with each separately in this chapter of the report. The Treasury also has responsibility for two statutory bodies, the Financial Supervision Commission and the Insurance Authority. These bodies were not included in the review and are not staffed by members of the Civil Service.

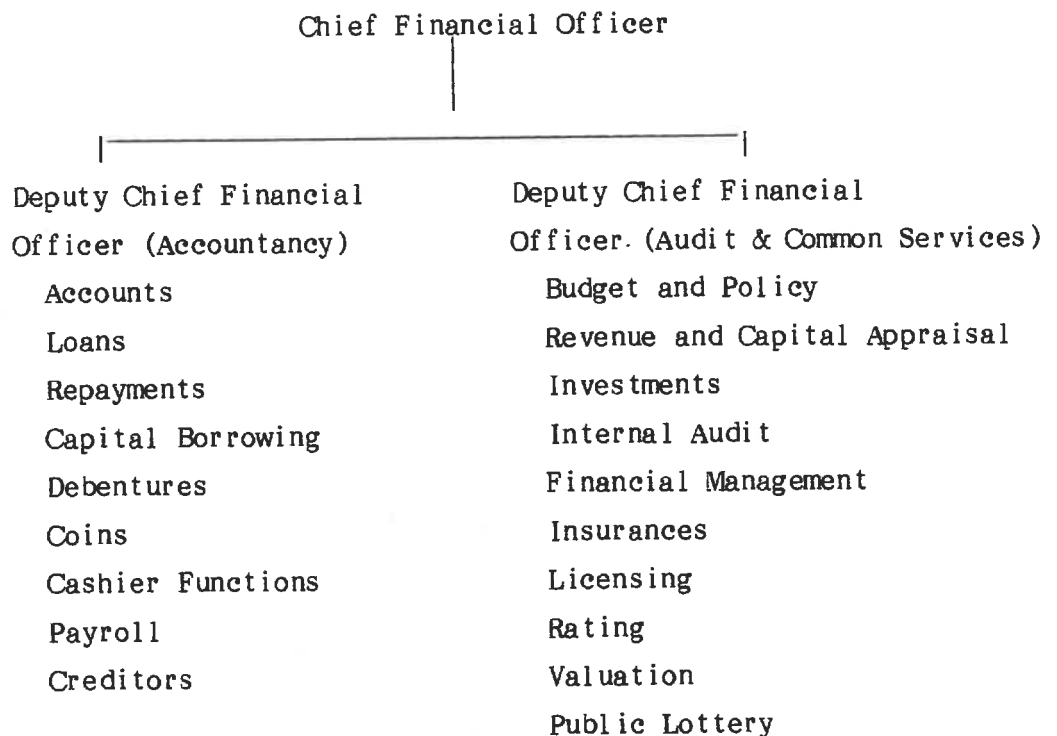
FINANCE DIVISION

Role and Organisation

14. 3. The system of financial control in Government is embodied within two main principles. First, expenditure needs prior approval by Tynwald usually in the form of voting the annual estimates and allocating money for specific and clearly defined purposes. Second, any resolution or new legislation which increases expenditure or reduces income requires the approval of the Treasury. The Finance Division is responsible for collating the estimates submitted by Departments and preparing observations on the proposals submitted. Increasingly it has performed a more analytical and critical review of estimates to ensure the efficient use of resources and that value for money is obtained. It is also responsible for the preparation of the Budget each year.
14. 4. The Division maintains the records of all Government expenditure and income on a continuing basis, and monitors progress against the approved budget. It handles the management of Government Debt, administers a number of loan schemes, provides a Paymaster service on behalf of Government and has oversight of the Government's bank

accounts and investments. The Treasury Finance Division is responsible for the collection of sundry debts - some being the sole responsibility of the Treasury and others being on an agency basis for other Departments - due to Government and has recently taken over responsibility for the administration and collection of property rates and driving and vehicle licences. Other functions include the design and control of the Isle of Man Government bank note and coinage issue, control of insurance, and the provision of internal audit for all Government Departments.

14. 5. The Finance Division is headed by the Chief Financial Officer (points 1-3 on Open Structure Grade 5 scale) who has a statutory responsibility as the principal financial adviser to the Treasury and to ensure that proper books of account are kept with regard to all public moneys of the Government. Below him the Division is subdivided into two sections each headed by a Deputy Chief Financial Officer (DCFO) (Grade 7). A simplified organisation chart and distribution of responsibilities is as follows:-



14. 6. In addition, there is a Quantity Surveyor post employed by the Treasury on a contractual basis who is not formally within these sections but who assists with capital project advice to Departments and capital appraisal within the Treasury.

14. 7. The reviewing officers interviewed the following posts: the Chief Financial Officer; Deputy Chief Financial Officer (Accountancy) Deputy Chief Financial Officer (Audit and Common Services); the Financial Management Adviser (non-Civil Service contract appointment); the Quantity Surveyor (non-Civil Service contract appointment); the Government Valuer (SPTO); head of the rating section (A02); the Accountant in the Audit and Common Services Section (AO1); one of 2 EO1 posts in Policy Section; the Accountant in the Accountancy Section (AO1); and the EO1 Accounts post in the Accountancy Section.

Findings and Conclusions

14. 8. In this part we briefly describe our findings and conclusions on each of the posts reviewed before discussing our views on the organisation.
14. 9. Accountancy Section: This is headed by the DCFO (Accountancy) which is a Grade 7 post. Three posts, including the DCFO post, were reviewed in this Section. The EO1 post in the Accounts Section nominally reports through the Accountant (AO1) post to the DCFO. The post is responsible for the maintenance of the Treasury's general Charges Account, including various imprest accounts, and for ensuring all financial transactions are correctly recorded; for reconciling the computer records with the bank account; and for the issue of new Isle of Man Government Debentures and for the renewal, transfer or cancellation of existing Debentures. Accuracy and attention to detail is important but overall many of the tasks are appropriate to a lower grade. An earlier Personnel Office Staff Inspection had come to a similar conclusion and had made proposals for a new enlarged Accounts Office encompassing loans/repayments/coins/cashiers under the supervision of an EO2 post, thus releasing the EO1 post to perform the better quality duties devolved from the DCFO and Accountant posts within the Accountancy Section to undertake management of the enlarged Office. We cannot comment on the detail of these proposals but we do not disagree with the general thrust of these recommendations.

- 14.10. The Accountant (AO1) post is responsible for the management of the Accounts, Payments and Pay, and the Loans/Repayment Sections which includes the authorisation of loans, signing cheques and giving general advice. This accounts for a third or more of the post's time with the remainder spent on the commercial aspects of the production and sale of Manx currency (base metal coinage, commemorative or precious metal coinage). Here, under the direction of the Treasury Ministers and Tynwald, the post has considerable discretion to exploit favourable opportunities for coin sales. As part of the Treasury professional team he is given a number of ad-hoc duties related to policy issues. Overall we feel that the management responsibilities taken by themselves do not warrant the need for a qualified accountant although we accept that access to accountancy advice is required. The coinage and note responsibilities similarly do not need an accountant but we do note that the present postholder has improved the commercial viability of the enterprise considerably. Later we make re-organisational proposals in the light of which we are inclined to accept a designated accountant post in the Section but nonetheless conclude that its correct grade is SEO.
- 14.11. The DCFO (Accountancy) post is responsible for the management of financial control systems including the provision of advice on financial procedures and controls. It oversees the bookkeeping accounting of Government finance including monthly control and balance of the central accountancy system; balancing of loan, debenture, ITIP and National Insurance accounts on a regular basis; preparation of the Government VAT return; supervision of the Consolidated Loan Fund; and preparation of the Government's Final Accounts. Other duties include the supervision of external auditors, ad-hoc financial appraisal reports and the sharing with the other DCFO at estimates time of the appraisal of other Government Departments' estimates including discussions with them.
- 14.12. The postholder acknowledged that much of the day to day bookkeeping and balancing work presently undertaken by him should be delegated to EO1 (HEO) or EO2 (EO) level. We are surprised that he is still undertaking this work when a Personnel Office Staff Inspection Report in 1986 came to a similar conclusion and identified specific tasks for delegation. We endorse the recommendations in that Report and conclude that the post as presently constituted does not justify its

present grade. We make further proposals later.

- 14.13. Audit and Common Services Section: This is headed by a DCFO post at Grade 7 and as will have been seen from paragraph 14.5 it includes a number of apparently disparate tasks.
- 14.14. The rating office is responsible for the collection of rates throughout the Island except for Douglas, Onchan, Port St. Mary and Laxey Districts which collect their own. This includes the issue of rate demands, chasing late payments and arrears, dealing with enquiries and refunds, and balancing current and arrear payments regularly (daily and weekly). The Section is also responsible for the preparation of the Voters List, now computerised, which involves an annual canvass run, the issue of draft voters and jury lists and the issue of a final list. The Section is headed by an AO2 post but the work, which is largely prescribed and routine in nature and which follows clear guidelines, does not justify this grade. We conclude that much of the supervision required is appropriate to the EO grade with minimal management oversight from a higher grade. We are, however, aware of plans that the preparation of the Voters List should move to the Economic Affairs Division and that rate collection should be combined with the other licensing and collection functions under the management of an AO2 post. We comment on these proposals later.
- 4.15. The Government Valuer (SPTO) manages a Section responsible for the valuation of all Government property either for purchase or disposal. The Section also carries out new or re-valuations for rating purposes. There is a range of types of properties on the Island including domestic, industrial, financial and commercial and the postholder needs to keep abreast of values in a buoyant property market. As the senior valuer in the Government he is providing a service to many Government Departments and has to be prepared to defend his opinion against political and commercial pressure. We are satisfied with its present grade of SPTO.
- 14.16. The Budget and policy office is presently staffed with 2 EO1 posts reporting to the DCFO (Audit and Common Services). The posts assist with the analysis and appraisal of the Government Departments'

estimates on both revenue and capital accounts; the updating and manipulation of estimate data on computer file; the preparation of papers for the DCFO and the Minister; attending meetings at officer level to discuss estimates; assisting in the preparation of the estimates ("green book") and the Budget ("pink book"); ensuring expenditure votes are put on the mainframe computer and included in the monthly analysis including subsequent virements and supplementary votes; and preparing the estimates for the Finance Division of the Treasury. The two posts are each responsible in these duties for an equal share of Government Departments or bodies. One post is also acting as secretary to the Employment Committee of Executive Council. The work is seasonal, the busiest period being at estimates and Budget time but at other times there is spare capacity. The quality of work is similarly variable with some below level working, but in general we are content with the present grade of HEO for the two posts.

- 14.17. The contract Accountant post reports to the DCFO and has been given a variety of tasks since its creation. Its duties were intended to be value for money exercises, financial appraisal for capital schemes and the consideration of training for Finance Officers in Government Departments. Since his appointment over a year ago he has looked at school catering, oversight of capital projects in the DHSS and Department of Education, some involvement in the Freeport project and, more recently, has been assisting the Department of Tourism and Transport with Summerland and with the appraisal of free travel for school children. Work on staff training has not progressed. The post appears to have been wasted and has been deployed on a miscellany of the ad-hoc tasks with no clear purpose or objectives in mind. The use of the post needs to be much more clearly controlled and targetted. If it were a Civil Service post we would grade it no more than HEO/SEO on the work undertaken so far.
- 14.18. Responsibility for cash flow in Government accounting and the daily short term investment of liquid funds rests with the Accountant (AOI) post in the Section. This involves keeping a tight control on cash, liaison with money brokers, control of existing short term and long term investments, and making investment decisions. The post also invests money on behalf of the Manx Electricity Authority and the Isle of Man Post Office Authority. Reserve fund money (National

Insurance £130 million; General Reserve £25 million; and Notes Issued Fund £10 million) is in the hands of three Investment Fund Managers and the post is in regular and frequent contact with them, monitoring their reports and reporting to the Ministers and Members on investment policy. This work comprises approximately half the post's time, the remainder being spent on supervising the work of the Internal Audit Section, preparing ad-hoc reports on policy matters, and on less time consuming matters such as leasing, negotiating bank charges, maintenance of base rate records etc. The post is also responsible for the two Trainee Accountant posts. We conclude that the generality of the work is appropriate to an SEO accountancy post, but we make proposals later to re-organise the work in the Section.

- 4.19. The DCFO (Audit and Common Services) post manages the work of the Section. About a third of the post's time is spent on general management and consideration of policy questions in the rating, lottery, valuation, licensing investments, and the stores and job costings area. The post's more time consuming responsibilities include the supervision and preparation of the budget, involving meetings at officer and political level with Departments, and acting as the Treasury adviser to the Department of Industry on the consideration of financial assistance to manufacturing industry. This latter task is a statutory function under the Industry Board Act 1981. Although we feel that the post is diverted from its more important functions by the range of relatively minor management responsibilities (about which we make proposals later), the post is an important one and justified at Grade 7.
- 14.20. Outside of these two Sections and reporting to the Chief Financial Officer is the Quantity Surveyor post referred to in paragraph 14.6 which is a contract appointment. Its tasks are to contribute at the design stage to any capital building project; to make recommendations on the best professional team for a capital project; to prepare contracts of appointment and ensure adequate indemnity insurance is carried; to confirm initial estimates and monitor costs; to receive reports from architects and surveyors on progress and make visits to sites. In addition the post initially appraises all proposed capital schemes at estimates time for the Budget and policy office and, as required, attends Departmental meetings. We comment on the

appropriate grading for the post in paragraph 14.29.

- 14.21. We have already mentioned the statutory responsibilities of the Chief Financial Officer post which is a key one in Government financial affairs. Much of its time is spent in attending Departmental or Executive Council meetings in this capacity and in contributing to and commenting on Government policy. It has important links with the Financial Supervision Commission and the Insurance Authority, and is a member of the Banking Consultative Committee, the Insurance Committee and the Professional Committee. It advises on and formulates the financial strategy of Government and oversees the development of adequate control systems in Government Departments. In the post's capacity as head of Finance Division we conclude that the correct grade for the post is Open Structure Grade 6 and that it should continue to be filled by a qualified accountant.

Organisation

- 14.22. In Part II we said that financial awareness and management in Departments needs to be strengthened. We believe that the Treasury has a vital contribution to make. The Budget letter issued by the Treasury to Departments outlines the standards expected and the Treasury has attempted to develop a three year capital programme for planning both capital expenditure and its consequences on the revenue account. We were advised that results have shown that over-estimates are made and there is continual underspending by about 30 per cent. Similarly the majority of Departments are underspent on their revenue vote accounts. We share the Treasury's wish (and more widely, Minister's wishes as expressed to us) for a tighter budgetary regime to be in place together with effective systems of monitoring and controlling expenditure. Underspending as well as overspending is indicative of poor planning and of poor control systems; it also results in a waste of resources in that money not spent in one area means that other Departments are prevented from using it.
- 14.23. It is against these findings that we have considered the Finance Division's organisation and we conclude that some re-organisation would assist it in carrying out the role it has to play. Broadly we see that there should be two distinct arms to the Division. One arm should be concerned with day to day accounting of Government

finances, including cash flow, investments, notes and coinage, payroll, creditors etc including the development of standard accounting procedures and controls in Departments and of the Financial Regulations. The other arm should be responsible for the Budget and financial management policy matters. It would, as now, oversee the preparation of the estimates and the Budget, together with maintaining a regular and searching scrutiny of the justification of each programme in terms of Government policies; of the evidence of its effectiveness in achieving its stated objectives; and of the efficiency and economy with which it is being planned and implemented by each responsible Department.

- 14.24. The "Accountancy" Section should be headed by an accountant post at Open Structure Grade 7 level and should report to the Grade 6 head of Division. Reporting to the Grade 7 post should be a qualified accountant post at SEO level responsible for the marketing of notes and coinage and for monitoring Government cash flow including the investment policy of funds and cash and debentures. There should also be another qualified accountant post at SEO level reporting to the Grade 7 post, responsible for oversight of the cashier functions, payroll, creditors, licensing, rating and the public lottery. We envisage that much of the day to day management in these areas should be undertaken by lower grade administrative staff leaving the SEO to assist the Grade 7 post in the review and development of common financial control systems throughout Government; the updating and improvement of the present Financial Regulations; and the investigations for computerisation of procedures including direct entry facilities and magnetic tape or disc for cheque processing. The need for a qualified accountant to fill this post should be reviewed after three years.
- 14.25. The "Budget and Financial Management Policy" Section should similarly be headed by an accountant post at Open Structure Grade 7 level reporting to the Grade 6 head of Division. He should be supported by three qualified accountant posts at SEO level. We have already touched upon the question of whether there needs to be dedicated accountants within each Government Department and have concluded that the work and cost does not justify this. Our preference therefore is for qualified accountants in the Treasury to provide financial advice

to Departments on their internal control systems, performance measurement, financial appraisal etc. They would work closely with the Financial Officer in those Departments. Until financial management has improved in Departments these posts will be demanding ones in that they will be both working with Departments and also protecting the Treasury's legitimate control interests over public expenditure as outlined in paragraph 14.23 above.

- 14.26. We have discussed these proposals in outline with officials and are grateful also for a submission received from the Chief Financial Officer. In it he proposes that the SEO accountant posts should have the following areas of responsibility:

Accountant No. 1 - Agriculture, Industry, and Tourism as these Departments receive applications for assistance from the private sector and there could be a common approach to the evaluation of such requests.

Accountant No. 2 - Health and Social Security and Highways, Ports and Properties since in these high spending Departments there is a great need for effective costing systems and financial reporting systems.

Accountant No. 3 - Local Government and the Environment, Home Affairs and Education. The emphasis here, as well as elsewhere, will be on achieving value for money for the services supplied and the establishment of effective performance indicators.

We accept this proposed split of responsibility. There are, of course, other bodies which consume public money (eg Manx Museum and National Trust, Personnel Office) and these should also be allocated to an accountant. As Financial Management improves in Departments the need for three posts should diminish and we therefore propose that they be reviewed three years after their appointment.

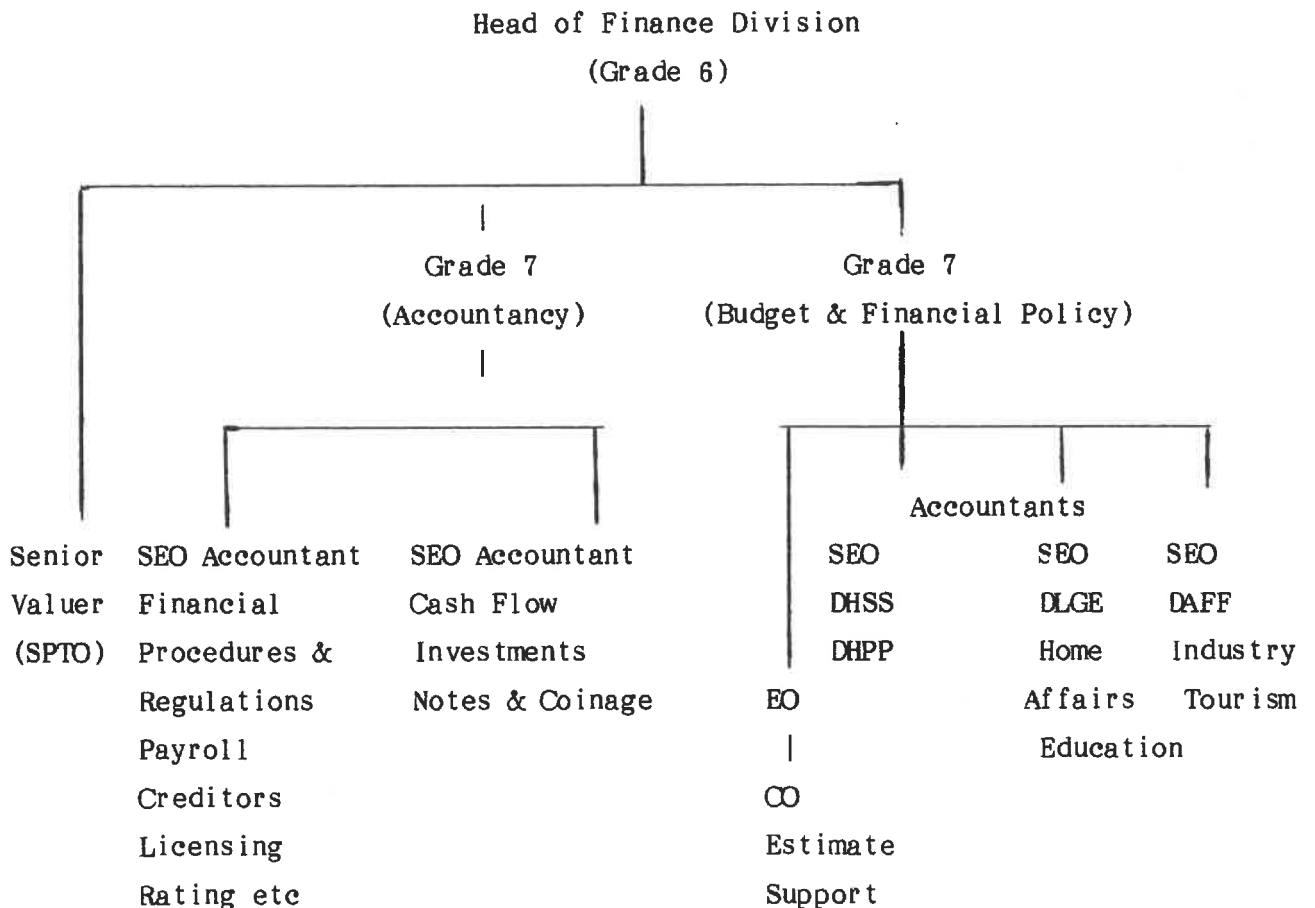
- 14.27. We have considered carefully the need for these posts to have support. At present support on estimates is provided by two EO1 posts in the Budget and policy office within the Audit and Common Services Section of the Division (paragraph 14.16.). Much of the

better quality work in terms of analysis and briefing will fall to the SEO posts to provide but there will still be a need for the collation of estimates data, assistance with the preparation of estimates and Budget books, updating the computer records etc. Some of this will be relevant also to the "Accountancy" Section. It is difficult for us to quantify this work but our firm impression is that with the strengthened senior management there is a need for one EO and one CO post in place of the two EO1 (HEO) posts. The Personnel Office Staff Inspectors should be asked to look more closely at the staffing needs when the new organisation has been operational for a time.

- 14.28. Our proposals make no provision for the contract Accountant post which we believe will be unnecessary under the proposed structure. It should be used meantime to fill one of the established accountancy posts which we have identified.
- 14.29. The contract Quantity Surveyor post presents a problem. On the one hand we accept that the work it undertakes is very important in terms of the assistance it gives to Departments and the advice and analysis it provides to the Treasury. The former tasks, of course, need not be placed in the Treasury and the latter tasks (with the exception of the technical appraisal) should, in terms of financial appraisal, be provided by the accountants we have proposed. Thus as a service to Departments the post could be placed within the Architecture and Planning Division of the Department of Local Government and the Environment which already provides support to Departments in other areas and we propose that this be considered. If this was a Civil Service post we would grade it SPTO but we comment further on this in paragraph 13.54.
- 14.30. The Valuation Section stands alone and does not lend itself to either of the two arms of the Finance Division which we have proposed. Therefore we propose that it be a self standing branch of the Finance Division and that the Senior Valuer (SPTO) post report direct to the head of the Finance Division.
- 14.31. Internal Audit: This office had earlier been looked at by the Personnel Office Staff Inspectors, and we were made aware of their

recommendations. We endorse the proposals to strengthen the Internal Audit function within Government and to expand both its scope and responsibilities to include the examination of control systems and value for money. A strong and independent Audit facility is complementary to the other measures which we have proposed to strengthen financial systems and for the critical evaluation of Government functions. One of the important criteria attached to Internal Audit is that it should be independent. We believe that it is right, given the Isle of Man situation, that it be based in the Treasury and that it should perform a central audit service for all Government Departments. However, we also believe it should be separate from the Finance Division which itself will be subject to audit. We propose that the Internal Audit Section be self standing and report to the head of the Treasury (see later also) and that its reports be seen by this post and by the Accounting Officer and the Finance Officer in the audited Department.

14.32. In summary, therefore, and to illustrate our organisational proposals for the Finance Division, details are given below in a simplified organisational chart showing only the senior posts in the organisation:



14.33. We believe this organisation will improve the ability of the Treasury to monitor and control Government expenditure and will facilitate the improvement of financial management throughout Government Departments. We see the "Accountancy" Section being responsible for the financial procedures and regulations which should be common throughout Departments to assist with Government accounting, whereas the "Policy" Section should ensure compliance with these, but also with control and financial systems which are designed to meet the needs of individual Departments. As in any organisation the two sides will have to work closely together, but this also applies to Government generally. We recognise and respect the independence of Departments and acknowledge that they must be free to develop and put forward their own policies. But this can only be done against a background of collective responsibility for public spending and whilst we accept that inevitably there will be tension between the Treasury and spending Departments from time to time, all sides should have a common interest in attaining value for money in what they do.

Recommendations

- 14.34. We recommend that Finance Division be headed by a post at Open Structure Grade 6 level and that reporting to it there should be three posts: an Open Structure Grade 7 post (Accountancy); an Open Structure Grade 7 post (Budget and Financial Management Policy); and a Senior Valuer at SPTO level.
- 14.35. We recommend that the functions of Finance Division be re-organised along the lines proposed in paragraphs 14.21 to 14.32 above and that two qualified accountants be appointed at SEO level to the "Accountancy" Section and that three qualified accountants be appointed at SEO level to the "Budget and Financial Management Policy" Section. The need for these posts should be reviewed three years after their appointment.
- 14.36. We Recommend that the support for the "Budget and Financial Management Policy" Division comprise one EO post and one CO post.

COMPUTER SERVICES DIVISION

Role and Organisation

- 14.37. The Computer Services Division provides computer systems and programming support to Government Departments. The main central computer (a Sperry 1100/72) provides the main accounting requirements for all Departments including other major applications such as Income Tax, VAT and Social Security. The latter areas are the subject of continued development and expansion both as a result of Isle of Man Government Policy or, in the case of VAT, developments in the UK (eg Keith Committee proposals). In the last five years or so the Division has been instrumental in providing Departments with a local processing facility by the use of a network of micro-computers linked to the mainframe computer.
- 14.38. The Computer Services Division (CSD) is a self standing Division of the Treasury although it did at one time form part of the Finance Division. It is headed by the Computer Services Manager at Grade 7 level who is supported by a Database Manager, a Chief Analyst/Programmer and an Operations Manager, with supporting staff beneath them. The Division has also assumed responsibility for some of the functions of the former Printing Committee of Tynwald, including Reprographics, which were transferred to the Division during the course of our review.
- 14.39. The Computer Services Manager post formed part of the review.

Findings and Conclusions

- 14.40. As head of the Division which includes all aspects of a computer operation including systems development, programming and data processing the post is a demanding one. He has the continual task of matching resources to demand and for providing authoritative advice to Departments about what can or cannot be achieved by computerisation. We are satisfied with the post's present grade of Open Structure Grade 7 in the UK Civil Service.
- 14.41. Other posts in the Division did not come under review but we did have the opportunity in our scrutiny of other Departments to see the

development and use at first hand of information technology (IT) within them. Some spoke highly of CSD, others felt it was not responding quickly or sympathetically enough to their needs and were frustrated at having their progress determined by the priorities of others. We feel that this is inevitable in what is a centrally provided service. The danger is that Departments will go their own way and thus jeopardise what at present is a compatible system. The benefits of maintaining this in a small Civil Service should not have to be underlined. A request for more resources in CSD was last year investigated by the Personnel Office. We are in no position to comment on the detail of this but with regard to assessing the priority of work within the Division and Government we quote the following extract from the Staff Inspection Report, which itself is a quote from a memorandum prepared by the Computer Services Manager:

"All requests for either new development or maintenance are assessed by CSD at which point resource implications are determined. In essence the first priority is given to the maintenance of time critical applications eg payroll. With this exception other requests are generally dealt with on a first come first served basis with the user being advised of the estimated elapsed time"

- 14.42. The Personnel Office Report recommended that cost/benefit analysis be introduced to assist in assessing first whether computerisation was viable and, second, with the ordering of priorities in terms of greatest benefit to Government. This would help to ensure the efficient deployment of finite resources and to assess whether the benefits are sufficient to justify increasing resources by employment of more staff or consultants. The Report also recommended the creation of a Steering Committee/Review Body to consider computer applications and to adjudicate over priorities.
- 14.43. We have some sympathy with the Personnel Office conclusions and suggested they explore a number of possible control systems or methods endorsed by the Central Computer and Telecommunications Agency (OCTA) in the UK. However, we understand there may be some difficulty because of copyright problems. Nonetheless we believe there needs to be a greater co-ordination of IT strategy throughout

Government and more "user" input; at the moment we feel that the tail is wagging the dog. IT needs, in our view, to be considered within the framework of an agreed IT strategy with priorities and resources allocated accordingly.

- 14.44. In the light of the comments we have made in this section we are pleased to note that on 7th January 1988 Executive Council agreed that the Treasury should consider all computer operations and allocate priorities; that Departments making independent acquisitions should consult with CSD to ensure compatibility and that if no mutually satisfactory solution was found then the matter would be referred to the Treasury or to Executive Council.

Organisation

- 14.45. We propose no organisational changes and the Computer Services Manager should report to the Head of the Treasury Department (see later).

Recommendations

- 14.46. We recommend that the Computer Services Manager be an Open Structure Grade 7 post.

ECONOMIC AFFAIRS DIVISION

Role and Organisation

- 14.47. The Economic Affairs Division provides an information and advisory service to Government and the general public. It assists and encourages the development with Policy Planning within Government and is responsible for the promotion of commercial activities on the Island more generally. It compiles a statistical base of economic indicators including data on prices, unemployment, visitors to the Island, national income etc on a historical and current basis. In addition the Division provides economic advice to other Departments including the appraisal of minor and major tourist premises developments on behalf of the Department of Tourism and Transport. The Division has been involved in the Freeport development, the review of the UK/ICM Customs Agreement and the development of

Government policy as published in the document "The Development of a Prosperous and Caring Society". In line with this, further surveys are planned on employment, earnings, and family expenditure in order better to measure and evaluate the quality of life on the Island.

- 14.48. The Division is formally part of the Treasury Department but its responsibilities cross Departmental boundaries. Increasingly, and particularly recently, the Economic Adviser has been working closely with the Chief Minister and his embryo office.
- 14.49. The posts included in our review were the Economic Adviser's post (Open Structure Grade 7), the Senior Economic Assistant's post (EO1), and one of two Policy Planner posts (EO1) level. Other posts not interviewed included a Commercial Development Officer post which was vacant at the time of the review and an Economic Assistant (EO2) post. We also saw a recent report on the Division prepared by the Personnel Office.

Findings and Conclusions

- 14.50. The EO1 Policy Planner post spends about 60 per cent of his time on "policy planning" work which has involved the research and analysis of information and the preparation of policy papers on behalf of the Economic Adviser, research into the Department of Tourism's information needs and, more widely, assistance with the preparation of a paper analysing the Isle of Man's present and future need for information. The post also acts as secretary to a number of ad-hoc committees, but the remainder of its time is spent on the collation and production of statistical and economical indicators for publication. Some of the work of the post is appropriate to the HEO grade but a significant proportion - largely the data collection and analysis - is appropriate to the EO or CO grades. We cannot draw firm conclusions about the other Policy Planner post which we did not see but if its tasks are largely of a similar quality then we consider that an HEO - EO team rather than two HEOs would be justified.
- 14.51. We are broadly satisfied with the grade of HEO for the Senior Economic Assistant post which is responsible for the Retail Price Index, the provision of general economic policy papers, the appraisal

of loan and grant applications from the tourist industry and the oversight of all aspects of new surveys in 1988 covering household expenditure, employment and earnings. We are similarly content with Grade 7 for the Economic Adviser post which we are satisfied performs an important and valuable role in Government affairs. We do, however, question the continuing need for the Division to vet tourist grant applications in the light of our staffing and organisational proposals for the Finance Division of the Treasury. In our view this function could be performed satisfactorily by the accountant responsible for the Tourist and Transport Department (see para. 14.26), although we are surprised at the apparent lack of ability or confidence in the Tourist and Transport Department to carry out an objective appraisal themselves.

Organisation

- 14.52. We have considered carefully the role of the Economic Affairs Division within Government. It performs three main functions: the provision of economic and policy planning advice; the commercial promotion and development of the Island; and the production, compilation and collation of various statistical data on the Island and elsewhere. Its economic interests are weighted heavily on the micro rather than the macro side reflecting the size of the Island and its strong economic ties with the UK. Thus in terms of financial strategy, taxation policy is largely determined by the need to be competitive vis à vis, for example, Jersey, and by the UK/ICM Customs Agreement on indirect taxes and excise. Thus economic policy, per se, is not linked on the Island with the Treasury as strongly as it is in the UK.
- 14.53. There are a number of Departments, however, which have responsibility for the promotion, marketing and commercial development of the Island. While these are co-ordinated under the auspices of a Joint Marketing Committee we have considered whether these activities and the underlying strategy could not be harnessed in a more effective and efficient way. In Part IV, therefore, we make wide ranging recommendations to combine many of these activities into one larger Department. This would be our preferred option. But we recognise that this raises questions for wider consideration and which might not be acceptable. In that event we consider that the Economic

Affairs Division should remain a Division of the Treasury and that the Economic Adviser should report to the Head of the Treasury Department.

- 14.54. During the course of the review we were told that the responsibilities for compiling the Voters List for the Island were to be transferred to this Division., We have no strong views about this. In some ways the work is placed best in the former Assessment Board (now part of the Treasury Department) where we understand it was originally. It could still transfer there even under the proposals we make for Government Office. But the Economic Affairs Division already has responsibility for the collation of various data relating to the Island and for the census. Therefore the work is not totally out of place in this organisation. Some assessment will have to be made on what resources will need to be transferred with the work but our impression is that the work is largely clerical rather than executive in content.

Recommendations

- 14.55. We recommend that the Economic Adviser's post be an Open Structure Grade 7 post, and that the Senior Economic Assistant's post be graded HEO. We further recommend that there should be at least one HEO Policy Planner post and that the grade of the other post be reviewed by the Personnel Office Staff Inspectors taking into account the possible low quality work presently contained in the Division.
- 14.56. We recommend that the role of the Division and its position in the Treasury be reviewed in the light of proposals we make in Part IV of the report.

INCOME TAX DIVISION

Role and Organisation

- 14.57. Responsibility for the assessment and collection of income tax rests with this Division. It is headed by the Assessor of Income Tax (last 4 points of Open Structure Grade 7 scale plus third point of Grade 6 scale) which is a statutory post under Section 105 of the Income Tax

Act 1970. The formal objectives of the post include:-

- (a) obtaining returns of income from every person (individual and corporate) who is in receipt of income liable to Manx Tax;
- (b) computing the amount of liability to income tax thereon;
- (c) issuing notices of assessment and notices of coding;
- (d) collecting income tax, including that under the income tax instalments payments (ITIP) system;
- (e) conducting appeal cases before the Income Tax Commissioners;
- (f) granting approval, where appropriate, to retirement pension schemes under the provisions of the Income Tax (Retirement Benefit Schemes) Act 1978;
- (g) advising the Treasury on matters of income tax policy and legislation;
- (h) advising the financial sector in the Island on income tax matters.

14.58. The Assessor is assisted by a Deputy Assessor post (Open Structure Grade 7) and beneath these posts the Division is organised into three sections. The Administration Section is headed by a post at AO2 level and is largely responsible for the collection of tax, including enforcement action, the file registry of the Division, and the receipt and issue of completed and blank assessment forms. The Assessing Section is also headed by a post at AO2 level and has responsibility for the assessment of liability to income tax for corporate bodies, the self employed and individuals. The Investigation Team is headed by a post at SEO level (Inspector (S) salary scale) supported by one HEO and is responsible for in-depth investigations into individuals' and companies' tax returns where there is some suspicion of significant under declaration. There is also a Technical Assistant post with no management responsibilities

which is almost wholly engaged on the assessment of the more complex cases and in providing advice to other assessing officers within the Division.

14.59. With the exception of its obligations under the Double Taxation Agreement with the UK, the Isle of Man is autonomous in its taxation policy. Present Government policy is to pursue actively a policy of developing the Island as a low tax area and offshore financial centre.

14.60. All posts in the Division at AO2 grade equivalent and above were included in the review. In addition 2 EO1 posts were interviewed to assist the reviewing officers in gaining a full picture of the functions of the organisation.

Findings and Conclusions

14.61. Because we did not see all the EO1 posts in the Division we intend only to give our general impression of the posts we did see. Our feeling is that while the posts are acceptably loaded - and occasionally overloaded when overtime is worked - some of the work is appropriate to a lower level. On the individual assessment side, the EO1 post should concentrate on the more complex assessments and the more complex Double Taxation Agreement cases rather than, in the latter case, having a share of all cases coming into the Section. On the enforcement side our feeling is that, given the work undertaken, the span of control and responsibility of the EO1 post could be broadened.

14.62. The AO2 post responsible for the Administration Section shares the majority of his time between day to day management of the Section and dealing with an assessment caseload of about 500 cases comprising Lloyds Underwriter cases, individual and high liability cases. Other tasks include providing taxation advice to new residents and ruling on questions of resident status. The AO2 post in the Assessing Section similarly shares his time between an assessment caseload of self employed individual and company cases and the management of staff in the Section, including giving advice to them and taxpayers as necessary. The Technical Officer (AO2) post is responsible for an

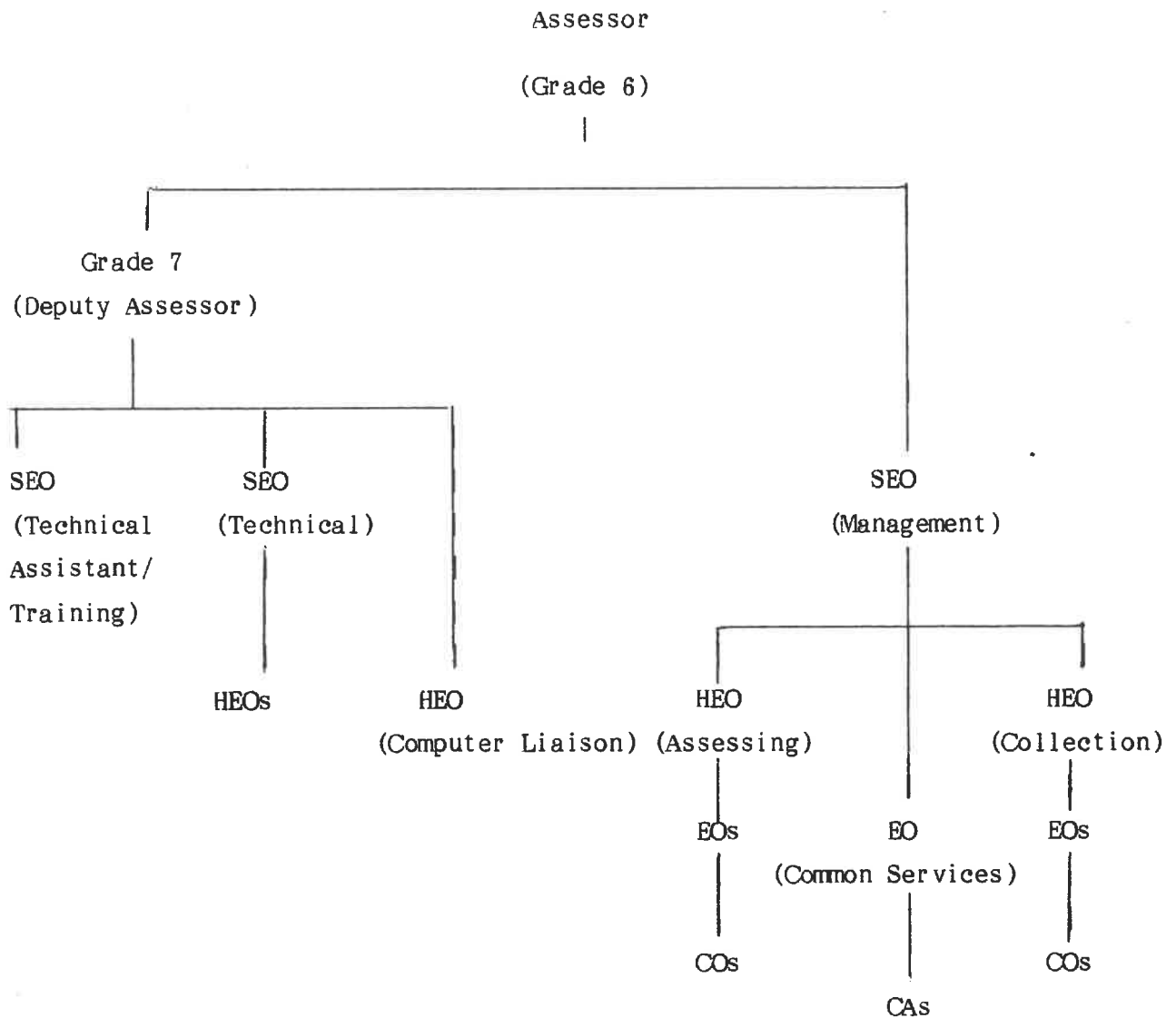
assessment caseload, giving advice to assessment officers and responding to general questions of taxation policy from companies, accountants and individuals. The Investigation Officer post (SEO equivalent) undertakes detailed investigations into company or individuals either personally or by supervising such investigations by the Assistant Investigation Officer or by assessing officers on the Sections. (The Assistant Investigation Officer post was vacant at the time of our review but details of its responsibilities and duties were provided by other officers we saw).

- 14.63. Our findings are that there is undoubtedly good quality SEO work to be done within the Division but there is also too much relatively straightforward casework contained at this level which is more appropriate to a lower level. In some cases this can be attributed to a lack of training and technical competence at a lower level. Our conclusion is that at SEO level there is sufficient work of the correct quality to justify only three (not four) posts. We address the organisational consequences of this later in the report.
- 14.64. We are satisfied with the posts of Assessor and Deputy Assessor. The former post is increasingly spending his time on the formulation of taxation policy including legislation with the Treasury Minister and Members and with other Members of the Government. This has been as a consequence of the decision to increase the Island's attractiveness as a tax haven and a leading offshore financial centre. He plays an important part in the promotion of the Island and is part of the team that visits the USA and other countries to encourage inward investment. In addition he has his own assessment caseload of the more important and larger Manx companies and provides advice to the private sector on taxation matters. The Deputy Assessor assists in the development of policy but bears many of the management responsibilities of the Division on behalf of the Assessor. He also has a caseload of large and complex company and individual cases. Both posts, in addition, have to be conversant with and follow developments in taxation matters in other jurisdictions, particularly the UK.
- 14.65. We have considered carefully the correct grade for these two posts. We are content that the correct grade for the Deputy Assessor is Open Structure Grade 7, but feel that the present grade for the Assessor

post does not fully reflect the enhanced responsibility in recent years for the development of taxation policy as opposed to the continuing operational responsibility for the assessment and collection of tax. Undoubtedly, taxation is complex and while all the variables of the UK tax law do not apply in the Isle of Man we feel the post justifies the full Open Structure Grade 6 scale.

Organisation

- 14.66. At the beginning of the review we received a submission from the Assessor giving his views on the present organisation of the Division and his ideas on how it might be reorganised. We discussed these ideas with him in the light of our findings.
- 14.67. There are a number of problems facing the Division. The introduction of modified ITIP has imposed certain pressures on the Division and these have been compounded by a high staff turnover rate and a consequent lack of experience in the Division. But we were also surprised that in such a technical area as taxation there was very little, if any, planned or programmed training of personnel. Work that had started in this direction has been shelved because of pressures elsewhere. Our overriding impression is that efficiency of the Division can be improved considerably by investment in training. We have considered these issues in coming to our organisational and other proposals.
- 14.68. We propose the following organisational structure, which has been agreed by the Assessor:



14.69. We envisage that the more complex technical work should be handled by a section managed by the Grade 7 Deputy Assessor supported by an SEO (Technical) post and a team of HEOs. This Section should deal with all company and all trading accounts in terms of assessing tax liability while the raising of assessments should be done by the "Assessing Section". The SEO Technical Assistant post should carry forward and be responsible for the training programme within the Division as well as for developing technical and procedural manuals, guidance notes and reviewing the material given to the public.

14.70. Considerable progress has already been made in the development of computer systems in the Income Tax Division. Much more still has to be done. Our discussions have led us to the conclusion that the present arrangement whereby the post responsible for pushing forward this development shares these tasks with other management and

functional duties is not appropriate at the present time. We therefore propose that there be a single dedicated Computer Liaison post at HEO level reporting to the Deputy Assessor post. The need for this dedicated post should, however, be kept under review and we suggest that the first review take place within two years. Its existence as a dedicated post should also be determined by the ability of the Computer Services Division to devote sufficient resources to push forward these initiatives.

- 14.71. The SEO in charge of the Management Section comprising the assessment, collection and general common service functions of the Division should report direct to the Assessor. The raising of assessments and assessing the tax liability of individual and self employed individual cases should be handled by the "Assessing Branch", and the "Collection Branch" should be responsible for the collection of income tax. As well as having management responsibilities, the SEO should also undertake the more complex and sensitive casework in the Section.
- 14.72. We make no proposals about the number of posts below SEO level which should be the subject of a separate inspection by the Personnel Office. We have, however, expressed a view on the Computer Liaison post and would not have thought that a need exists for more than two HEOs in the Management Section. We understand that the staff inspection of the Income Tax Division began shortly before the review was completed.
- 14.73. At present there are five Departmental Class posts in the Division, namely the Assessor, Deputy Assessor, Investigation Officer, Assistant Investigation Officer, and Technical Assistant posts. Under the new organisation we proposed that there should be no Departmental posts and that all should be designated General Service Class posts. In Part II we recommended that a common grading system (possibly within a flexible pay system) be adopted, and said that there are advantages in having a unified Civil Service on the Island. Underlying this there should be as few Departmental Class posts as possible to encourage mobility. We have also said that, as far as possible, senior posts in the Service should be filled by those with the appropriate skills and abilities regardless of their background or discipline. But underpinning these recommendations, personnel

policy should equally recognise that the SEO posts and some of the HEO posts in the Income Tax Division could only be filled by those who, as part of their earlier career, have served and gained the appropriate experience in the Division.

14.74. We have also commented in Part II about the flexible pay arrangements that are being introduced into the UK Civil Service. One current proposal is for a "double spine" arrangement covering Inland Revenue staff. In the Division there are a range of analogues but only one post is directly analogued to the UK Inspector (S) scale which has a higher maximum point than the SEO scale. In fact, it is generally the case that the maxima of Inland Revenue scales for particular grades are higher than the scales for the corresponding grades elsewhere in the Civil Service. We have given our conclusions on the correct grade for the senior posts but, as we say in Part II, it is for the Civil Service Commission to decide whether or not to analogue for pay purposes the Income Tax Division staff to the new flexible pay arrangements for Inland Revenue staff or to maintain a common pay system for all the Isle of Man Civil Service. Whatever is decided, we do consider that there should be a common grading structure in the Division and not the different analogues which exist at present.

4.75. The Division has problems in retaining staff and attracting the right staff in the technical areas of the Division. Another problem it has is encouraging the right people to be trained in the skills the Division needs for it to achieve its objectives. One possible solution - and we recognise there are others - is to agree that an officer, for example, in the Technical Section of the Division would only move to the UK Inland Revenue analogue for the grade on successful completion of certain specified external qualifications. Entitlement to this analogue would only remain whilst the officer filled that post within the Division and he or she would revert to, say, the normal HEO or SEO pay scale on transfer or promotion to a post outside the Division. This could provide an incentive for officers to improve their skills and in a way which maintains the traditional link with the UK salary structure. We make no firm recommendation in these respects and put forward our views only to stimulate further investigation and debate.

Recommendations

- 14.76. We recommend that the Assessor of Income Tax post be graded Open Structure Grade 6 and that the Deputy Assessor be a Grade 7 post.
- 14.77. We recommend that the Division should have three SEO posts and that one existing post at this level be deleted from the establishment.
- 14.78. We recommend that the Division be restructured along the lines described in paragraphs 14.65-14.71 above and that all posts be designated General Service Class posts subject to an appropriate personnel policy being agreed by the Civil Service Commission.

CUSTOMS AND EXCISE DIVISION

Role and Organisation

- 14.79. Following a review in 1977 of the Common Purse revenue sharing arrangement between the Isle of Man and the UK it was agreed that the Island should seek to establish a separate Customs Service staffed by Manx civil servants rather than by UK civil servants of Customs and Excise. The Customs and Excise Agreement 1979 between the Government of the UK and the Isle of Man established the Isle of Man Customs and Excise Service and, with effect from 1 April 1980, transferred to it the functions performed by the Commissioners of UK Customs and Excise.
- 14.80. The 1979 Agreement created a customs union between the UK and the Isle of Man which means that there is free movement of people and goods between the two countries and no fiscal barriers. With a few minor exceptions indirect taxes and customs and excise duties are levied in the Isle of Man in the same manner and at the same rates as in the UK. Revenue from indirect taxes is apportioned between the two Governments in a way to reflect as accurately as possible each party's share. Thus the Agreement means that Isle of Man VAT and Customs and Excise Law must mirror almost exactly the corresponding UK legislation and, as far as is possible, the same procedures, instructions, methods of operation etc are used as in the UK Customs and Excise Service. The Manx Customs and Excise Service therefore

uses the same procedural and instructional manuals used in the UK, has access to UK policy departments, and its officers are trained free of charge by the UK Customs Service. Under the terms of the Agreement the Commissioners provide an inspection service for the Isle of Man to satisfy the UK Government that revenues are being properly collected and to ensure that the Isle of Man Collector is being given all the advice and help that is available in the UK.

14.81. One of the main problems facing the Isle of Man Customs and Excise Service is its ability to keep pace with developments in the UK. Increasingly UK methods, procedures and management methods are geared to a large organisation supported by sophisticated computer systems. This inevitably puts pressure on the small Manx Customs and Excise Service, particularly when major changes occur such as the Keith proposals and the introduction of the Single Administrative Document to give just two examples.

14.82. The responsibility of the Service, as described in its management plan, are:-

- (a) the collection of VAT and excise duties, accounting for over 55 per cent of Government taxation;
- (b) enforcement of prohibitions and restrictions on imports and exports (eg drugs);
- (c) collection of Customs and Excise duties in accordance with the common Tariff of the European Community and other tasks connected with foreign trade (eg overseas trade statistics);
- (d) to keep the law relating to the management of customs and excise revenues and associated control functions and agency functions correspondent with that of the United Kingdom under the Customs and Excise Agreement 1979.

14.83. The Division is headed by a Collector (Open Structure Grade 7) who is supported by a Deputy Collector (AO1) post. Beneath these posts the Division is organised along functional lines, that is, VAT, Customs,

Excise, etc. There is an AO2 post heading the VAT "Indoors" Section responsible for enquiries and negotiation including computer liaison work; an AO2 post heading the VAT "Control" Section including the investigation and enforcement sections; and there is an EO1 post responsible for the Customs and Excise functions. The review included all posts at AO2 and above, but posts at EO1 level were also interviewed to assist with the analysis of the higher level posts.

Findings and Conclusions

- 14.84. The AO2 post heading the "Indoor" Section is not fully loaded and, at the time of the review, was becoming too involved in general enquiry work and other registration matters appropriate to a lower grade. This was largely because the EO1 post in the Section was heavily involved in computer development work. However, despite these findings we feel the post is justified at SEO level partly because of the need for senior management involvement to oversee the considerable changes that are being initiated in the UK and partly because of the burgeoning financial and commercial sector which is raising increasingly novel and complex VAT registration questions. We are also generally content with the AO2 post at the head of the "Control" Section, but we have found about ten per cent of his time is spent on work which should be done by a lower grade. For example the arithmetical preparation and check of work returns could be done at CO level with the analysis and interpretation being done by the postholder.
- 14.85. Customs and Excise work is headed at EO1 level and this work is shared with the responsibility for ensuring that Manx legislation is kept up to date with UK legislation, including briefing senior officials and Ministers on the effects of the changes. This latter work can take up almost two-thirds of the postholder's time.
- 14.86. The Deputy Collector (AO1) post assists the Collector in the administration of the Division, and has particular responsibility for day to day management. The AO2 and EO1 (Customs and Excise) posts report to the Deputy Collector post, but the Deputy Collector takes functional responsibility for Customs and Excise matters while the Collector takes many of the VAT issues. Management tasks, including interofficiating for the Collector, takes up half the post's time.

The Collector (Grade 7) post has overall responsibility for the planning and organisation of the Division and for giving authoritative advice to the Treasury Ministers and other Departments on Customs and Excise matters. Resolution of technical problems and giving advice and guidance to staff are other important aspects of the job, but increasingly the post is exercised in assimilating UK Customs and Excise developments, assessing their effects in the Isle of Man, advising the Isle of Man Government and implementing new procedures. The post is well loaded.

14.87. We have considered very carefully the need to have two senior posts at the head of this Division and have concluded that the generality of the work done by the Deputy Collector post is appropriate to the SEO grade. Some work, we accept, is of very good quality but, as we have commented in paragraph 8.1.2, it is not unusual and an accepted principle in the UK that posts reach up into the next grade. We have also concluded, after great thought, that the Collector post is correctly graded at Grade 7. It is a demanding post and in coming to our conclusions on this post and the Deputy Collector's post we have balanced the isolation of the Isle of Man, its special circumstances and the problems this generates against the fact that the policy is almost wholly determined in the UK, and that guidance and advice when not available in written instructions is available in the UK. There is, however, debate on the Island whether or not to abrogate the Customs Agreement with the UK. Should this course of action be decided then the arguments for regrading would be strong.

14.88. Because this is a Division which mirrors very much the UK method of operations it was the only Division within the Government with a written management plan, objectives, priorities and input and output measures of performance. We commend this and, while we accept that the same systems may not be appropriate to them we believe that other Departments could learn from the principles which underlie them.

Organisation

14.89. We do not see the need for fundamental changes. However, as a result of our conclusions on the grading of the Deputy Collector post we recommend the new SEO post heads the Customs and Excise Section. We

see the post continuing, however, to give policy support to the Collector on all aspects of the Division's work and we propose also that it take on oversight of the development of computer systems and procedures within the Division. We have already commented on the pressures and difficulties progress in the UK can create for the small Isle of Man Service and we see this as important work. For the same reasons as we gave in the Income Tax Section of the report we suggest also that a dedicated Computer Liaison post at HEO level be created and reporting to this SEO post. The need for the HEO post should similarly be reviewed in two years, and its existence be determined by the availability of resources in the Computer Services Division to devote time to Customs and Excise work.

- 14.90. The Personnel Office Staff Inspectors have recently completed an inspection of the Investigation Section resources in the Division. At present the EO1 there reports direct to the Collector who spends approximately 10 per cent of his time on such duties. We accept that on a small Island investigations can be sensitive matters, but we feel that the minimal supervision that should be required for this work is appropriate to the SEO (Control) post where there is capacity.
- 14.91. This is another Division which requires considerable investment in training before an officer becomes fully competent and efficient in the duties. Postings policy should recognise this and again we feel it is sensible that senior posts within the Division be filled by people who at some point in their earlier careers, have served and gained the appropriate experience and training to fill them. We do not believe that designating the posts as Departmental Class or creating a separate career structure within the Division is an efficient way to proceed.

Recommendations

- 14.92. We recommend that the Collector be Open Structure Grade 7 post.
- 14.93. We do not see the need for an AO1 post and recommend it be downgraded to SEO level and take charge of the Customs and Excise Section in the Division as well as the additional duties we have listed.

- 14.94. We recommend that the senior posts in charge of the 'indoor' and 'control' sections be graded SEO.

ADMINISTRATION DIVISION

Role and Organisation

- 14.95. As its name implies the Division provides support to the Treasury Minister and Members through servicing its various committees, co-ordination and preparation of policy papers, implementation of policies and advice in the discharge of their powers, duties and responsibilities. The Division is headed by the Administrator post which is at Open Structure Grade 7, and which is supported by an EO1 post. In the post's capacity as co-ordinator of the activities of all the Treasury Divisions it is shown as being above them on all the organisation charts we were shown.
- 14.96. Only the Administrator (Grade 7) post in the Division was included as part of the review (though we were supplied with details of the duties and responsibilities of the EO1 post by its postholder).

Findings and Conclusions

- 14.97. Most of the Administrator post's time is spent in preparing for and attending meetings of the Treasury and its various committees, and in dealing with follow-up work including ensuring that decisions are implemented. Many of these meetings are also attended by the Chief Financial Officer in his capacity as "the principal financial adviser" to the Treasury. Other aspects of its work include advising the Minister and Members of the Treasury on policy issues, research and preparation of policy papers and the co-ordination of policy among the Treasury's Divisions. The EO1 supports the post in many of these tasks including preparing agendas, taking minutes of meetings, preparing draft briefs etc.
- 14.98. We have considered carefully the need for the Administrator post in the Treasury organisation. Some of its present duties do not justify its present grade but, at the same time, it is placed in an invidious position as being expected to co-ordinate, integrate and lead in

Treasury policy issues among the Divisions when being junior in rank to the heads of some of those Divisions. We have also considered the apparent duplication between the Chief Financial Officer and the Administrator post in attending many of the meetings and committees. We consider this and its apparent lack of clear authority and responsibility to be most unsatisfactory. There needs to be a clarification of roles in the top structure and our proposals are designed to achieve this.

- 14.99. We conclude that in a Civil Service the size of that on the Isle of Man it is sensible to have one post at the head of most of the revenue and public expenditure control functions. Therefore, we are satisfied that there should be one head of the Treasury with responsibility for integrating the functions and policies of the various Divisions which comprise the Treasury. We believe also that this post should become the principal financial adviser to the Treasury and, by extension, to the Government and should therefore have the statutory role of Chief Financial Officer. The post should also take the lead in the promotion and development of the Isle of Man as a leading offshore financial centre.
- 14.100. This proposal, we accept, creates a conflict with the current head of the Finance Division who is presently designated Chief Financial Officer. We consequently recommend that the head of Finance Division relinquish this responsibility. However, as recommended earlier in the report, we still consider there is a need at the present time for an Open Structure Grade 6 post to head the Finance Division. At a time when financial systems throughout Government need to be strengthened and for tight control on public expenditure to be maintained we have concluded it would be wrong to weaken the senior management control in the Finance Division. Nevertheless we propose that the need for the Grade 6 post in this Division be reviewed in about three years' time.
- 14.101. Our conclusion on the grading of the Head of the Treasury post is that it should be equivalent to Grade 5 in the UK Civil Service Open Structure. Our conclusions on the grading of senior posts in other Divisions have assumed the appointment of this post.

Organisation

- 14.102. We have already indicated the position of the Grade 5 Head of Treasury post and the consequences that has for the head of the Finance Division. It will also mean that new job titles will need to be found for the 2 DCFO posts. However, in line with the recommendations we make in Part II of the report we propose that the Head of the Treasury should be the effective Accounting Officer for all Treasury Divisions and that the Grade 6 head of Finance Division be the Finance Officer for the Treasury Divisions in the understanding of Part II of the report.
- 14.103. We propose that the Grade 5 Head of Treasury post assume responsibility for Internal Audit throughout Government and that the Internal Audit Section report direct to this post.
- 14.104. We also propose the retention of the EO1 (HEO) post which should fulfil its current responsibilities but, in line with the new decision making machinery proposed in Part II, the post should act as a personal assistant to the Head of the Department and the Minister in organising their papers, diary etc.

Recommendations

- 14.105. We recommend that there should be a Civil Service Head of the Treasury, accountable to the Minister for the work of all Divisions of the Treasury, and be the Accounting Officer for the Treasury. We recommend that the grade for this post be Open Structure Grade 5.
- 14.106. We recommend that the Head of the Treasury be the principal financial adviser to the Treasury and under the terms of Section 5 of the Treasury Act 1985, be the Chief Financial Officer.

Other Issues

- 14.107. At the beginning of our review the Board of the Treasury made its concern known to the reviewing team about the retention of staff within the Treasury. They proposed for consideration:-

- (a) that Chief Officers in the Treasury Divisions should be responsible for the recruitment and promotion of their own staff up to and including the rank of Executive Officer 1;
- (b) that Chief Officers in the Treasury Divisions should be responsible for recommendations to the Board for the award of proficiency payments to officers;
- (c) that Chief Officers would recommend and implement training schemes for staff in the Treasury.

We have not ignored these points and have, we believe, answered them in Part II and where appropriate addressed some of the issues in this chapter on the Treasury. However, in summary, we believe it would be a retrograde step if the Treasury or other Government Departments were to become independent. We believe the advantages of a unified Civil Service far outweigh any narrow Departmental considerations. The proposals and suggestions we have made in this chapter and elsewhere are designed to address these issues within a consistent policy framework but also in a way that is flexible to meet the needs of individual Departments in the most efficient manner for Government.

15. DEPARTMENT OF HOME AFFAIRS

Role and Organisation

15. 1. The Department comprises the functions of the former Home Affairs Board, a body which itself was established by the Home Affairs Board Act 1981. It administers and co-ordinates all the functions of the emergency services, broadcasting and civil aid services under the provisions of the 1981 Act.
15. 2. The Isle of Man Constabulary, the Isle of Man Fire Service and the Isle of Man Prison Service are all separate and autonomous operational bodies. Also coming within the responsibility of the Department are Civil Defence under the Civil Defence Act 1954 including civil aid services planning in the event of an emergency, and the Isle of Man Probation Service. The role of the Department is to ensure they are accountable (to the Minister) for their actions and to provide and oversee the provision of resources to them in terms of finance and manpower. This control or oversight in policy - as opposed to operational matters - is achieved through a committee system mirroring some of the committees which might operate, say, in a local authority in the UK. At the time of our review there were five main committees as follows:-

Police Committee
Fire Services Committee
Civil Defence Committee
Penal Services Committee
Tromode House Committee.

All these committees have Ministerial involvement and some have lay members. We understand that the Tromode House Committee will disappear on completion of the detention centre extension in the Prison grounds and that there are plans to introduce a separate Probation Liaison Committee to oversee probation policy which is presently handled by the Penal Services Committee. In addition to the committees, the Department (comprising the Minister and two Members of Tyrwald) meets regularly to co-ordinate policy among the various arms of the Department.

15. 3. Administrative support for the original Board was provided by officers serving in Government Office but, following a Personnel Office Staff Inspection Report, separate dedicated staff for the Board were provided in 1984. At the time of our review the Department's head office comprised three full-time officers, namely an EO1 (acting as secretary), an EO2 and a CO. During the review interviews were held with the EO1 and the Senior Probation Officer who is head of the Probation services on the Island. A Staff Inspector from the Personnel Office interviewed the Emergency Planning Officer post (analogued to points 3-6 on the HPTO scale) at our request to assist us. The Prison Division was not covered in our review as a separate manpower study had been commissioned by the Department and carried out in collaboration with the Personnel Office.

Findings and Conclusions

15. 4. In terms of numbers this is the smallest of the Departments in the Isle of Man Government structure. This reflects the position that most of its responsibilities are specialist ones undertaken by separate organisations with links in terms of policy and finance to the Department. Thus the role of the Departmental Officers is to service the committees (prepare agendas, papers, correspondence, take and prepare minutes, deal with follow-up action etc) which oversee the work of the emergency and other services and assist in the formulation of policy. The EO1 (Secretary) post acts as secretary to the Police Committee and Fire Services Committee which are also attended by the EO2 and CO respectively who take the notes of the meetings. The need for all three officers to attend appears excessive. The EO2 services the Penal Services Committee and Tromode House Committee, but the EO1 also provides some input. In many respects the EO1 post acts as Private Secretary to the Minister in co-ordinating the papers for him and ensuring he and the committees have access to the right advice on which to make decisions. The EO1 also provides a similar secretariat service for the Departmental meetings. The EO1 post played a co-ordinating role on behalf of the Department in the Inquiry into the Radio Masts issue and clearly this was an important one but the problem was inter-Departmental in that the policy of one conflicted with that of others. It is in this type

of situation that we see the new Government Secretary/Head of the Civil Service post playing a greater role in the future. (See para. 6.3.5.)

15. 5. In the Financial area the estimates are co-ordinated in the Department but are prepared by the bodies concerned. The EO1 submits the composite estimate to the Treasury and attends estimate meetings and monitors expenditure. We found that the effective Accounting Officers (in the terms described in Part II) are the Fire Officer, the Chief Constable, the Prison Governor and the Senior Probation Officer. It is they who are accountable to the Minister for their actions and the EO1 post has no management responsibility, except in providing a support service in the financial area. In paragraph 6.1.2 we supported the established principle of their being one Accounting Officer in each Department but we believe that the Department of Home Affairs is such that an exception to the rule is both sensible and justified in this case to enable the operational head of each Division (ie Police, Fire, Civil Defence, Probation) to be the Accounting Officer for the Division. An amendment to the Civil Service and Financial Regulations will be needed to provide authority for this.
15. 6. We have considered carefully the grading of the Secretary post. It is unlike all other Secretary posts in Government Departments in that it is primarily a co-ordinating one and contains considerably less management and policy responsibilities. This is not to undervalue its importance in providing essential support to the Minister and the committees but we conclude that the quality of work and contribution currently expected from the post justifies it being graded HEO. There are, however, many duties of a clerical nature which, if reallocated to a lower level, would release capacity in the post.
15. 7. The Senior Probation Officer runs a discrete operation and is responsible directly to the Minister for his actions. We see no reason to analogue the grading of this post to a UK Civil Service grade and conclude that comparison should remain with the criteria adopted by the Probation service in the UK.
15. 8. We have received a full report of the interview conducted by the Personnel Office Staff Inspector and discussed this with him. In

brief the Emergency Planning Officer post has responsibility to prepare and co-ordinate war and peace time plans, and has links with the Government Secretary who would assume the role of Island Controller Designate in the event of war. He controls and trains the Civil Defence Corps whose role is to assist the emergency services and provide assistance to other Government Departments and organisation in respect of, for example, communications, lighting, transport etc. The post is Secretary to the Civil Defence Committee which meets every two months.

15. 8. The Chief Minister has appointed a committee chaired by Brigadier N.A. Butler MHK to consider the area of emergency contingency planning of the Island. The "Butler Committee" has issued an interim report but the future role of emergency planning on the Island depends on the political decisions taken in the light of the recommendations this committee makes. Our conclusion is that on the present duties of the post it is justified at HPTO.

Organisation

15. 9. As we mention in Part II of the report we explored whether the Department could take on some of the functions the Home Office undertakes in the UK such as immigration, nationality, passports etc, which are currently the responsibility of the Government Secretary on behalf of the Governor. The effect of these moves would be broaden the responsibilities of the Department and enhance its policy content. However, the advice we received from the Attorney General was that this was not possible because these areas are controlled by UK legislation and the Governor has direct responsibility for them.
- 15.10. In these circumstances we propose no organisational changes except that the heads of the emergency services, and of the Probation Service should act as Accounting Officers and take an active part in the estimates and budgeting process including the discussions with the Treasury.

Recommendations

- 15.11. We recommend that the Secretary to the Home Affairs Department be graded HEO and that the Emergency Planning Officer be graded HPTO.
- 15.12. We recommend that the Senior Probation Officer continues to be analogued to the grading of the UK Probation Service.

16. DEPARTMENT OF TOURISM AND TRANSPORT

Role and Organisation

16. 1. The Department was created early in 1987 by the amalgamation of the Isle of Man Tourist Board and the Passenger Transport Board. However at the time of our review little progress had been made to combine the two sides organisationally and in many aspects the two sides still operate independently of each other.
16. 2. The Transport Division of the Department is responsible for running the public transport on the Island including a fleet of over eighty buses, the seventeen mile long Manx Electric Railway, the four mile long Snaefell Mountain Railway and the sixteen mile long Isle of Man Steam Railway. Heading the Transport Division is the Transport Executive, who was new in post at the time of the review, who has responsibility to manage all public transport on the Island. This post is supported by a General Manager who oversees the operational and engineering Sections for railway and 'bus services.
16. 3. The senior posts in the Transport Division were interviewed by the reviewing team but they are not civil servants and were not included in the review. The purpose of interviewing these posts was to gain an understanding of the work and responsibilities of the Division; we do not comment in this report on the posts we interviewed, nor do we feel we are in a position to comment on the internal organisation of the work of the Division.
16. 4. Tourism in the Isle of Man has traditionally been an important sector of the Isle of Man economy but in the past 10 to 15 years its relative importance has declined. Nevertheless it still contributed some £25.6 million to the Manx economy in 1985/86. The Tourist Division's function is to "maintain, encourage, develop, protect, promote and facilitate tourism in, to and from the Island to the best advantage of the Island". To reverse the decline, and to help it develop a strategy for the next five years, the Department commissioned a report from the University of Surrey which was published in September 1987. The message in the report, which was supplied to us, has broadly been accepted and the Department has

reviewed and refined its policy accordingly and has identified specific targets and policy objectives which it wishes to achieve. In conjunction with the Economic Affairs Division of the Treasury the Department has been investigating what performance measures or indicators might be introduced. It has also commissioned a report from the University of Lancaster to make recommendations on how to assess the performance of the accommodation sector.

16. 5. At the time of the review the Tourism Division was split into three branches: Marketing Section; Administration Section; and Inclusive Tours Section. All reported to the Chief Executive, although the head of administration, in his co-ordinating role on behalf of the Minister, had an interest in all parts of the Department's work. Before the report was finalised the Department introduced a Development Section and we have seen the job description for the proposed Development/Research Officer to head this Section.
16. 6. Following the University of Surrey report the Department is increasingly putting emphasis on marketing, and has plans to strengthen and develop its operations in this area. A cornerstone of the Department has been "Everymann Holidays", an inclusive tour operation run by the Inclusive Tours Section of the Department with the co-operation of the hotel trade. The Department also runs a grading scheme for all categories of tourist accommodation and provides improvement grants and other financial assistance to the hotel and guest house industry.
16. 7. Departmental resources have been diverted from their main objectives by the need to take on the running of the Summerland leisure complex which went bankrupt just before the 1987 tourist season. We were told that the Department's intention is to put the running of this centre into the private sector as soon as possible. Executive Council also decided that the Derby Castle Aquadrome which was similarly in financial difficulties should also become the responsibility of the Department in April 1988. The Department has separate plans to develop an aqua-leisure centre. The Department also runs the Gaiety Theatre in Douglas.
16. 8. Three senior posts in the Department formed part of the review,

namely the Chief Executive (contract) post, the Administrative Officer (AO2) post and the Marketing Manager (equated to SPTO) post.

Findings and Conclusions

16. 9. The Administrative Officer reports to the Chief Executive and is responsible for providing administrative and finance office support to the Department. He also provides secretarial support to the Minister and Departmental meetings by preparing or co-ordinating the preparation of policy papers, agendas and finance reports. He prepares minutes of meetings and deals with follow-up correspondence. Meetings are frequent and this is a time consuming activity of the post. Other duties involve the organisation of the annual TT races, preparing answers and briefs to Tynwald Questions, and responsibility for the overall management of the Summerland leisure complex, Gaiety Theatre and Derby Castle Aquadrome. The post is heavily loaded and correctly graded at SEO level.
- 16.10. The Marketing Section, as its name implies, is responsible for the promotion of the Island as an attractive tourist centre and for various sporting and cultural events which are held on the Island. The Section runs the seven tourist centres situated throughout the Island, an information bureau, press office and is responsible for developing strong links with the travel trade throughout the UK for which it has a team of "sales" or area representatives. There is also a conference co-ordinator. The Section is headed by the Marketing Manager who is also involved (in conjunction with the Chief Executive) in liaising with the Division's Advertising Agency, organising various sporting events and, during the TT, acting as Chief Press Officer. The post is well loaded and should be graded SEO. We comment further on this post later in this chapter.
- 16.11. Responsibility for the Department, and primarily the marketing and development of the Island as a tourist centre, rests with the Chief Executive. The present postholder is not a civil servant but is employed on a contractual non-pensionable basis. The post is the driving force behind its new policy and he works closely with the Minister in pursuing these policies and to maximise the Island's potential as a tourist centre. The post has a considerable

representational role in negotiating on behalf of the Department with a wide range of tourist and other business interests. In the tourism area alone he has an annual budget of more than £5 million but has to clear with the Department expenditure in excess of £5,000. The post is well loaded, and if it were a Civil Service post we conclude it to be a good quality Grade 7 post in the UK Open Structure.

16.12. We have found a number of anomolous situations in the Department which need to be addressed. The first is that although technically amalgamated the Tourism and Transport Divisions still act and run independently of each other. Although the Chief Executive of the Tourism Division is said to be the head of the Department as a whole there is confusion about his precise role. The second, and this follows from the first, is that not being a civil servant the present Chief Executive is precluded from being the Accounting Officer, and we are told that the Administrative Officer technically fulfils this role. This situation is a nonsense and needs to be resolved by amendment of legislation if necessary. We comment upon the organisational position later in this chapter and in Part IV.

16.13. The University of Surrey calls for a much more professional approach to be adopted and the Department has proposed that all "technical and professional" posts be removed from the Civil Service and not be constrained by Civil Service terms and conditions of employment. We are sympathetic to the concern which underlines these proposals. The need for the Island to market its assets demands a professional approach and marketing expertise which cannot be developed from within the Civil Service. It seems sensible that such talent should be bought in from outside as the need arises. We have suggested already in Part II of the report that the Civil Service Commission should be given the ability to employ people on short term contracts and have expressed our concern at the dangers of Departments going their own way in these matters. We prefer that such appointments be overseen by the Personnel Office, but we do not necessarily see this acting in a restrictive way, particularly if our other recommendations in Part II are accepted.

Organisation

- 16.14. The recent proposals to create four Sections rather than three Sections in the Tourism Division of the Department seem to us unnecessary. We recognise the personnel considerations behind these proposals, but we believe that the activities proposed for the separate Development/Research and Marketing Sections are best placed within the one Section. This is because the marketing function should encompass analysis of the Island's strengths and weaknesses with a view to developing the former and removing the latter; research into holiday trends, visitor attitudes and requirements and the development of tourist amenities by competitors; and measuring the effectiveness of, and designing new, advertising campaigns based on the research carried out to improve the techniques of "selling" the Island. One effect also will be to relieve the Administrative Officer of some of his duties. This will create some capacity in what is a heavily loaded post, but should Summerland and the Aquadrome be passed back to the private sector the loading and grading of the Administrative Officer post should be reviewed. We believe the post should, however, also be appointed the Finance Officer for the Department with the responsibilities described in paragraph 6.2.2 of Part II.
- 16.15. We have already said that the Chief Executive should be the Accounting Officer for the Department. But our views on the Department's organisation are more fundamental. We understand the reasons for combining the Tourist Board and the Passenger Transport Board; the transport industry contains many tourist attractions but the Tourism Division has the responsibility of marketing the Island's assets not necessarily managing them. Moreover to give the Chief Executive responsibility for the Passenger Transport Division of the Department will only serve to divert him from his main responsibilities. We therefore propose that the Passenger Transport Division be formally separated from the Tourism Division and that they should not be amalgamated. The Transport Executive should be appointed Accounting Officer for the Transport Division and be directly responsible to the Minister for Tourism and Transport. Consideration should be given to the Passenger Transport Division introducing a commercial accounting system and a decision will need to be taken on whether the Division should come under the same

scrutiny by the Personnel Office Staff Inspectors as other areas of Government.

- 16.16. Our organisational proposals in this chapter assumed the continuation of the present split of responsibilities in the wider Government Departmental structure. In Part IV we put forward proposals to create a Department of Economic Development of which the Tourism (but not Transport) Division should form an important part. Because these are wide ranging proposals and, it may be argued, go beyond our brief, we do not address them in this part of the report.

Recommendations

- 16.17. We recommend that the Administrative Officer post be graded SEO and that the postholder be the Finance Officer for the Tourism Division.
- 16.18. We recommend that the Marketing Manager post be graded SEO . (We are however aware of the proposal to appoint a Development/Research Officer and the job description we have seen for this new post does not alter our recommendation).
- 16.19. We recommend that the Chief Executive for the Tourism Division be equated to Open Structure Grade 7.
- 16.20. We endorse the general principle of "buying in" expertise to advise the Department on a (short term) contractual (ie non pensionable) basis and recommend that this be done under the auspices and direction of the Personnel Office and with the financial concurrence of the Treasury.
- 16.21. We recommend that the Chief Executive be the Accounting Officer for the Tourism Division within the Department.
- 16.22. We recommend that the Transport Division of the Department be a free standing organisation and that the Transport Executive be appointed the Accounting Officer and report directly to the Minister (or to a "Junior" Minister).

17. DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

17. 1. The Department was formed in December 1986 by the amalgamation of the Board of Agriculture and Fisheries and the Forestry, Mines and Lands Board. However, responsibility for minerals and mines, which had been vested in the Forestry, Mines and Lands Board, was transferred to the Department of Industry at that time.
17. 2. A decision was taken at the time of amalgamation not to upset too much the organisational structures which had existed in each separate Board and instead to operate both areas largely separately until experience showed where organisational or operational improvements could be made. Thus at the time of our review the Department was largely divided along the lines of the responsibilities of the former Boards, although the Chief Executive was responsible for all of the Department and the former Secretary to the Forestry, Mines and Lands Board was increasingly involving himself in the affairs of the whole Department.
17. 3. The Forestry, Amenity and Lands Division of the Department is based at St. Johns and is headed by an Administrative Officer (AO1) and is responsible for the upkeep and maintenance of the land and buildings vested in the Department, the seventeen Glens on the Island, the Wild Life Park, the afforestation programme and other forestry matters on the Island including the running of a Saw Mill to process timber from the plantations. The Division has its own small administrative and finance unit, and employs some 73 manual workers. The review included the Administrative Officer post (AO1), the Forestry Officer post (Forestry Officer I grade), and the Northern Forester post (Forest Officer IV grade).
17. 4. The Agriculture and Fisheries Division comprises a number of specialist and administrative sections. The Administrative Section is mainly concerned with policy matters on the agriculture and fisheries side including the administration of the various subsidy schemes for farmers and fishermen, and for the finance of the Department. The Fisheries Section in the Division is responsible for operational matters connected with both fresh and sea water fisheries including running a fish farm and enforcement duties within the Island's three mile fisheries limit. The Meat Grading Section is

based at the Abattoir and is concerned with grading meat for qualification under the subsidy schemes operated by the Department. The Animal Health Section is headed by a Chief Veterinary Officer and is responsible for the prevention and control of animal diseases and the promotion of animal health and welfare, the provision of an artificial insemination service on the Island, veterinary duties at the Abattoir and the provision of a veterinary service to the Government's farms and Wild Life Park. Finally, there is an Agricultural Advisory Section which is responsible, inter alia, for running an experimental farm at Knockaloe and an advisory service to the Island's farmers.

17. 5. The Department is an important one in Government affairs covering as it does the traditional primary industries of the Island. Current policy is founded on a Tynwald resolution made in 1979 which calls for assistance to the agricultural and fisheries industries to be maintained on a basis similar to that in the UK. It is the Department's policy to maintain support, but to keep the measures under review not least because of the increasing impact of the European Community's Common Agricultural and Fisheries policies. It remains the objective of the Department, and of Government, to secure greater control of the fish stocks in the waters around the Island. On the forestry side there is an established long term policy of afforestation but balancing these interests with those of the hill sheep farmers.

17. 6. The Chief Executive (Principal) post, the Chief Veterinary Officer (DVO and DRVO grade) post, Veterinary Officer (VO1 plus first point DVO) post, Senior Field Officer (HEO) post, Agricultural Advisor (last four points AO2 and second and third points AO1 scales) post, Sea Fisheries Officer (PTO) post and Freshwater Fisheries Inspector (P & GS Grade E) post from the Agriculture and Fisheries side of the Department were interviewed as part of the review. In addition, the three EO1 posts (Agriculture, Fisheries and Forestry) provided details of their duties and responsibilities and were interviewed on our behalf by a Staff Inspector from the Personnel Office to help us gain a full picture of the work of the Department.

Findings and Conclusions

17. 7. For convenience we deal with the Forestry and Agriculture and Fisheries Divisions separately.

Forestry Division

17. 8. Only one of two Forester posts was interviewed but we were advised that this post was representative of both posts. The two Forester posts split their responsibilities between the North and the South of the Island. The Northern Forester is responsible for management of manual workers comprising a Senior Foreman, two foremen, one chargehand and thirteen labourers, and the Southern Forester for 1 foreman, three chargehands and ten to twelve labourers. Much of their time is spent on travelling with the remainder on dealing with Felling licence applications, planting grant applications under the Small Woods and Amenity Planting Scheme, tree inspections and plantation and glen inspections. The posts also supervise the contractor who undertakes the harvesting work for the Department. Although the posts are correctly graded at FOIV we find that they are too heavily involved in the management of the workforce, and in undertaking duties which should fall to a foreman grade to fulfil. Moreover we cannot overlook what appears to us to be an excessive number of supervisory grades in what is a small manual workforce. We suggest that this be reviewed at a suitable opportunity. We understand that the work for the manual workforce is variable and that productivity is low. In such circumstances we suggest that the Commission explore whether or not given these facts it would be more economical to contract out much of this work on a fixed cost basis.
17. 9. The Forestry Officer post is responsible for the management of the Forestry estate and the implementation of the afforestation and hill land improvement programme. On the latter responsibility he works closely with the Administrative Officer (AO1) post. He is also responsible for the maintenance of all land and property vested in the Department and manages the Saw Mill. The post is well loaded and, on the whole, is justified at its present grade. We add this qualification because we find the post is being diverted from some of the tasks by becoming involved in matters which should be handled by his senior staff. We return to this later.

- 17.10. As we have said, the Administrative Officer (AO1) post was formerly the Secretary to the old Forestry, Mines and Lands Board. For Divisional meetings he still fulfils this function in preparing policy papers and reports for the Minister and other Members of the Department. He also attends all Departmental meetings which are held fortnightly including preparation and follow-up work. This comprises upwards of one-third of the post's time. Other duties involve working with the Forestry Officer on the afforestation programme particularly in negotiating the release of hill sheep grazing land for afforestation. Other tasks relate to general estate management responsibilities including meeting tenants, landlords, contractors, reviewing rents, leases etc. The post also prepares the Division's budgets and monitors expenditure during the year.
- 17.11. This post contains a range of quality work from HEO to largely SEO; there is little of any quality work appropriate to higher grades. We have considered carefully the need for this post alongside the post of Forestry Officer. There is clearly some duplication between them and even though we accept that there is, at first sight, an administrative/technical functional distinction, and we have concluded that the duties should be combined. We return to the organisational consequences of this later in the Chapter.

Agriculture and Fisheries Division

- 17.12. Two posts in the Fisheries Section were interviewed, namely the Freshwater Fisheries Officer and the Sea Fisheries Officer. Both link in with and support the Administrative Section responsible largely for policy matters and subsidy scheme issues. The former post manages and maintains the Department's trout farm and hatchery, stocking rivers and reservoirs, completing daily and weekly worksheets and investigating and reporting pollution and poaching offences. The post is acceptably loaded and we confirm that it is correctly graded at P & GS E grade.
- 17.13. The Sea Fisheries Officer post is responsible for enforcement duties within Isle of Man waters. He commands the Department's Fishery Patrol vessel which is on patrol 39 hours a week (weather

permitting). The post is paid on an "all hours worked" basis and receives time off in lieu of unsocial hours worked. The post also undertakes technical appraisal of all applications for grant and loan assistance towards the improvement of fishing vessels. He reports on all these matters to the Fisheries Secretary (EO1) post in the Administration Section. The post is not of the highest quality but, on balance, we propose no change to its present grade of PTO.

- 17.14. The Senior Field Officer (EO1) post works within the Administration Section and almost one-third of its time, on average, is spent on field inspections to verify and audit the various agricultural support schemes operated by the Department which are modelled on those in the UK; inspecting and reporting to the Chief Executive on planning applications which may prejudice agricultural interests; live monitoring of sheep for caesium 137 (post Chernobyl) and assisting the Animal Health Section in dipping animals, warble dressing etc. The post is responsible for one Field Officer.
- 17.15. We found the Senior post to be of poor quality. We have considered carefully the present analogue to the executive grades in the UK and have seen the Personnel Office's briefing paper dated April 1986 on this subject for the Whitley Council Official Side. The briefing paper concluded that this was the right analogue since the majority of the post's tasks compared with those undertaken by executive staff in the UK. We find the situation has not altered and therefore make no proposals to change the present analogue. We also note that the Personnel Office Staff Inspectors came to the same conclusion on the quality of the post that we have done. Their suggestion that the post should play a more active role in agricultural safety matters than hitherto would in our judgement sufficiently add weight to the post to justify its grading at HEO level. We note that under the terms of the Agriculture (Safety, Health and Welfare Provisions) Act, 1974 the Department has responsibility for safety matters which it is not fulfilling. We believe the post - as sheep monitoring duties lapse - should have sufficient capacity to undertake this responsibility.
- 17.16. The senior officers in the Animal Health Section are qualified veterinary surgeons. There are two Veterinary Officers who each

undertake similar duties. These include the provision of veterinary services to the Central Abattoir. We questioned the need for this and were told that to retain its EEC status a veterinary presence is required although we also understand that much of the Island's meat is exported to the UK for which an EEC standard Abattoir is not a requirement and therefore a veterinary presence is questionable. Notwithstanding this, we were also told that there is a general preference among buyers for meat from EEC approved Abattoirs. We were not in a position to satisfy ourselves on the accuracy of this statement.

- 17.17. While at the Abattoir they also supervise the taking of blood samples to monitor disease in slaughtered animals. Other duties include the routine testing of cattle for Tuberculosis (every 4 years) and Brucellosis (annually) and some testing of sheep and goats for Maedi/Visna; providing export certificates for live animals occasionally involving research in the import conditions of foreign countries; inspection of fish eggs for export; the inspection of riding establishments; and the provision of general veterinary services to Government farms and the Wild Life Park. We questioned the need for a Veterinary Officer to take blood samples for Brucellosis testing when it is not unknown for a trained blood sampler to be employed for this purpose. About 650 farms are tested in any one year. We were told that the value to the Veterinary Officers in undertaking this routine work was that it allowed them to keep in contact with the farming community.
- 17.18. Our conclusions on these two posts are that they are justified, but the need for two posts would need to be examined if their presence at the Abattoir was no longer required and if, on examination, it was found to be more cost effective to employ an unqualified person to take blood samples for Brucellosis testing. On their duties the posts justify the basic Veterinary Officer grade.
- 17.19. The Chief Veterinary Officer post is largely office bound dealing with correspondence and day to day enquiries on Animal Health matters. On policy and legislative issues the post works closely with the Chief Executive and is in regular contact with the North West Regional Veterinary Service and the Headquarters of the UK State Veterinary Service at Tolworth for advice and guidance. Issues are

frequently encountered with export certification and import approval. The post oversees the operation of the Artificial Insemination Scheme run by the Department and, as chief adviser to the Government on Animal Health matters, attends Department and other meetings. The remainder of the post's time is spent on veterinary field work including investigation of sudden deaths, export certification and investigation of disease outbreaks.

- 17.20. Although some straightforward veterinary work is undertaken, the post is largely engaged on more general policy matters and on advice on animal health legislation matters. On these issues he has the back up of the UK State Veterinary Service. We conclude that the generality of the duties of the post justify it being graded equivalent to a UK Divisional Veterinary Officer.
- 17.21. The 340 acre experimental farm at Knockaloe is the base for the Agricultural Adviser Section within the Department. The Section is headed by an Agricultural Adviser (AO2 and part AO1 scale) post supported by one Assistant Agricultural Adviser, two Field Officers, and one (part-time) Milk Recorder. The Farm is run by one Farm Steward and four staff, supplemented by a Prison party two days a week.
- 17.22. The Agricultural Adviser post manages the farm, decides policy and strategy, and authorises buying and selling. The post oversees a number of experiments in animal husbandry, horticulture, cereals etc. No primary research is undertaken but results reported from experimental farms in the UK are researched and tested under Isle of Man conditions. The post also undertakes general advisory work on the farms, by telephone or by letter. It is also responsible for Agricultural Education and day release classes are held on the farm at which the postholder gives lectures. Other duties involve attendance at Departmental meetings, financial matters, drawing up annual accounts and supervision and oversight of the two Field Officers and the Milk Recorder. The post is fully loaded (although at the time of the review the Farm Steward post was vacant necessitating the postholder being more involved in day to day farm matters than normal) and, after advice from UK Staff Inspectors experienced in examining the advisory grades, we conclude that the

post equates to the UK Advisory Officer II grade.

- 17.23. In much of its work the farm is run on a commercial basis with many of its services and products sold on the open market. However it still runs at a small loss and is subsidised from Central Government. We note that there are no formal objectives established for its work and no agreed measures of evaluation or testing of value for money. Furthermore the technical advice to farmers and growers to improve their efficiency and productivity in all aspects of farming is provided free of charge. We suggest that some consideration should be given to charging for the services either on an individual basis or on the basis of an annual fee to which farmers could subscribe. This would be one way of testing the worth of the service, although we accept other intangible benefits should also be taken into account.
- 17.24. The Chief Executive is the senior officer in the Department and the post oversees and co-ordinates the work of the Divisions although in the technical areas it has to rely very much on the technical posts heading those parts of the Department. The post is the principal adviser to the Minister and attends all meetings of the Department. The post presently prepares all agendas for meetings including the collation of monthly reports from Sections, other papers and despatches them to the Ministers and Members. He also prepares policy papers for the Minister and Members, drafts secondary legislation (based on the UK model) and liaises with the Attorney General's Office on primary legislation. Management, representation with farming interests, research and scrutiny of planning applications form the bulk of the remainder of the post's responsibilities.
- 17.25. This is a demanding post and very heavily loaded, largely because it is weighed down with work which should be undertaken at a lower level but managed by the post. We have found that this post, in common with others, is heavily involved in preparing for and attending meetings. (Some 53 formal and many more informal meetings were held in 1987). As well as Departmental meetings, Forestry meetings etc, there is a number of committees serviced by the administrative staff - for example, the Farm Improvement Scheme Committee; Agricultural Marketing Committee; Horticultural Action Committee; Fisheries

Committee and the Sea Fish Advisory Committee. These committees may be fulfilling a useful function but they do create considerable work for the administrative staff. We believe that their need should be critically examined and the decision making machinery within the Department reviewed in line with the principles described in Part II of this report. We firmly believe that the administrative staff should be given more authority and responsibility in the affairs of the Department.

- 17.26. The fact that the post is undertaking much below grade work makes a grading judgement difficult. However, if the post releases this work and is allowed to contribute more on policy formulation and evaluation of present policy and support schemes we believe that there is potential for it to be a good quality Grade 7 post. Because the post will have responsibility for managing and co-ordinating the work of another Grade 7 equivalent post we propose also that it attract an allowance equivalent to five per cent of the maximum of the Grade 7 scale.

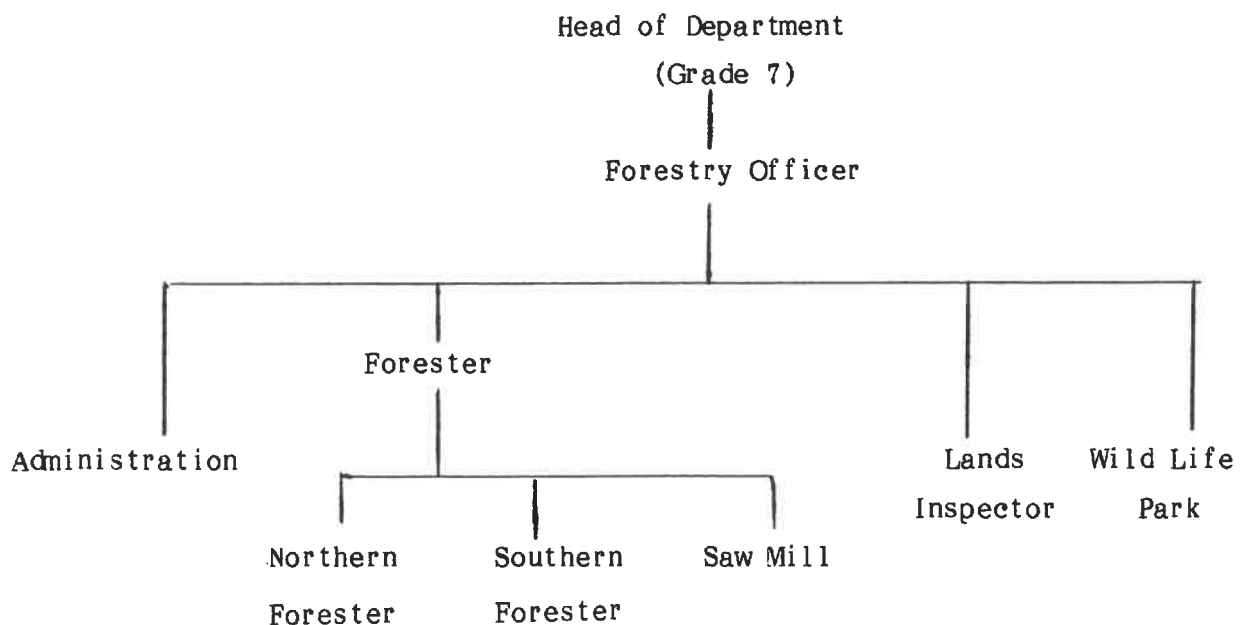
Organisation

- 17.27. We have already reported above our conclusion that there should be one clear head of the Department. We propose that the Forestry Division and the Agriculture and Fisheries Division should be retained but that there should be some restructuring and reorganising.
- 17.28. On the Forestry side we believe that there are strong arguments in favour of this being headed by the Forestry Officer and that he should take on some of the duties currently undertaken by the present Administrative Officer (AO1) post in the Division. Thus he should take on overall responsibility for the Estate Management of the Department's lands and properties including forestry matters. We recognise that he will need support for this and therefore propose that an additional Forester post be created to manage the work of the Northern and Southern Forester (FOIV) posts and their manual workers. But also in the light of this proposal we believe that a post of Amenities Forester should not be created and that the duties proposed for this post should be subsumed into the responsibilities of the

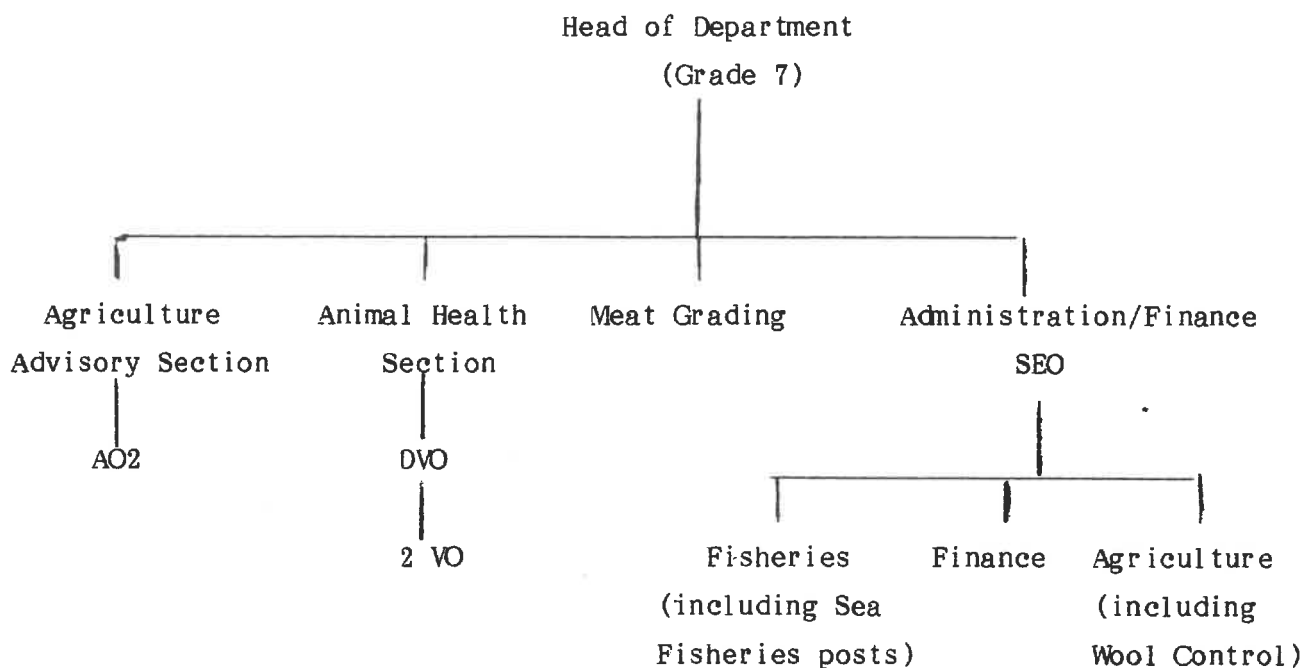
Northern and Southern Foresters who should be involving themselves less in day to day management of their staff by better utilising the supervisory staff beneath them.

- 17.29. We recognise that the Forestry Division will need some clerical/administrative support but we are not in a position to calculate this. The Personnel Office Staff Inspectors will have to review this in the light of our recommendations. Nonetheless we do believe there is merit in combining the two finance sections and recommend that this should be achieved as soon as practicable.
- 17.30. On the Agriculture/Fisheries side we have already outlined our conclusions on the grading of the senior posts and we propose no change to their functional organisation. We do propose, however, that the Administrative Section be headed by a new post at SEO level which should also be the Finance Officer for the Department and report directly to the head of the Department. We have already outlined the duties of a Finance Officer in paragraph 6.2.2 of Part II, but we also see the post providing policy support to the head of Department and co-ordinating and overseeing the preparation and briefing for Departmental meetings and for the Minister. The post should also have responsibility for the Fisheries Section.
- 17.31. The organisation charts below shown separately for the Forestry and Agriculture Divisions illustrate our proposals:

Forestry, Amenity and Lands Division



Agriculture and Fisheries Division



Note: the above charts are illustrative only and do not show all posts in the organisation.

Recommendations

- 17.32. We recommend that the Northern and Southern Forestry posts be graded Forestry Officer IV and that a new post of Forester be created and graded Forestry Officer III.
- 17.33. We recommend that the Forestry Officer post be graded Forest Officer I and that the post take over management responsibility for the Forestry, Amenities, Lands Division.
- 17.34. We recommend that the Administrative Officer (AO1) post be deleted from the Forestry Division establishment.
- 17.35. We recommend that the Freshwater Fisheries post be graded P & GS E and that the Sea Fisheries Officer post should be graded PTO.
- 17.36. We recommend that the Senior Field Officer post be graded HEO on condition that it take on responsibility for agricultural safety matters.

- 17.37. We recommend that the two Veterinary Officer posts be equated to the basic UK Veterinary Officer grade and that the Chief Veterinary Officer be equated to the Divisional Veterinary Officer grade.
- 17.38. We recommend that the Agricultural Adviser post be graded Advisory Officer II.
- 17.39. We recommend the creation of a new SEO post to head the Administration/Finance Section in the Agriculture and Fisheries Division and to be the Finance Officer for the Department.

18. DEPARTMENT OF INDUSTRY

Role and Organisation

18. 1. Under the provisions of the Industry Board Act 1981, the Department is charged with the following functions:-

- (a) to further industrial economic development;
- (b) to provide, maintain and safeguard employment in industry;
- (c) to promote industrial efficiency and competitiveness;
- (d) to assist in the provision of finance to persons carrying on or intending to carry on industrial undertakings;
- (e) to promote or assist in the promotion of publicity relating to the functions of the Department.

As such the Department has powers to make grants and loans to industrial undertakings, but with the approval of the Treasury if the amount exceeds £60,000 in any period of twelve months. Moreover the Minerals Act 1986 and Petroleum Act 1986 vest the property in all minerals and petroleum deposits in and around the Island in the Department including responsibility for development and control of these mineral and energy sources.

18. 2. The Department is also responsible for the administration of schemes towards the cost of training which includes the operation of the Industrial Training Centre at Hills Meadow, Douglas.

18. 3. The Department is organised into two fairly discrete branches. The Training Division is headed by the Training Officer and comprises a Senior Instructional Officer, an Instructional Officer, three administrative support staff and thirteen contract appointments made by the Department of Industry. The Training Officer nominally reports to the Acting Secretary of the Department, but the work of the Division is overseen also by a Training Committee which meets monthly. The Administrative Division provides secretarial and policy

support to the Minister and its members and is concerned with the marketing and financial assistance aspects of the Department's work. The Division is headed by a post at AO2 level which is also Acting Secretary/Head of Department.

18. 4. The posts included in the review were the Acting Secretary (AO2) post and the Training Officer (part HPT0, part SPTO) post. We were also given a Staff Inspection Report on the Department carried out by the Personnel Office earlier in 1987.

Findings and Conclusions

18. 5. Training Division: The Division has an important part to play in supporting the development of the Island's economic infrastructure. Its objectives are detailed in the document "Strategy for Training in the Isle of Man" which was approved by the then Industry Board in 1983. But, in summary, its functions are threefold: first, the training and/or retraining of young or mature unemployed workers in the skills and crafts required by industry to enable their (re)employment; second, to train people in the new skills and knowledge required by the advance of technology in commerce and industry and; third, to liaise with industry to ensure that the training is relevant to their needs and that training standards compare favourably with those in the United Kingdom.
18. 6. The success of many of these schemes is measured by the number trained and those which on completion find a job. The Training Division's results show a consistently high placement rate (two-thirds or more finding jobs). However in the figures we were shown there was no direct comparison between schemes and their cost. In some cases the unit cost of training individuals can be a useful indication when evaluating or comparing the value of alternative courses. We suggest that consideration is given to enhancing the performance measures currently in place in this way and that a critical evaluation of schemes in place is made regularly to ensure that value for money is being achieved.
18. 7. We are satisfied that there needs to be a head of the Training Division who can co-ordinate its activities, develop training

policies in the light of developments in the UK and the specific needs of the Isle of Man's present and prospective industries; who can act as spokesman with other educational interests (eg Department of Education, College of Further Education) to ensure that the training and vocational opportunities provided by each are consistent and complementary, and without unnecessary duplication. The post is also principal adviser to the Training Committee and to the Minister on training policy. Although it technically reports through the Acting Secretary of the Department (presently AO2 grade) it is effectively in total command of a discrete organisation. In the circumstances we do not disagree with the conclusions of the Personnel Office Staff Inspection Team which were made after consultation with SIED in the UK Treasury. In our mind what brings it within the SEO range is that the post is expected to be the policy expert in this area of the Isle of Man's economic progress. We are satisfied also that the post should be analogued to the Administrative rather than the Professional and Technical Officer Class.

18. 8. Administration Division: The Division oversees the promotion of the Island to light industry in conjunction with marketing consultants; running seminars in the UK and elsewhere to promote the Island; administering the selective financial assistance schemes to industry in conjunction with industrial consultants employed by the Department; monitoring the effectiveness of the grants or loans made; and providing general secretarial support (preparing agendas, briefing papers, advice, minutes etc) to meetings of the Department and the Training (Division) Committee. The Staff Inspection Report recommends that the latter work be transferred to a new EO2 post to be created in the Industrial Training Centre.
18. 9. The AO2 (Acting Secretary) post oversees the work of this Division and has nominal oversight of the Training Division's work. It is the principal adviser to the Minister on Industry matters largely connected with marketing and promotion and financial assistance matters although valuable assistance is provided by the marketing and industrial consultants. The Treasury, by statute, has to approve assistance by way of grants or loans above a certain sum. The post falls between two stools. Much of the work is of a routine administrative nature in terms of co-ordinating and monitoring the

efforts of the consultants who provide much of the technical input. In other areas he plays a much more pro-active role in providing advice to the Minister on policy issues, financial budgeting, estimates etc. The post contains a mixture of HEO and SEO work, but again the responsibility of the post for the Department brings it into the SEO range. We are satisfied with this grading, particularly if the post, as we recommend, takes on formally the role of Head of Department and Accounting Officer functions. We also recommend in Part IV that the Department take on responsibility for Employment Committee, Job Centre, Work Permit functions etc. This will enhance the post's responsibilities but the Staff Inspectors in the Personnel Office will have to consider the consequences of this on support posts in the Department.

18.10. Organisation: Although an important Department it is by any comparison a small one. This inevitably places demands on the members of the organisation. The operation of the Department is greatly strengthened by the use of outside consultants otherwise undoubtedly more staff would be required to market the Island and to oversee the assistance schemes. We make proposals in Part IV for combining the functions of this Department with others and thus create a larger, stronger and, we believe, a more effective and efficient organisation. But otherwise we are broadly satisfied with the way the work of the Department is presently organised and subject also to implementation of the recommendations made by the Personnel Office Staff Inspectors in their recent report.

18.11. The Department is shown as having responsibility for the Manx Electricity Authority, but this did not impinge directly in the work of the Administration Division. Nor do we believe that it should do so, although we accept that, with the Department's wider remit in terms of the present and future mineral and energy requirements of the Island, political control for the Manx Electricity Authority should be with the Minister for Industry. Therefore, in the context of the Isle of Man we feel it is right that the Manx Electricity Authority be a free standing organisation and be directly accountable to the Minister for its performance. We comment on the Water Authority, which is also shown as having connections with the Department of Industry in Chapter 18.

- 18.12. The Department is also shown as having responsibility for the Water Authority although this too did not affect the work of the Department since the Authority is largely a free standing organisation. A Staff Inspection Report on the Water Authority was issued by the Personnel Office during the course of the review, and we interviewed two of the senior posts in the Authority. We support the findings and recommendations the Personnel Office Staff Inspectors make about these two posts. There is also the question on whether or not the Authority should come under the nominal control of the Department of Industry and we address this question in Part IV.
- 18.13. The area of training links in with Education, and specifically further education which is the responsibility of the Department of Education. During the course of the review some suggestions were made that training and education should become the responsibility of one Department. We are not convinced and believe that there are sufficient differences in approach, objectives and functions to justify their remaining apart. But as we have said an important role of the Training Officer will be to develop further links with the College of Further Education to ensure each knows what the other is doing, that there is no duplication of effort and that resources are being deployed efficiently and effectively.

Recommendations

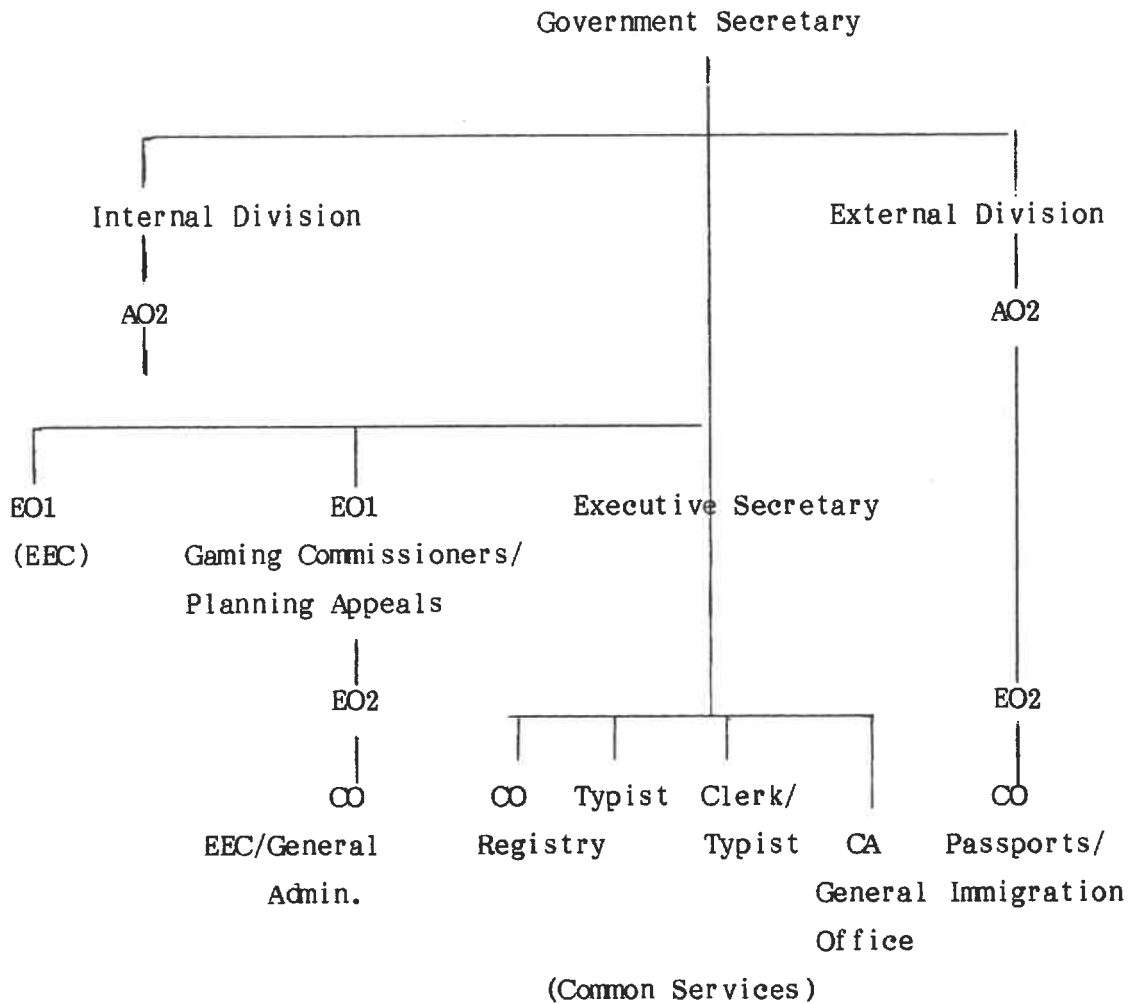
- 18.14. We recommend that the Training Division of the Department be headed by a post at the SEO grade. This post should be a free standing one in terms of training policy development but be responsible to the Accounting Officer in terms of financial matters and for achieving value for money etc. We further recommend that the head of the Department, and Accounting Officer, be graded at SEO level.
- 18.15. Inevitably, the head of the Department, as Accounting Officer, will have responsibility for the Training Division. These additional duties by themselves, and in the context of the work of the organisation, do not increase the quality of the post to justify a higher grade than that recommended. In the circumstances, however, and in recognition of its responsibility and primus inter pares position we recommend that the post attract a responsibility

allowance of 5 per cent of the maximum of the SEO scale.

19. GOVERNMENT OFFICE AND THE OFFICE OF THE CHIEF MINISTER

Role and Organisation

19. 1. We have already addressed the function of these offices in paragraph 6.3 of Part II and we do not intend to repeat the detail again here. In that paragraph also we have recommended the combining of the Government Secretary post, the Chief Adviser to Chief Minister post and that of the Head of the Civil Service into one. In this part of the report we give our conclusions on the grading of this new post and on the numbers and grades which we believe are needed in the Office.
19. 2. Government Office is broadly responsible for the following functions:-
- (i) providing a service to the Lieutenant Governor;
 - (ii) providing a service to Executive Council;
 - (iii) miscellaneous duties largely inherited or devolved to it over time.
19. 3. The Office is presently divided into two sections, namely Internal Division and External Division, although there is considerable overlap and cross reporting between them. Each Division is headed by an AO2 post, although at the time of the review an AO1 postholder was blocking one of these. The following chart illustrates the position (without including the cross reporting lines):



19. 4. The posts seen by the reviewing team included the two AO2 posts and the Government Secretary post (penultimate point on Open Structure Grade 6 scale). The other posts were interviewed on our behalf by a Staff Inspector from the Personnel Office and a written report was given to us. This, and his findings, were fully discussed with him.
19. 5. Support to the Chief Minister is minimal and is mainly provided by the Private Secretary to the Chief Minister post (Open Structure Grade 7), an EO1 post and a Typist. The latter two posts were seen by the Personnel Office Staff Inspector while the former was seen by the reviewing team.
19. 6. Also within this Chapter we give our findings on the ADC/Private Secretary post to His Excellency the Lieutenant Governor which was included in our review.

Findings and Conclusions

19. 7. In paragraph 6.3 and in other parts of the report we have described the duties and role of the new combined Chief Adviser, Government Secretary post and on the basis of these we conclude that it should be equated to Open Structure Grade 5.
19. 8. The AO2 post in charge of the Internal Section is largely concerned with Executive Council work including the scrutiny and preparation of papers for Executive Council meetings; preparing and agreeing agendas; attending as minute clerk at meetings; ensuring that decisions are promulgated and followed up; preparing matters for Tynwald and ensuring that the Governor receives papers for signature or advice, including recommendations as appropriate. The post also provides a link between Departments and the Home Office on some matters. Additional duties include acting as Secretary to the Legal Aid Committee and to the Advisory Council on the Misuse of Drugs. The post, on its present duties, is acceptably loaded and on the whole justifies the SEO grade.
19. 9. The other AO2 post is in charge of the External Section and co-ordinates the work of the office with respect to international affairs, the EEC, treaties and conventions, nationality, passport and immigration services. The post also acts as Secretary and certifying officer to the Freeport Authority in which capacity it reports directly to the Chief Minister who is Chairman of the Committee. The post contains a wide range of tasks and responsibilities, and a wide range of quality of work. It is acceptably loaded and justifies the grade of SEO.
- 19.10. In the following paragraphs we briefly outline the duties and responsibilities of the remaining posts in Government Office and give our findings and conclusions on each based on the factual research carried out on our behalf by the Personnel Office Staff Inspector.
- 19.11. The General Office, which is part of the Common Services Section, is headed by the Executive Secretary post, and is staffed by a CA post, a Clerk/Typist post and a Typist post. They are responsible for issuing, receiving and checking passport and British Visitors

application forms; receiving and accepting applications for Apostilles, preparing the certificate and banking the cash. Other miscellaneous duties include general enquiries, filing, postal duties etc. The posts combined contain some capacity and are correctly graded.

19.12. The Registry is staffed by a CO post and carries out normal registry duties. As such the work is appropriate to a CA or Paperkeeper grade and the post contains about 40 per cent spare capacity.

19.13. Secretarial services are provided by a Typist who is about 75 per cent loaded and an Executive Secretary who prepares agendas for Executive Council, in consultation with the AO2 (Internal) post (see earlier), typing, filing and circulating minutes and their extracts, and some research work for the Government Secretary. The Executive Secretary post is well loaded and correctly graded.

19.14. Passport and Immigration responsibilities are placed in the External Section and are dealt with by a CO post and an EO2 post. The former post is almost wholly employed on the preparation of passports and associated records. It is correctly graded and, although the work flow fluctuates, contains some spare capacity. The EO2 post considers and examines applications for Immigration and Nationality. Other duties include acting as immigration officer for international arrivals (mainly by air), checking passports prepared by the CO plus miscellaneous work. The post is well loaded and correctly graded at EO.

19.15. The Internal Division is responsible for a wide range of duties including, for example:

- Constitutional matters
- Legislative matters
- Royal and State Occasions
- Church matters
- Civil, Criminal and Electoral Law
- Penal matters
- Police, Fire and Public Safety
- Telecommunications and broadcasting

Gaming, Betting and Lotteries
Charities and welfare of disabled
Drink and drugs
Legal aid

The present establishment includes a CO post, an EO2 post and an EO1 post. The CO post's duties include allocating criminal legal aid cases, registering articulated clerks, administering the Royal Assent procedure, and gaming, betting and lotteries duties. The post is correctly graded but contains capacity which will increase if the allocation of legal aid certificates was transferred to the administration staff of the Clerk to the Justices/High Bailiff's Offices (we understand this is under consideration) and with the transfer of the gaming work to the Gaming Commissioners. The EO2 post examines EEC journals for the effect of community provisions on the Island, prepares secondary legislation and organisation of Elections (Tynwald and Board of Education). At the time of the review the postholder was new to the work and had been heavily involved in elections to the Board of Education. The post is likely to contain significant capacity and is a poor quality EO post. The EO1 post acts as Secretary to the Gaming Control Commissioners, clerk to the Planning Appeals Tribunals (a procedure likely to change and at the time of our review it was unknown to what extent the post would be involved in the new arrangements), and arranges and services the Advocates Disciplinary Tribunal. As a result of a recent Personnel Office report into the Gaming Commissioners, the postholder is likely to lose these responsibilities leaving it about 50 per cent loaded. The generality of the remaining work justifies the EO grade.

19.16. There is a further EO1 post placed organisationally in the Internal Division responsible for secretarial duties in support of the Baking Industry and Staple Commodities Commissioners (now ceased), dealing with administrative matters for Executive Council, EEC matters, and acting as Secretary to the Economic Development Committee of Executive Council. With the demise of the Baking Industry etc Commissioners' work, the post is heavily underloaded, and the remaining work is largely appropriate to the EO grade.

19.17. The present posts in the Chief Minister's Office are the Private Secretary to the Chief Minister post (which we have covered by

implication earlier); an EO1 post and a Typist. The EO1 post is a new one and was still developing at the time of the review but the duties seen ranged from CO to EO in quality. The present grading is not justified on the current duties. At the time of our review the Typist post contained significant capacity.

- 19.18. ADC/Private Secretary Post: The post has important and essential tasks in ensuring the efficient and smooth running of the Governor's diary, ensuring that all concerned (policy etc) are aware of his movements, and ensuring the Governor is appropriately briefed for the wide range of duties he undertakes. The postholder also attends some social and other functions with the Governor involving out of office hours working for which he receives an allowance. The post also manages and supervises the staff establishment at Government House.
- 19.19. In terms of grading the post is not of the highest quality but justifies the HEO grade. Representations were made to the reviewing officers about the need for the post to attend social events in support of the Governor and about the expense incurred in order to maintain a standard of dress etc. The solution to this issue is not one of grading and it is for the Civil Service Commission to consider whether or not there is justification for increasing the present allowance intended to cover these aspects. We do not believe it falls within the terms of our review to make recommendations in this area.

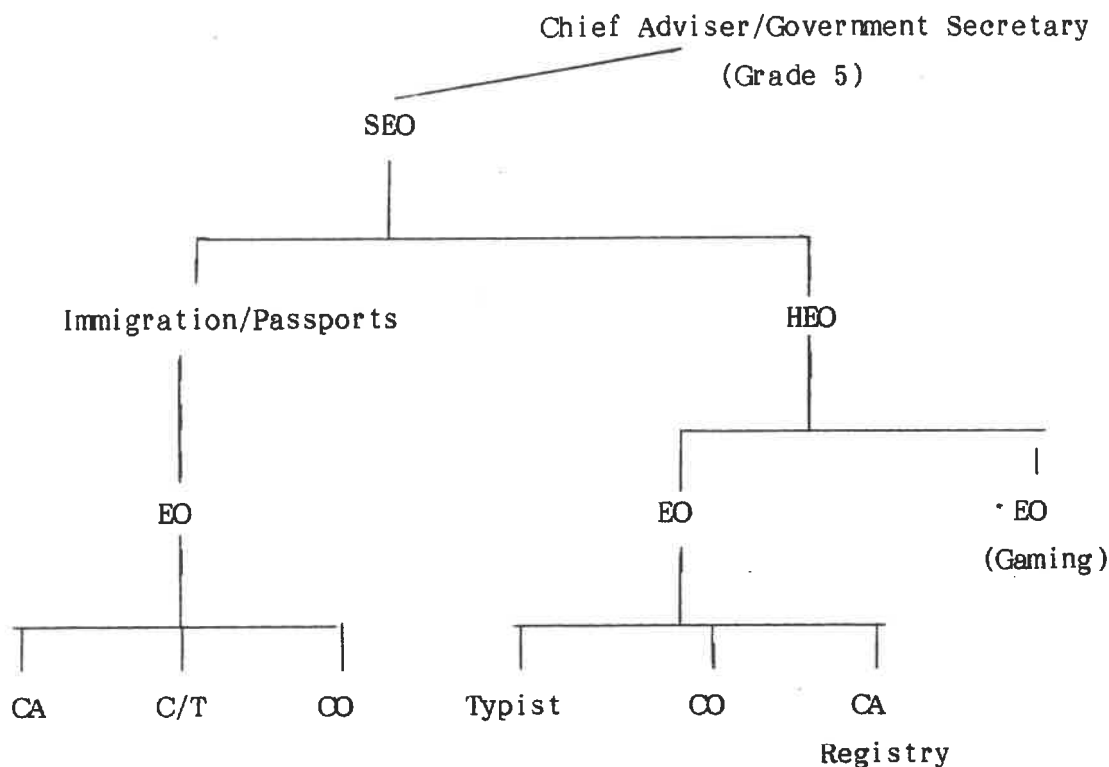
Organisation

- 19.20. It is right that we should make proposals for the organisation of the Office, although to some extent this is judgemental in respect of the Chief Minister's Office and Executive Council support because much will depend on how matters develop. In respect of the remaining Government Office functions it is based on our findings and conclusions described above.
- 19.21. We believe that the Office should be in two parts, one Division providing support to Executive Council and the other Division undertaking the remaining functions of the present Government Office. All would be headed by the new Chief Adviser to the Chief Minister/

Government Secretary post as covered earlier in the report.
(See paragraph 6.3).

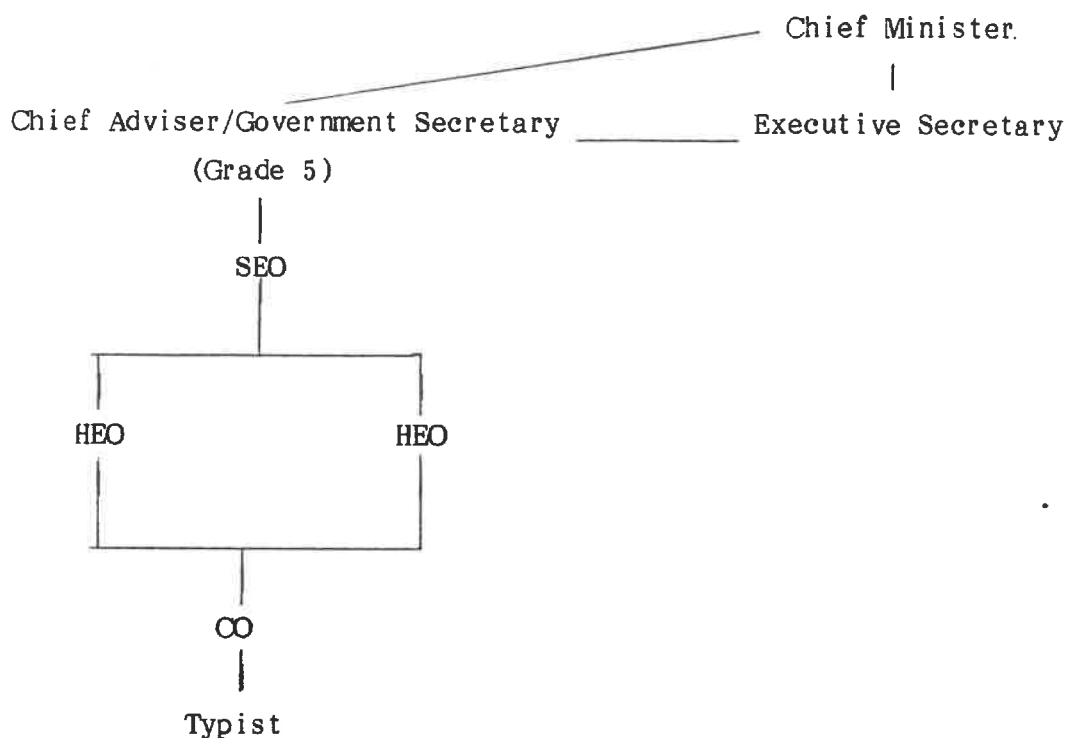
19.22. In what we shall term the Government Office Division we propose that one Section should be headed by an SEO post reporting to the new Chief Adviser to the Chief Minister/Government Secretary post and supported by an HEO, an EO and a CO post dealing with those matters formerly undertaken by the "Internal Division" of the old office except for Executive Council matters. We also understand that the Civil Service Commission is to provide a supernumerary EO post to release capacity at that level to service the Gaming Control Commissioners and that it plans to review the need for this post after a period of twelve months. This will have the effect of releasing capacity at HEO level to undertake other duties which the Government Secretary indicated were being neglected, though we are unable to comment on the loading of the post which will need to be reviewed separately. We also propose that the Registry CA post should form part of this Section. The Immigration and Passports Section of the Division should be staffed by an EO, a CO, a Clerk/Typist and a CA post. A Typist post is also justified for the Division. The work on this Section should include all work currently undertaken at the "Government Office" counter with the exception of the postal duties which should be transferred to the Registry CA post. We believe also that the Government Office Division should continue to provide support to various ad hoc committees and commissions that are set up from time to time which are intended to be independent of other Government Departments. It may be helpful for us to add that, in our view, if the legislation covering any of these activities needs to be revised in the light of operational experience this should be the responsibility of the "parent" Department (eg DLGE in the case of the new planning appeals procedure). We recommend that the staffing of the Division is reviewed after one year by the Personnel Office Staff Inspectors to confirm or otherwise the numbers and grades of posts we suggest.

19.23. The following chart illustrates our proposals for the Government Office Division:



19.24. The Chief Minister's/Executive Council Division should be run by an SEO reporting to the new Chief Adviser/Government Secretary post. This SEO post should co-ordinate support to Executive Council and its committees, arrange the agendas and policy papers and take and issue minutes of the meetings. The SEO post should be supported by two HEOs and each should be responsible for servicing two of the four proposed standing committees to Executive Council. We did not see the posts dealing with EEC work and, consequently, are not able to comment on it. However, we understand that the Personnel Office Staff Inspectors are examining the same and we are content to accept their findings. We also propose that an Executive Secretary post should support both the Chief Minister and the new Chief Adviser/Government Secretary post, including maintaining their diaries and providing other administrative support to both posts. It is difficult to judge what clerical support is required but we envisage that a CO post and a further Typist post will be needed initially in the Division. We recommend that the staffing of the Division is reviewed after one year by the Personnel Office Staff Inspectors to confirm or otherwise the level of staffing we suggest.

19.25. The following organisation chart illustrates our proposals for the Chief Minister's/Executive Council Division:



19.26. When compared to the existing staffing levels our proposals will not result in the creation of any additional posts.

Recommendations

- 19.27. We recommend that the new Chief Adviser/Government Secretary/Head of the Civil Service post be equated to Open Structure Grade 5 in the UK Civil Service.
- 19.28. We recommend that the Office be staffed by two SEOs, three HEOs, one Executive Secretary, two EOs, three COs, one Clerk/Typist, two CAs and two Typist posts, and we further recommend that the Office be organised along the lines described in paragraphs 19.21 to 19.25 above.
- 19.19. We recommend that the ADC/Private Secretary post to His Excellency the Lieutenant Governor be graded HEO.

20. PERSONNEL OFFICE

Role and Organisation

20. 1. The Personnel Office serves two purposes, namely:-

(i) to provide administrative staff for the Civil Service Commission; and

(ii) to provide a secretariat for the Whitley Council Official Sides for the Civil Service and the manual/craft workers employed by central and local government on the Island.

20. 2. The work of the Civil Service Commission is governed by the Civil Service Acts 1962 and 1986. The functions of the Personnel Office have already been outlined in Chapter 9 in Part II of the report and we do not repeat them here. In addition to these the office supervises all public service superannuation schemes and provides a Staff Inspection function for all members of the Island's Civil Service.

20. 3. The Personnel Office is headed by the Secretary to the Civil Service Commission at Principal grade, who is supported by an Assistant Secretary at AO2 level. Reporting to the Assistant Secretary are three EO1 level posts which undertake Staff Inspection and general personnel duties. Reporting directly to the Secretary is an EO2 post responsible for superannuation matters, which is supported by a CO post which also undertakes work on the personnel side. Other posts in the Office include an Executive Secretary post a Trainee/Junior Typist, 4.1/2 Telephonist/Receptionists and a Messenger, but these posts did not form part of the review. Although the Personnel Office is responsible for assessing the staffing requirements of other Departments, this was the first independent scrutiny of Personnel Office duties and responsibilities for at least 14 years.

Findings and Conclusions

20. 4. As well as being the principal adviser to the Civil Service Commission on Civil Service establishment matters, the Secretary post is a key one in the management of the personnel function throughout

Government providing advice and guidance on a wide range of policy issues. Negotiations with union and Staff Side representatives both inside and outside the Whitley Council system are also a significant feature of the job. The particular problems this post and the Office as a whole face are in comprehending and interpreting the rules and regulations, agreements, terms and conditions of employment covering a wide range of non-industrial and industrial grades from an equally wide range of employing or negotiating bodies in the UK. More particularly, there are problems in applying and adapting them to fit the particular needs of a small Civil Service on the Isle of Man. We find the post is a demanding one and that it should be equated to Grade 7 in the Civil Service Open Structure.

20. 5. The Assistant Secretary post is equally a key one in providing essential policy support to the Secretary and to the Civil Service Commission. The post concentrates in providing support to the Whitley Council for the Civil Service whilst the Secretary concentrates on supporting the Whitley Council for manual and craft workers. It is also responsible for the management of the Staff Inspection resource in the Office but is not involved directly in assignment work. Lack of staffing resources in the Office prevent the post from delegating some tasks, but otherwise we found that it is a well loaded and good quality SEO post.
20. 6. There are three EO1 posts which share their Staff Inspection responsibilities with a number of personnel duties including the research, analysis and preparation of briefing papers for the Civil Service Commission, checking secretarial grading and proficiency test scripts, preparing agendas for Recruitment Committee meetings including acknowledgement of applications and arranging interviews; acknowledging applications for internal vacancies, preparing CVs and drafting of job advertisements; undertaking research on behalf of the Secretary and Assistant Secretary in a wide range of analogue and pay matters for Whitley Council and other negotiating fora. At the time of our review, one EO1 was acting as clerk to the Rent and Rating Appeal Commissioners, as secretary to the Productivity Schemes Committee and was responsible for monitoring the Office's expenditure against budget.

20. 7. We are satisfied that the Staff Inspection work is correctly graded at HEO level but conclude that with the inspectable population of just under 1,000 posts only two HEO posts are justified for this work. We find in addition that there is a need for one HEO post to provide support to the Assistant Secretary and Secretary posts on personnel and Whitley Council policy matters. However, there is also a significant amount of work presently being undertaken by these posts which is appropriate to the EO and CO grades. We return to the consequences of this finding later. Furthermore our view is also that the Rent and Rating work is not appropriate to the work of the Personnel Office and should be reallocated, perhaps to the Department of Local Government and the Environment.
20. 8. Responsibility for the supervision of all public service superannuation schemes in the Isle of Man rests with an EO2 post in the Office. There are more than 15 different schemes although some are similar in the rules and conditions that are applied. Among the postholder's duties are providing advice on the operation of these schemes, calculating benefits on retirement, dealing with the transfer of benefits in and out of the pension schemes and preparing guidance literature on the schemes for the benefit of employees. The post also undertakes some personnel tasks including the issue of identity cards, distribution and collection of Manx telephone books and the organisation of the Executive and Clerical examinations. The post is assisted by a CO post which opens superannuation files for new employees, obtains pension details from previous employers, calculates transfer of benefits, checks the EO2 post's superannuation calculations, processes all superannuation refunds and short term gratuities, and filing. This accounts for almost one half of her time the remainder of which is spent on personnel duties including general counter and telephone enquiries, issuing letters of appointment, arranging the provision of temporary staff to Departments, dispatching application forms and arranging interview schedules.
20. 9. We are satisfied with the EO grade for the superannuation post, but at both EO and CO level there are considerable backlogs. The EO has upwards of 150 files of various types to process and the CO has just under 100 new employee files outstanding some of them dating back to October 1986 and 63 items requiring filing. We conclude that full-

time CO support is required to the EO post and that the EO post should concentrate all its attention on superannuation work by relinquishing its minor personnel duties.

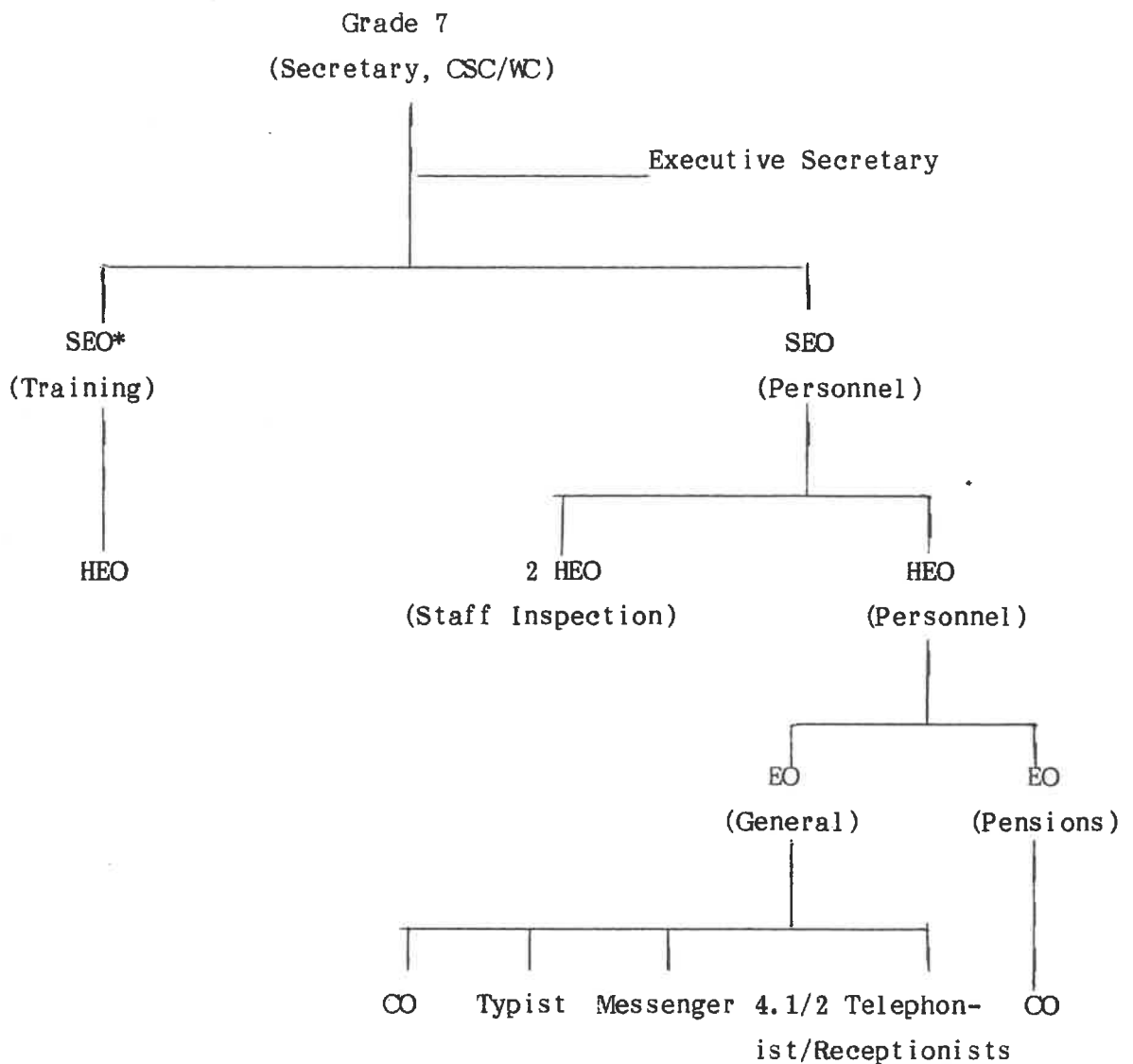
- 20.10. In Part II of the report we make recommendations on a number of important personnel policy issues. We found that the Personnel Office is not staffed to progress these issues; indeed it is hard pressed on its present workload with a large amount of out of hours working by the two senior staff (at least). We conclude, therefore, that the Personnel Office needs to be strengthened and re-organised in order that it can begin to develop and formulate policy in a planned and co-ordinated way rather than continuing the largely reactive role that it is forced to play at present. Consequently we propose that the establishment of the Personnel Office be increased by one EO (Personnel) post and one CO (Superannuation) post.
- 20.11. The pro-active role we have recommended for the Personnel Office both here and in Chapter 9 will require the development of important new personnel policies. Clearly these will emerge over time, but the principle underlying the recommendations we have made is that there should be a clear identification of responsibility for specific areas of work within the Office and we therefore include as an Appendix to this Chapter an outline of our views on the way the personnel duties should be allocated. In so doing, we recognise that the duties and responsibilities attaching to the new EO (Personnel) post, in particular, will evolve as work is devolved to it.
- 20.12. The Executive Secretary post performs an important role within the Office and is also responsible for organising, supervising, and marking the secretarial proficiency tests, and for assessing applications for skill supplements. The post is correctly graded and heavily loaded and from our observations there is a clear need for additional secretarial support within the Office. We are not in a position to quantify the extent of the support needed, which is likely to increase with the establishment of an active training function for the Civil Service, but we do endorse the present policy of providing a training place for a junior secretarial officer within the Personnel Office with the Executive Secretary post overseeing this training.

20.13. The Civil Service Commission is committed to improving and developing training for all civil servants. In line with the recommendations made by the ITS consultants, an experienced Training Officer from the UK Civil Service has been seconded to the Isle of Man Civil Service for a year to push forward this training initiative. We have already endorsed in paragraph 9.2 the need for enhanced training in the Isle of Man Civil Service. It is essential that Members of Tynwald and Senior Officers give it their full backing and support. The post is presently in the Personnel Office in a supernumerary capacity. It is vital, in our view, that a post is created both to understudy and work with the seconded officer to gain experience in training needs and techniques and then to carry forward the initiative when that officer returns to the UK early in 1989. We therefore propose that a post of Training Officer be created in the Office to fulfil this task and that it be graded HEO.

20.14. In summary we propose the addition of three posts in the Personnel Office as follows: one HEO post, one EO post and one CO post.

Organisation

20.15. We propose that the Personnel Office be organised as follows:-



* On secondment for 12 months (see paragraph 20.13)

20.16. Our proposed organisation separates at HEO level the Staff Inspection function from the personnel function. We believe it is important that the Staff Inspectors are allowed to concentrate on this work and not be diverted from it by other responsibilities. At the same time the management of Staff Inspection should be strengthened and a rolling programme of inspections should be introduced as soon as possible. It is important also that the Staff Inspection function is recognised as an important management tool in ensuring that manpower is being used efficiently and effectively and we commented on this briefly in paragraph 9.1.7. Control on manpower is an important part of public expenditure control especially as manpower costs form 60 per cent or more of Departments' running costs. In this respect we are disappointed in the impression we have gained during the review that the Treasury has not provided the support to the Staff

Inspection function and its recommendations that it should. In its role of monitoring Departments' expenditure it should not ignore the contribution that Staff Inspection makes in terms of numbers or grading and we feel that the Policy Section in the Finance Division should increasingly seek to use the Staff Inspectors if it feels that a Department is not being run efficiently. We are also disappointed at some of the attitudes towards the Staff Inspectors by others in the Civil Service, and that some have questioned whether they are fully competent to undertake the task. We can only say that the Isle of Man Staff Inspectors are trained by SIED in the same way as UK Staff Inspectors and have access to the same guidance and advice. In our view they are fully competent to undertake the tasks that are required of them and increasingly in the UK it is recognised that it is a demanding role and that the job provides a unique experience in developing essential management skills.

- 20.17. Our proposal in paragraph 20.10 for an additional EO post and CO post on the Personnel side partly reflects our finding that there is a significant amount of CO and EO work currently being undertaken by more senior posts. It also partly reflects our conclusion that if the Isle of Man is to develop the kind of personnel policy that is required under the Departmental structure and to respond to and analyse the many management and personnel initiatives that are taking place in the UK (some of which we have outlined in Part II), the additional resources are needed. We propose also that the CO post in the Personnel section provides clerical support to the Training Officer and the Staff Inspectors.
- 20.18. We have already explained the need for dedicated full-time support to the EO post responsible for superannuation. We propose that the post be supervised by the HEO personnel post in terms of throughput of work, monitoring of output, assigning priorities etc, although the post should retain a direct link to the Grade 7 post for the authorisation of pension and lump sum payments.
- 20.19. In considering the work of the Personnel Office we have also considered the role of the Civil Service Commission and the role and position of the Office within Government. The conclusions we have come to and recommendations we make are wide ranging and therefore

rather than have them considered along side the detailed staffing proposals we make for the Personnel Office, we address these issues in Chapter 23 of Part IV of the report so that they can be considered separately on their merits.

Recommendations

- 20.20. We recommend that the Secretary and Assistant Secretary posts be graded Open Structure Grade 7 and SEO respectively.
- 20.21. We recommend that there be two Staff Inspector posts graded at HEO.
- 20.22. We recommend the addition of one EO and one CO post to the Personnel Office and which should report to an HEO (Personnel) post.
- 20.23. We recommend that an HEO post be created initially to understudy and then take over the responsibilities for training from the seconded SEO Training Officer post.
- 20.21. We recommend that the Personnel Office be restructured along the lines illustrated in paragraph 20.15.

Allocation of Personnel Duties

We set out below an outline of our views on the way in which the personnel duties should be allocated within the Office though the list is not exhaustive and should not be regarded as inflexible. We have not listed the duties in any order of relative importance.

GRADE 7 POST - SECRETARY

1. Performing the role of Principal adviser to the Civil Service Commission, Whitley Council Official Sides and Members of Government on the full range of personnel management issues and anticipating potential areas of difficulty.
2. Supporting negotiations with unions and staff associations and promoting/maintaining good staff relations.
3. Ensuring that in policy matters a flexible approach is adopted to provide the capability to initiate new concepts and to respond to personnel developments elsewhere where these are relevant to the Isle of Man.
4. Responsibility for public relations activities on behalf of the Commission and members of the Civil Service and making recommendations designed to improve the image of the Service.
5. Reviewing policy issues affecting the terms and conditions of employment of manual/craft workers and providing advice thereon to the Manual Workers Whitley Council.
6. Directing and monitoring the training of members of the Civil Service to ensure that courses remain relevant and satisfy objectives.
7. Determining how best to monitor and evaluate policy initiatives and performance against objectives.
8. Accounting Officer responsibilities for the Personnel Office in accordance with paragraph 6.1 of the report.

9. Providing guidance to Heads of Departments on their personnel responsibilities and those of their staff.
10. Sharing (with the SEO) the responsibility for chairing recruitment and promotion boards and the task of acting as Secretary to the panel dealing with appointments to posts at Grade 7 and above.
11. Representing the Personnel Office at Senior Officers meetings and at meetings of organisations outside the Civil Service.
12. Authorising superannuation awards for employees in the public sector.
13. Preparing the briefing papers for the Manual Workers Whitley Council.

SEO POST - ASSISTANT SECRETARY

1. Developing the framework of personnel management policies covering such matters as recruitment, promotions, postings, staff reporting and appraisal, counselling and grievance handling, discipline, career development and welfare provisions.
2. Responsibility for overseeing manpower and succession planning for the Civil Service and, assisted by the HEO (Personnel), monitoring, assessing and forecasting future requirements.
3. Reviewing policy issues affecting the terms and conditions of service of civil servants and providing advice thereon to the Civil Service Commission and Whitley Council.
4. Ensuring that staff have a healthy and safe environment in which to work.
5. Managing the Staff Inspection function including setting programmes of reviews throughout the Civil Service and monitoring performance in terms of efficiency, effectiveness and objectivity.
6. Providing advice to management in Central and Local Government on the Manx Civil Service Regulations and on the Memorandum of Agreement

between the Official and Staff Sides of the Whitley Council (Manual Workers).

7. Sharing (with the Grade 7) the responsibility for chairing recruitment and promotion boards.
8. Attendance at meetings of the Civil Service Commission and Whitley Councils when policy issues are being discussed.
9. Deputising on all matters for the Secretary (Grade 7) when he is absent.
10. Exercising discretion in the application of rules and regulations affecting staff where, for example, there is a need for a compassionate approach or where strict observance may lead to inequity.
11. Preparing the agenda and briefing papers for the Civil Service Whitley Council.
12. Delivering careers talks to the Island's secondary schoolchildren.

HEO POST - PERSONNEL

1. Management of the General Office and Pensions Section (including oversight of switchboard and messengerial staff).
2. Giving support to the Secretary and Assistant Secretary in research and investigation work on Whitley Council and Civil Service Commission matters (ie assessing the relevance of information which may be gathered by the EO, Personnel).
3. Ensuring that staff of the right calibre are recruited to fill posts with the minimum delay, authorising the placing of advertisements for posts in appropriate publications (monitoring the cost effectiveness of the same) and oversight of the processing of applications (only becoming involved where there is some doubt and guidance is needed).
4. Responsibility for the career development of Executive Officers, supported by the EO (Personnel).

5. Responsibility for running the Executive Officer Qualifying Test and Limited Clerical Examination (though the detailed arrangements will be made by the EO).
6. Assist in the provision of advice to public sector employers in regard to the Civil Service Regulations and the Memorandum of Agreement.
7. Responsibility for producing and circulating details of pay awards affecting the Civil Service to Heads of Departments and pay sections.
8. Liaison with employees' representatives over pay and other matters affecting the conditions of service as may be necessary.
9. Preparation of agendas for policy meetings of the Civil Service Commission.

EO POST - PERSONNEL

1. Managing 1 CO, 1 Messenger and 4.1/2 Telephonist/Receptionists, checking the work of the CO and allocating work to them.
2. Dealing with the recruitment to all grades below Executive Officer (and equivalent), and assisting with the recruitment board arrangements for Clerical Officers.
3. Responsibility for monitoring and reviewing developments in the UK Civil Service and elsewhere and advising the HEO (Personnel) on their relevance to the Isle of Man.
4. Desk training of the CO and dealing with minor welfare problems of the staff below.
5. Supporting the HEO (Personnel) in researching miscellaneous matters (ie seeking out information for the HEO to interpret).
6. Drafting straightforward reports on non-contentious issues for the HEO.
7. Drafting correspondence of a more complex nature requiring interpretation of Regulations (covering recruitment etc).

8. On occasions, attending meetings to take notes and prepare minutes.
9. Preparation of Recruitment Committee agendas.
10. Attending careers conventions at the secondary schools to represent the Civil Service.
11. Checking petty cash imprests in the Personnel Office and at the main reception desk.

21. GENERAL REGISTRY

21. 1. The General Registry was established by the General Registry Act 1965 to carry out the functions previously exercised by:-

(a) the Rolls Office;

(b) the Deeds Registry (including Companies Registry, the Probate Registry, the Business Names Registry, the Married Women's Property Registry and the Industrial and Building Services Registry); and

(c) the Office of the Registrar General.

21. 2. The Registry is headed by the Chief Registrar (AO1) who is supported by an Assistant Chief Registrar (EO1). Beneath these posts the office is organised into four main areas: these are the Court Clerks providing support to the Deemsters, the Companies and Deeds Registry headed by an EO2, the Rolls Office which provides more general support to the courts and other legal procedural matters and, finally, the Registrar of Births, Marriages and Deaths. The Chief Registrar and Assistant Chief Registrar were included in the review, together with the Senior Court Clerk (EO1). Also interviewed was the EO2 post heading the Companies/Deeds Registry but since then the Personnel Office Staff Inspection Team has carried out an in-depth review of the area and we are in agreement with its findings and recommendations. We therefore do not comment on the EO2 post. The Treasury Minister particularly impressed upon us the need for this part of the office to provide a good service to the business sector on the Island and we believe that the staffing recommendations in the Personnel Office Staff Inspection Report will allow this to be achieved. However, we also re-enforce the comments made by the Staff Inspection Team about the poor office accommodation of the Companies/Deeds Registry which is not conducive to efficiency. Moreover, particularly in the light of the Treasury Minister's comments, it does not convey the professional image of the Island to business which we know the Government is anxious to achieve. We understand this has been recognised and new accommodation is being planned. We suggest that before then a wider review of the office is undertaken embracing such questions as the possible separation of

Deeds and Companies and the possible creation of a unified public records office. There is also the yet to be resolved issue of a Land Registry on the Island, but these are matters for the future. What we have done is to look at the office as it is now.

Findings and Conclusions

21. 3. There are three Court Clerks, two at EO1 level, and an Assistant Court Clerk at EO2 level. The First Deemster's Clerk was interviewed but the work of the Second Deemster's Clerk was discussed with this postholder and with the Chief Registrar. The First Deemster's Clerk deals mainly with Chancery matters and Common Law (superior and summary) matters covering the South of the Island and Douglas. The Second Deemster's Clerk deals with General Gaol Delivery, Common Law (superior and summary) for the North and West of the Island, and some Testamentary matters. Both Clerks attend Court, arrange and list exhibits, witnesses etc, take notes and help with the smooth running of proceedings. Thereafter they draft Orders of Court from their own and the Deemster's notes which are proof read and checked by the Chief Registrar before being signed by the Deemster. In drafting orders, guidance books and precedent are helpful as a considerable proportion are of a standard format and some are on word processor. However, some, particularly Chancery Orders, are increasingly novel and require careful and accurate drafting. Other duties include, in the case of the First Deemster's Clerk, arranging the court timetable and listing cases to courts involving much contact with advocates. The postholder needs to display firmness with tact in dealing with these issues. The First Deemster's Clerk is also secretary to the Criminal Injuries Compensation Tribunal and the Prevention of Fraud (Investments) Act 1968 Tribunal, though we understand that this latter work may be transferred from the General Registry.
21. 4. We are aware of the correspondence which has passed between the First Deemster and the Secretary of the Civil Service Commission about the grading of these posts and the need for, and the value in, the posts' gaining and retaining experience. In the light of this and our findings we have considered carefully the grading of these posts. We have also discussed the duties of the posts with the Lord Chancellor's Department in the UK. Our conclusion, confirmed by the

Lord Chancellor's Department, is that the generality of the duties fall squarely in the quality range expected of the EO grade. Nonetheless we accept that there is a need for an experienced post in the section, and one which can undertake the more novel orders or cases when they arise. We therefore propose that the two EO Court Clerks are managed by a Senior Court Clerk graded HEO, reporting to the Chief Registrar. We see no reason why the EO Court Clerks should not retain their present functional split of duties. However, we understand that the present Assistant Court Clerk (presently EO2 grade) undertakes some preliminary work and attends Divorce Courts. Although this post was not seen we feel that this work should be contained by the establishment proposed by us.

21. 5. The Assistant Chief Registrar (EO1) undertakes a wide range of duties including Testamentary matters, settling of draft papers, preliminary matters for citations, mental health receiverships and applications to the Chancery Court, Court monies, criminal taxations, liquidations and, formerly, divorce. The post supports the Chief Registrar on the consideration of policy matters and registration, the review of new procedures and has responsibility for staffing matters in the office. The post also has responsibility for management of all aspects of the office including the Deeds/Companies Registry, although this is not direct in the case of the Court Clerks.
21. 6. The postholder acknowledged that the appointment of an EO2 Office Manager post has facilitated delegation of certain functions such as initial contact work for Testamentary matters, Court monies, some taxation work etc. We endorse this and agree that some of this work could and should be contained at a lower level. Improved procedural guidelines on which the postholder is working could facilitate this and allow further delegation. This will allow the post to take on additional taxation work - see later - and provide greater support to the Chief Registrar than hitherto and take a higher profile in the management of the Deeds/Companies Registry where there is a need for higher level input. Nonetheless the post is justified and should be graded HEO.
21. 9. The Chief Registrar post is an important one. Almost one-third of the post's time is undertaken in reviewing and improving procedures and legislation. In the latter case he consults extensively with

other Government Departments and particularly with the Attorney General who initiates much of the legislative changes. Contact with the public and advocates also features strongly in the post's tasks, largely in response to complaints or requests for information. Some discretion is required given the judicial function of part of the office. As Chief Registrar the post is responsible for signing and checking many documents including Court Orders, Testamentary Grants etc. The post undertakes all civil and some criminal taxations (most up to £7,000).

- 21.10. The post is well loaded but some of the work should be contained at a lower level. Court Orders should be checked by the HEO Senior Court Clerk under our proposed new structure and all but the most contentious taxations are appropriate to HEO or even EO level. We believe there should be capacity in the Assistant post to provide additional policy support and some assistance on the routine correspondence addressed to the Chief Registrar. We have considered carefully the grade appropriate to the Chief Registrar post. It is unique in that it does not report to a Minister or to a management committee but does have a reporting responsibility to His Honour the First Deemster and Clerk of the Rolls. We recommend, on balance, that the post should be graded SEO. We are aware that there has been some comment that the Chief Registrar post should be a legally qualified post. On its present duties we conclude that there is no need for this.

Organisation

- 21.11. Links with the judiciary mean that the General Registry must be careful in retaining a measure of independence. But the fact that it is not linked to a Government Department is anomalous in the present Ministerial system. Legislation affecting the General Registry is either sponsored by the Attorney General or by a Minister nominated by Executive Council. There is no reason why the General Registry should not be the responsibility of a Government Minister: the Lord Chancellor's Department in the UK is perhaps one analogy. But the duties of the General Registry are wider still and embrace Companies Registration where in the UK it is presently the responsibility of the Department of Trade and Industry. However, we think it

inappropriate in the context of the Island to propose a similar link in this case. Our preference - and we have no strong feelings - is that the Minister or one of the Members of the Treasury have oversight of the office and speak and answer for it in Tyrwald.

Recommendations

- 21.12. We recommend that there be two Court Clerks graded EO and a Senior Court Clerk graded HEO.
- 21.13. We recommend that the Assistant Chief Registrar post be graded HEO and that the Chief Registrar post be graded SEO.

22. MANX MUSEUM AND NATIONAL TRUST

Role and Organisation

22. 1. The Trust dates back over 100 years. In 1886 the Museum and Ancient Monuments Act established a body of trustees whose duties under the Act were to establish a public museum and to purchase or be guardians of ancient monuments. The original role of the Trust was expanded to embrace the responsibilities of a National Trust in 1951. The 1886 statute and others were consolidated in the Manx Museum and National Trust Act 1959 which, subject to amendments in 1984 and 1986, still governs the Trust's activities.
22. 2. The Trust can comprise up to 21 members including the Speaker of the House of Keys, a member of the Legislative Council, and one member of the House of Keys. As a separately constituted Trust under an Act of Tynwald, it is neither a Government Department nor a Statutory Board within the meaning of the Statutory Boards Act 1987. The Trust is an independent statutory body with no formal links with any other Government Department, but does receive funds voted to it by Tynwald and submits its annual estimates on revenue and capital accounts to the Treasury. No Government Minister has direct responsibility for the Trust and it is customary practice for the Speaker or one of the other political Members to speak on the Trust's behalf in Tynwald.
22. 3. The responsibilities of the Trust and its staff are wide ranging. Section 5(1) of the 1959 Act illustrates this:

"The Museum shall be held by the Trust as a Public Museum, Library and Art Gallery and also for any purpose of a historical, scientific, archaeological, ecclesiastical, physical, industrial or educational character with an incidental to a Public Museum, Library or Art Gallery."

It also has responsibility for the upkeep and protection of ancient monuments and, as stated previously, the role of the Manx National Trust including the preservation of land and tenements (including buildings) of beauty or historic interest etc, for the benefit of the people of the Isle of Man.

22. 4. In recent years the work of the Trust has developed, and at the time of our review the Museum was undergoing a number of changes. These included a major extension to the Museum, including a new National Art Gallery, a new 200 seat lecture/film theatre, two large seminar/educational rooms, the redesign and redisplay of existing galleries, a new Museum shop, a new temporary exhibition gallery and, furthermore, improvements to the outlying branch museums at Cregneash, Castletown and Ramsey. Also a study was underway to oversee the transfer of ownership of and responsibility for Castle Rushen, Peel Castle, Laxey Wheel and Glen Mooar mining complex and Odin's Raven to the Manx Museum and National Trust.
22. 5. The Trustees meet as a body quarterly, but day to day executive control is administered by an Executive Committee which meets monthly. Much authority, however, is delegated to the Director of the Manx Museum and his senior staff. Included in the review were the Director (Open Structure Grade 7 points 3-7), the Deputy Director (Curatorial Grade D points 1-6), the Librarian/Archivist (Curatorial Grade E points 3-7 and Grade D 2nd point) and the Secretary (EO2) posts.

Findings and Conclusions

22. 6. The Secretary (EO2) post is a key administrative post in the Museum organisational structure which provides essential support to the Director, the Executive Committee and the Trustees. The post's tasks include convening meetings, co-ordinating and preparing papers for the Trustees under the direction of the Director, preparing minutes and undertaking follow-up action. On the finance side the post oversees all day to day accounting matters including payment of salaries and wages, maintains financial records, authorises expenditure within budget, prepares arrival statements of account and balance sheets and, in consultation with the Director, prepares the Trust's annual revenue and capital estimates. It administers the Trust's private funds resulting from bequests, gifts etc. The post has responsibility for the administration of the Trust's property, including repairs and maintenance, tenancies, insurance and security, and also is responsible for the management of the secretarial and clerical staff, including the caretaker/attendants employed on a seasonal basis in the Museum and elsewhere.

22. 7. The post has a wide range of duties, the generality of which are appropriate to the EO grade. The tasks are further fragmented by many interruptions often relating to general enquiries about the Museum facilities from the public and others which could in the first instance be directed to a lower level. We are not in a position to judge whether there exists such capacity there. Nonetheless our conclusion is that this is a well loaded appropriately graded EO post.
22. 8. The greater part of the Librarian/Archivist post's time is spent on the aquisition, evaluation, cataloguing, calendaring, indexing and researching of collections, including the agreeing of deposit terms. The post also draws up the lists of priority archive collections, monitors the physical condition of the collections and discusses conservation priorities with the Archival Conservator. Other tasks include responding to enquiries from academics, preparing and designing exhibitions and supervising the Assistant Archivist and other library staff. Over time the post has acquired considerable knowledge of the history of the Isle of Man. This knowledge is not only of great assistance in evaluating the significance of collections and written records, but valuable to the development of the Museum and to the understanding of Manx political and social history (there is a large backlog of material presently awaiting full evaluation). Overall the post is appropriate to Curatorial Grade E.
22. 9. The Deputy Director assists the Director with the administration and management of the Manx Museum and National Trust, including the allocation of work and balancing of priorities with available resources. The Deputy Director gives assistance to scholars, responds to specialist enquiries, encourages (in co-operation with British and Eire universities) doctoral research on the Island and, in line with her archaeological specialism, has assisted in the research and redesign of the Prehistoric Archaeology Gallery in the Museum. Recent studies undertaken by the postholder have included the review of security in the Museum (with a view to upgrading it) and a review of the Technical support staff. The post is well loaded and correctly graded at Curatorial Grade D.

- 22.10. The individual presently filling the Director post has, together with the Trustees, been the driving force behind many of the future plans and developments of the Trust. The post has overseen the expansion and redevelopment of existing facilities, the planning of financial staffing resources, and is providing authoritative advice to the Trustees on all aspects of, and all disciplines covered within, the Manx Museum and National Trust's work. Within the broad policy objectives determined by the Trustees (on which the post is expected to play a significant part in developing) the post has considerable discretion in achieving them. The post is a demanding one but we find that the range of duties (although wide) bring it within that expected of the grade of Curatorial Grade C.
- 22.11. We have given above our conclusions on the correct grading levels for the senior posts in the Manx Museum and National Trust. We are aware that the expansion of the Museum will mean an increase in the support staff required, but we do not believe that this should alter our grading conclusions.

Organisation

- 22.12. In all the areas seen within our review, the Manx Museum and National Trust occupies a unique position in neither being a Statutory Board nor being linked to a Government Department or Minister. We have considered its position carefully but have concluded that to recommend change for the sake of change would be counterproductive. In our view the present constitution is clear and the Trust's "independence" of Government, but not of Tynwald, appears to work well. We therefore propose no change.
- 22.13. It seems to us sensible to move control of the Laxey Wheel, Castle Rushen, Peel Castle and Odin's Raven to the Manx Museum and National Trust. We recognise that they are also important tourist attractions, but the role of the Department with responsibility for tourism should be to exploit the Island's assets, not necessarily to manage them. We have already commented briefly on this in the Chapter dealing with the Department of Tourism and Transport and return to this theme in Part IV.

Recommendations

- 22.14. We recommend that the post of Secretary be graded EO.
- 22.15. We recommend that the Librarian/Archivist post be graded Curatorial Grade E.
- 22.16. We recommend that the Deputy Director and Director posts be graded Curatorial Grade D and Curatorial Grade C (Open Structure Grade 7) respectively.

PART IV
WIDER ISSUES
AND
IMPLEMENTATION

23. WIDER ISSUES

23. 1. In this Section of the Report we address some issues which, it could be argued, go wider than our terms of reference. Nonetheless carrying out the review and examining the functions of Departments gave us a unique opportunity to look objectively at the distribution of responsibilities among Departments. Where it has seemed appropriate to do so we have already commented in Part III on some of these matters, often with a recommendation that they be examined later in greater detail than we were able to do in the time available. We make similar recommendations with the views we express in this Part of the report. As we have said earlier in the report, we put forward these views not to seek to undo what has already been agreed but because we believe they will contribute to a more efficient distribution of Government business in the Isle of Man.
23. 2. The proposals we make are not detailed in terms of numbers and grades of staff - nor could they be in the type of review we have undertaken. However it is our firm belief from what we have seen that the proposals should not lead to an increase in staff and that the greater likelihood is that there should be savings in the numbers of staff.

Department of Works

23. 3. We recognise that there is nothing new in the proposals we make below. The concept was considered and proposed by the Select Committee of Tynwald which originally looked at the responsibilities of the former Boards of Tynwald. However, during the course of our review it became apparent very quickly that the industrial workforce (ie manual/craft employees) was widely dispersed among Government Departments and throughout the Island and that the essential work that they were undertaking was broadly similar. This was particularly evident in the professional craft areas and especially so in the civil engineering/maintenance fields. The following table illustrates the spread of labour among Government Departments at craftsman/labourer levels as at March 1987:

	Highways	Airport	Harbours	Properties	LGE	Education	Water Authority
Painters	-	4	4	-	5	4	-
Joiners	5	4	11	3	9	8	2
Fitters	10	1	6	-	3	-	3
Masons	2	3	2	1	3	-	-
Electricians	-	5	9	-	-	3	-
Blacksmiths	3	-	3	-	-	-	-
Plumbers	-	-	-	-	2	1	1
Labourers	229	47	70	30	36	-	44

In addition, there are other craftsmen and labourers in DHSS, Home Affairs, Agriculture, Fisheries and Forestry and the Passenger Transport area. In total we found there are just under 1,300 industrial grades in Government Service (including school meals, gardening and residential homes staffs).

23. 4. This dispersal of skills causes problems for management. In the posts that we did see we saw little evidence of the way in which work was programmed, targetted or accounted for - due largely to the absence of a common system of management. Moreover, matching skills to the needs of the work is difficult because (in a narrow area) it is impracticable and wasteful to maintain on a permanent basis all the various types of craftsmen to cover all the eventualities in all the Departments and sections. Managers therefore face problems in satisfying all the work demands from their in-house resources when faced with emergency or urgent situations. Thus, by way of illustration, if Properties needed electrical work to be done, or Airports needed plumbing work these skills would have to be bought in from elsewhere, usually from private contractors. This does not facilitate programming and planning when outside agencies have their own programmes and priorities. Some attempts had been made by some to set up 'running' or 'term' contracts with private contractors but this was difficult and largely unsuccessful because of both the range and volume of work involved. Thus balancing in-house skills with need is difficult.
23. 5. Similar arguments apply to plant and equipment. The retention of these in dedicated areas lends to underutilisation; that is, long periods when equipment is lying idle when other areas could make full

and effective use of it. We also note that, although some sharing of depots takes place, the present dispersal of work has led to a proliferation throughout the Island of a number of different stores and depots controlled by different Departments or sections within Departments.

23. 6. A Works Department should overcome many of these difficulties. It should, in our view, facilitate a stronger management system allowing better planning and programming of resources. It should encourage a better use and mix of skills allowing a more objective look at the skills and crafts required across the wider range of work needs in the public sector to enable a more successful approach to balancing skills to needs. We have already implied in the foregoing paragraph that another advantage would be better and more efficient use of plant and equipment and the rationalisation and development of better workshop facilities centrally controlled which would remove the need for a variety of small impractical buildings and "come in handy" stores with their associated costs. A central purchasing policy should also be easier to implement. A further advantage, and one that should not be overlooked, is that not only will the industrial staff be able to use their skills and crafts over a wider range of work, but the non-industrial staff will have a greater opportunity to practice their skills and develop their knowledge and experience across a fuller variety of work. It should also improve their career development and promotion prospects. It will also allow Government to use or match skills to tasks in a way that is difficult to achieve at present.

23. 7. In coming to our conclusions about DHPP we have already gone part of the way down the route to a Works Department. What we are proposing is still more radical and crosses Departmental boundaries. As we have said we cannot be specific or firm in our proposals: our wish is to act as a catalyst for subsequent examination and debate. Thus we see the Works Department being responsible for maintenance programmes, Government capital projects and the estate management of most Government property. It will be for others to determine, for example, whether the maintenance teams in Education and elsewhere should form part of the new Department. However, we would envisage the Works Department taking on the responsibilities currently held by the Quantity Surveyors in DLGE and the Treasury, and the

Surveyor/Architect, Clerks of Works and Architects in DLGE. Thus DLGE would retain responsibility for planning and building control only. The Works Department should also take on all the professional work in the present DHPP.

23. 8. None of the foregoing presupposes the need to locate all the staff in one central location, but we believe that overall control should be centralised. We include a proposed outline functional organisation chart at Annex 'C'. We have deliberately not included numbers or grades for the reasons already outlined - much will depend on the responsibilities it is decided to give to the new Department. However with the wider span of control and the greater responsibilities that the head of the Department will have we feel that an Open Structure Grade 6 post is likely to be appropriate.

Department of Transport and Department of Economic Development

23. 9. The proposal to separate the professional posts in the Department of Highways, Ports and Properties leaves a question mark over what to do with the remainder of that Department's responsibilities. In considering this we have been helped by our findings and conclusions on the functions of other Departments in Government. First, and we have already commented on this under the appropriate Chapter in Part II, we note that the responsibilities for Tourism do not sit happily alongside the responsibilities for Passenger Transport. Second, we note that the objectives of the Department of Industry and of the Economic Affairs Division of the Treasury are similar in that both inter alia are broadly responsible for the promotion of commercial or industrial activities on the Island. Third, we note that the Tourism Department is involved in the promotion and marketing of the Island and during our interview with the Chief Executive there he was actively involved (in part) in encouraging attractive (and marketable) enterprises to establish themselves on the Island. Fourth, we note that the job centre and the control of employment (work permits) functions in the DHSS (as opposed to the unemployment benefit administration) have strong links with the training and other parts of the Department of Industry which is already responsible for the youth opportunity schemes.

23.10. In terms of some of the overlap between Departments this has already been recognised by the establishment of a Joint Marketing Working Group. What we propose is that the functions of these Departments should be combined to form a "Department of Economic Development". In our view this will form a larger and stronger Department and will facilitate the targetting of resources in the development and marketing of the Island both for commercial concerns and tourists. In doing so we recognise that the marketing objectives are not precisely the same but the objective - the economic development of the Isle of Man - is the same. Therefore we do not propose that the Tourist Department should become part of the organisational structure of the new Department but should be an "agency" of the Department in the sense that it should be established to carry out the executive functions of Government within a policy and resources framework set by the Department. Thus the policy objectives, strategic control will lie with the Minister for Economic Development and his or her head of Department, but within this framework of policy objectives and budgets the management of the Tourist "agency" should have as much independence as possible in deciding how these objectives are met. We set one constraint and that is that on the Isle of Man we believe it is appropriate that the terms and conditions of employees of the Tourist "agency" should be under the control of the Government's Personnel Office. In putting forward these suggestions we are influenced by current thinking in the UK Civil Service on the establishment of "agencies" there in the spirit of the Efficiency Unit's report to the Prime Minister "Improving Management in Government: The Next Steps" published by HMSO (1988).

23.11. In summary therefore we see the Department of Economic Development fulfilling an important role in Government. It should combine the present functions of the Department of Industry, the Economic Affairs Division, the Employment Committee responsibilities for job centre activities and work permits and for Tourism (as an agency function). An additional function for the Department would be to oversee those economic objectives which form part of the Government's policy as described in the "Development of a Prosperous and Caring Society". We propose that there should be a Minister for Economic Development and two 'Junior' Ministers. Initially the staffing levels should not be too dissimilar from those we have recommended in other parts of the report for carrying out the present functions. However we

believe that the functions of the new Department may well justify the creation of an Open Structure Grade 6 post to head it.

- 23.12. We further propose the creation of a Department of Transport. This should comprise the present administrative and policy sections in the DHPP responsible for Highways, Harbours and Airports including the Harbour Masters, PSV and Driving Test Examiners, Road Traffic Commissioners etc. We also suggest that responsibility for the Passenger Transport Division, presently part of the Department of Tourism and Transport, be vested in this new Department. However both the Passenger Transport side and the Airport are candidates for "agency" action along the lines already discussed in this Chapter. We have already recommended action along this direction in Part III of the report. If this were done we envisage the head of Department justifying being graded at Open Structure Grade 7.

Water Authority

- 23.13. The Water Authority is presently shown as coming within the responsibility of the Department of Industry. We believe consideration should be given to placing responsibility for this Authority with the Department of Local Government and the Environment where there seems to us to be a natural link in terms of the environment and environmental health. Notwithstanding the comments made elsewhere in the report we also suggest that consideration is given to placing the responsibility for Drainage and Sewerage with the Water Authority. Thus, the Highways responsibilities would be with road drainage up to the point of linking in with the Water Authority drainage system.
- 23.14. Of course the advantages and disadvantages of the latter proposal will have to be considered in the light of the proposals for re-organising DHPP and for the creation of a Works Department. We are not therefore in a position to argue in detail the merits or otherwise of this proposal, but put it forward so that such a consideration is not overlooked. We also recognise that such a proposal will need a change in legislation and in the funding arrangements of the Authority. For example the Authority's present functions are financed by a rate levy whereas the drainage and

sewerage functions are financed from general taxation.

Minister for the Civil Service

23.15. We have already outlined our views in Chapter 9 of the report on the more pro-active role which we believe the Personnel Office should take in driving forward many of the management changes which are required under the Departmental system of Government. The attitudes of Departments must change too, and they must recognise that the Personnel Office is a source of advice and help rather than see it as a "creator" of problems.

23.16. The Civil Service Commission and the Personnel Office are separate and independent of the nine Government Departments. We understand that this was to enable them to look objectively and impartially at the staffing needs of the Service as a whole. We see merit in this view but we also see advantage in the Chairman of the Commission (who is also Chairman of the two Whitley Councils):-

- (a) not being a member of any other Department; and
- (b) being a "Junior" Minister attached to the Chief Minister's Office.

In putting forward these proposals we are aware that there are legislative changes planned to make the Chief Minister responsible for consenting to variations in the Civil Service Establishment under Section 10 of the 1962 Civil Service Act. They would also have the effect of giving support to the Chief Minister who is in danger of becoming swamped with the issues and problems which now land on his desk.

23.17. We further propose that one Member of the Commission should be a (retired), respected and appropriately experienced member of the business or commercial sector with no political or Civil Service links. We have outlined in Part II the role of this member in providing an independent balancing factor to protect Ministers from accusations of patronage in the recruitment and/or selection of individuals to senior appointments within Departments. The third member of the Commission should, as now, be the Head of the Civil Service.

23.18. Thus the proposals we make above have the effect of retaining the Personnel Office as a separate entity but giving it a strong link to the Chief Minister through the ministerial responsibility of a "Junior" Minister attached to the Chief Minister's Office. This will also, in our view, add necessary weight and authority to the Personnel Office in pushing forward many of the initiatives and changes that will be required as a result of this report, some of which are happening independently of it (eg training).

23.19. We include at Annex D to this report a diagram illustrating the proposals we have made in this Chapter as they will affect the nine Departments of Government.

24. IMPLEMENTATION

24. 1. The process of change was already under way well before this report was commissioned. This report contributes to it. But change cannot be achieved overnight and we recognise that time is required for discussion and planning, and for adjustments to attitudes and working practices to take place. The most significant change was the move to a Ministerial form of Government and a Departmental organisation of work. It was clear that Ministers and civil servants were still adjusting to the changes expected in their respective roles. Some were awaiting the results of this independent review and we hope that what we have said in the report will help the process of change.
24. 2. We do believe that there is a need for a much more professional management approach within the Isle of Man Civil Service. The heads of Departments will play a crucial part in this. Many will have to learn these new management skills quickly and will find that the change from "administration" to "management" is a difficult transition to make. The Training initiative therefore is complementary to this report and should build on some of the skills and requirements which we have identified as being necessary for today's Isle of Man Civil Service. A further key role in the Civil Service will be performed by the post which we have identified should head it. Although we are not concerned with the qualities or abilities of individuals selected to fill posts we do believe that the individual selected to fill this new post must be chosen carefully. It will fall to this post to drive forward many of the initiatives outlined in this report and those other ones being demanded by Ministers. Management skills will be essential, but the postholder should also have the drive, ability, imagination and personality to bring with him or her the heads of other Departments and the Civil Service as a whole.
24. 3. Ministers and the Civil Service will need to work closely together to achieve this change. Each should recognise the contribution the other has to make and that successful change is achieved through planning and consultation. One of the most important messages which we feel we need to stress in this report, however, is that the authority and responsibility of Ministers and officials (at all

levels) needs to be clarified and that more executive control and decision making authority must be devolved from Ministers to civil servants if Ministers are to be able to concentrate on Government policy and strategic matters.

24. 4. Finally, we wish to record our view that we were generally impressed by the dedication and commitment shown by members of the Civil Service. We are convinced that, given the right lead, they will follow in the right spirit, with strengthened commitment and with a knowledge that they are being encouraged to make a full contribution to the future of the Isle of Man Civil Service.

ANNEXES

ISLE OF MAN GOVERNMENT OFFICERS ASSOCIATION

Ref 403

14 Hill Street
DOUGLAS

21st August 1987

Roger Poole Esq
S.I.E.D.
c/o Civil Service Commission
Personnel Office
DOUGLAS

Dear Mr Poole

Review of the Civil Service

1. It would we think be wrong for you to embark upon a review of the magnitude envisaged without knowing our attitude towards it and the results we hope the review will achieve.
2. Our approach is simple and our objective clear. We will co-operate fully in any examination whose purpose is to provide an efficient administration by officers whose gradings, remuneration, promotion prospects and other conditions of employment adequately reflect their service to the community. We will support change and innovation where necessary and we will ensure that any new measures for improving the quality of service to the public will be implemented. Provided always that such changes, innovations and new measures do not detrimentally affect the interests of civil servants.
3. Since the prime function of the Association is to protect and promote those interests, it would be helpful for us to comment upon the arrangements which exist for dealing with civil service matters. Currently these are the responsibility of the Whitley Council for the Isle of Man Public Service and the Civil Service Commission.

4. The Whitley Council was constituted in 1963 as a vehicle for dealing with the claims, grievances and difficulties of the staff and all other matters affecting the conditions of service of the staff including particularly:-

- a) questions of pay
- b) hours of work
- c) annual leave
- d) recruitment
- e) principles and procedure of promotion
- f) procedures for dealing with disciplinary offences
- g) physical conditions under which work is performed and the welfare generally of the staff.

5. Some of the functions of the Council, which meets once a quarter, are duplicated by the responsibilities of the Civil Service Commission.

6. The Civil Service Commission was created by the Isle of Man Civil Service Act 1962 which provided that the duty of the Commission shall be :-

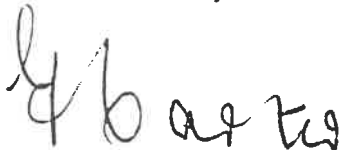
- a) to take such steps as may be necessary for the recruitment and training of members of the Civil Service;
- b) to make with the consent of the Governor, variations in the establishment of the Civil Service;
- c) to consult the Governor, when so desired by him, with reference to the Civil Service;
- d) to do such matters and things in relation to the Civil Service as the Governor, with the consent of Tynwald, may from time to time direct.

7. The existence of two bodies with closely related functions gives rise to difficulties as to which body has responsibility for what. By far the greatest difficulty and the greatest source of friction is the determination of an appropriate salary or salary scale as expressed either in the form of a grade in the case of a General Service Class officer, or in the form of an analogue in the case of a Departmental Class Officer.
8. The Civil Service Commission decides the gradings of General Service Class posts and the Whitley Council determines the analogues of Departmental Class posts.
9. The Attorney General has given his opinion that the terms "grading" and "analogue" are interchangeable and this opinion would seem to imply that the Commission has the right to change at any time an analogue which has been agreed in Whitley Council or determined by arbitration.
10. The major concern of most officers is the pay they get for the jobs they do and for one category of Civil Servants to have its pay determined in a different way from the other is absurd and illogical. Particularly as claims for revised analogues for Departmental Class Officers can take years to settle in Whitley Council when claims for revised gradings of General Service Class posts are resolved much more quickly by the Civil Service Commission.
11. There is a further vexatious element in the different way in which General Service and Departmental Class Officers are treated. When a post in the former class is upgraded it takes the full grade, e.g. Clerical Officer to Executive Officer Grade 2 or Executive Officer Grade 2 to Executive Officer Grade 1. The incumbent of the upgraded post receives the full salary scale appropriate to it. A claim for a revised analogue for a Department Class post almost invariably results in the award of one or two more points on the same or a higher salary scale. This "fine tuning" as it is sometimes called is anathema to the Staff Side of the Whitley Council which maintains that every post in the civil service should be constituted in such a way as to make it susceptible to being placed in one clearly defined grade or another. The use of "split scales", particularly but not solely, for Departmental Class posts is believed by the Staff Side to be Government's way of denying its staff the proper remuneration for posts.

12. These observations lead naturally to the prime objective of the Association which is to secure the abolition of split or part salary scales through the adoption of the U.K. grading structure and the use of the U.K. grading criteria. Were this objective to be realised, every post in the Manx civil service would be allocated the analogue of a post in the U.K. civil service and it would be a matter for the Commission, in consultation with the Staff Association, to consider and agree changes in the gradings of posts.
13. Because they have no equivalent in the U.K. Civil Service, a number of Manx civil service posts in the Departmental Classes are analogued to posts in local government or other non-civil service bodies of the U.K. The full list of analogues, is given in Section G of the Manx Civil Service Regulations. Although this arrangement has the merit of equating a Manx Civil Service post with a post in the U.K. it does result in the receipt by some officers of different pay increases from different dates from those of their colleagues.
14. In a uniform Civil Service, particularly in a small community where such matters assume a more personal aspect and have a more direct impact, the need for all to be granted the same cost-of-living increases from the same date is crucial if morale is to be maintained and relationships preserved.
15. The introduction of a spinal column pay range for professional technical and other officers should greatly facilitate:-
 - a) the transfer of officers from non-civil service salary scales to U.K. civil service salary scales, and
 - b) the use of range pay based on the spinal column system for all officers.
16. The Manx civil service is experiencing competition from the burgeoning financial sector and the growing loss of experienced officers is worrying. None of us wants to see a Civil Service manned by people in whom other employers have no interest. But, provided the structure, the conditions and the pay of the Civil Service are right, Government has no need to fear competition from anyone. Nor would Government need to resort to the growing and deplorable practice of converting what are really Civil Service posts into contract appointments.

17. The Association firmly believes that recruitment and promotions up to and including Senior Executive Officers level should be made by appointment and promotion panels of Senior Civil Servants.
18. The Association considers that the review provides the opportunity for a new approach to civil service matters - an approach which will among other things eliminate the causes of friction which have persisted for so many years, an approach which will recognise the range of duties undertaken by officers in a small and self-sufficient community and an approach which will acknowledge in a tangible fashion, the true value of the service the Government and people of the Island receive from its civil service.
19. That approach would be enhanced by a strengthened Civil Service Commission - which we strongly recommend - which could assume responsibility for all civil service matters, put more emphasis on staff inspection, training, education and welfare and protect its officers from the political interference from which they currently suffer.
20. In conclusion, what the Association expects from the review is not the resolution of all the problems of the civil service but sensible solutions to many of them and the setting-up of a framework within which consultation and discussion can take place for the purpose of enabling the civil service to achieve its full potential.

Yours sincerely



Secretary

Note on powers and duties of the Governor

The Governor derives his powers and duties from the Crown, for the most part as set out in the Royal Instructions, and from Manx law, generally contained in Acts of Tynwald. Functions relating to nationality and immigration derive directly from Acts of Parliament. A copy of the Royal Instructions is attached herewith.

The Governor's powers and duties which are referred to in the Royal Instructions have not changed for many years while those which derive from Manx law have been radically altered in recent years, and will, no doubt, continue to be the subject of further change in years to come.

It is therefore convenient to consider the functions of the Governor which derive from the Crown, which are unlikely to change, quite separately from those functions which derive from Manx law, which are susceptible to continual change.

1. Powers and duties which derive from the Crown

- (a) Representative of the Sovereign in the Isle of Man.
- (b) Advising the Home Secretary on the "good government" of the Island. This duty is specifically referred to in paragraph 7 of the Royal Instructions. It is through the Governor that the United Kingdom exercises its responsibility to ensure that there is "good government" in the Island.
- (c) Liaison with the armed forces of the Crown. This responsibility is referred to in paragraph 6 of the Royal Instructions.
- (d) Acting as the formal channel of communication with the United Kingdom Government. This function is of less practical importance since the "Joint Committee on the Common Interests of the United Kingdom and the Isle of Man" was established in 1969. This Joint Committee gave representatives of Tynwald authority to negotiate directly with United Kingdom Ministers. The de facto channel of communication is via the Government Secretary, for most purposes.

2. Other functions which derive directly from the Crown

- (a) Royal Assent to Acts of Tynwald. This power was specifically vested in the Governor by the Royal Assent to Legislation (Isle of Man) Order 1981.
- (b) Royal Prerogative of Mercy. Except in capital cases this function has been exercised by the Governor for at least the last century, although the origin of this power is obscure. (A special paper on this subject was written in 1981).

3. Statutory functions deriving from United Kingdom legislation

- (a) Nationality. Passports and other nationality documents under the British Nationality Act 1981, of Parliament, are issued in the Isle of Man in the name of the Governor, and Government Office acts on behalf of the Governor in these matters.

(b) Immigration. Certain functions under the Immigration Act 1971, of Parliament, are also carried out in the Isle of Man in the name of the Lieutenant Governor, and the immigration officers (in Government Office) are directly responsible to the Lieutenant Governor in respect of their duties.

4. Legislative, judicial and administrative functions under Acts of Tynwald or Manx customary law

(a) Legislative

The Governor is President of Tynwald, and, under the Representation of the People Act 1951, appoints returning officers, issues election writs and convenes and dissolves the House of Keys. He also presides over conferences of the Legislative Council and the House of Keys.

(b) Judicial

The Governor advises the Home Secretary on the appointment of the Crown officers (Deemsters and Attorney General) and appoints the High Bailiffs and Justices of the Peace (Justices Act 1983), the Coroners, Notaries Public, and Commissioners for Oaths. He commissions advocates and licences English barristers to appear in the Manx Courts, and has ultimate responsibility for the discipline of advocates.

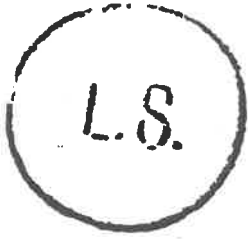
(c) Administrative Functions

There remain a few minor administrative powers and duties, including certain functions under the Isle of Man Civil Service Act 1962 which are still vested in the Governor, but it is likely that such of these functions as remain will be transferred to Departments or the Chief Minister in due course.

md

H.M. Attorney General's Chambers,
DOUGLAS.

December, 1987



(Signed) ELIZABETH R.

**INSTRUCTIONS to Our Trusty and Well-beloved
Laurence Anthony Wallis New, Commander of Our Most
Excellent Order of the British Empire, Major-General in Our
Army, Lieutenant-Governor of Our Isle of Man and the Isles
thereunto appertaining**

**GIVEN at Our Court at *Balmoral* the *fourth* day of *September* 1985;
In the *Thirty-fourth* Year of Our Reign.**

**WHEREAS We have constituted and appointed you
Laurence Anthony Wallis New to be, commencing on and
from the Seventeenth day of September 1985, Lieutenant-Governor
of Our Island, Castle Pele, and Lordship of Man, and all
the Islands, Forts, Castles and Lordships thereunto
appertaining to exercise divers powers of Civil Government
adapted to the situation and circumstances of Our said
Island:**

/It is

**Major General Laurence Anthony New, CBE, FBIM
Lieutenant-Governor of the Isle of Man.**

It is therefore Our Will and Pleasure

(1) That on the Seventeenth day of September, or as soon as possible thereafter, you do repair to the Isle of Man; and on your arrival you assemble the Chief Magistrates in the Principal Court of Justice where you shall cause Our Commission to be read and that you forthwith take the oath of office as Our Lieutenant-Governor.

(2) That you do yourself strictly fulfil and express to the Deemsters and all other Civil and Judicial Officers of Our said Island Our just expectation that both you and they will perform your duties in your respective stations ever attentive to pay a due obedience to the Laws enacted by Us with the advice and consent of the Parliament of the United Kingdom (so far as they relate to the Isle of Man and its Dependencies) and to the Laws enacted by Us with the advice and consent of the Court of Tynwald; that you be particularly careful to maintain the Rights and

/Prerogatives

Prerogatives of the Crown in their due and legal extent,
at the same time that you protect the people and preserve to
them the full and peaceful enjoyment of all their just and
lawful privileges.

(3) That until Our further Pleasure be signified you do
continue the Public Seal heretofore made use of being the
Arms of the Isle of Man, which will be delivered up to you
together with the Sword of State and other Regalia upon
your giving a receipt for the same which you are hereby
directed to do.

(4) That you endeavour to make the people of the said
Island thoroughly sensible of Our Royal Inclination to
promote their happiness in common with all Our other good
subjects and you will particularly explain to them the
advantages to be derived from the protection of Our
Government and from their ready and cheerful obedience

/to the

to the Laws aforesaid, which are so much calculated for their interest and prosperity. ,

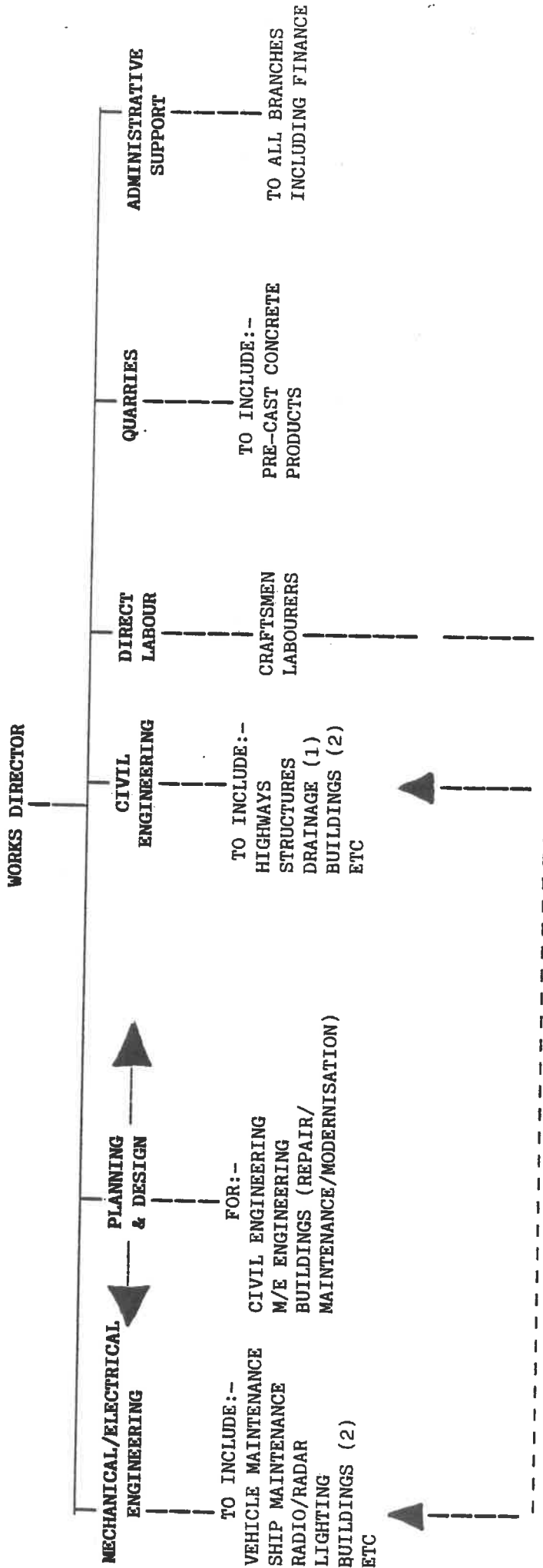
(5) And for the better preventing all illicit and clandestine trade which may be carried on to the prejudice of the Revenues of Our United Kingdom of Great Britain and Northern Ireland and of Our said Island, and to the detriment of the fair and industrious trader, you are hereby required to carry into strict and steadfast execution the provisions and regulations made or which hereafter may be made for that purpose from time to time.

(6) And if it should become expedient for any of Our Armed Forces or those of our Allies to be in Our said Island you are to establish contact between their commanding officers and the other civil authorities there and to request such steps to be taken by those authorities as are necessary to promote the purpose for which the said Forces are in Our said Island.

(7) You shall correspond regularly with one of Our Principal Secretaries of State and transmit to him for Our information all such new Regulations as may be advisable and necessary to be made from time to time for the better government of the said Island in order to receive Our Royal Will and Pleasure thereupon and that We may thereby be enabled to send you such further Orders and Instructions as the good of Our Service may require.



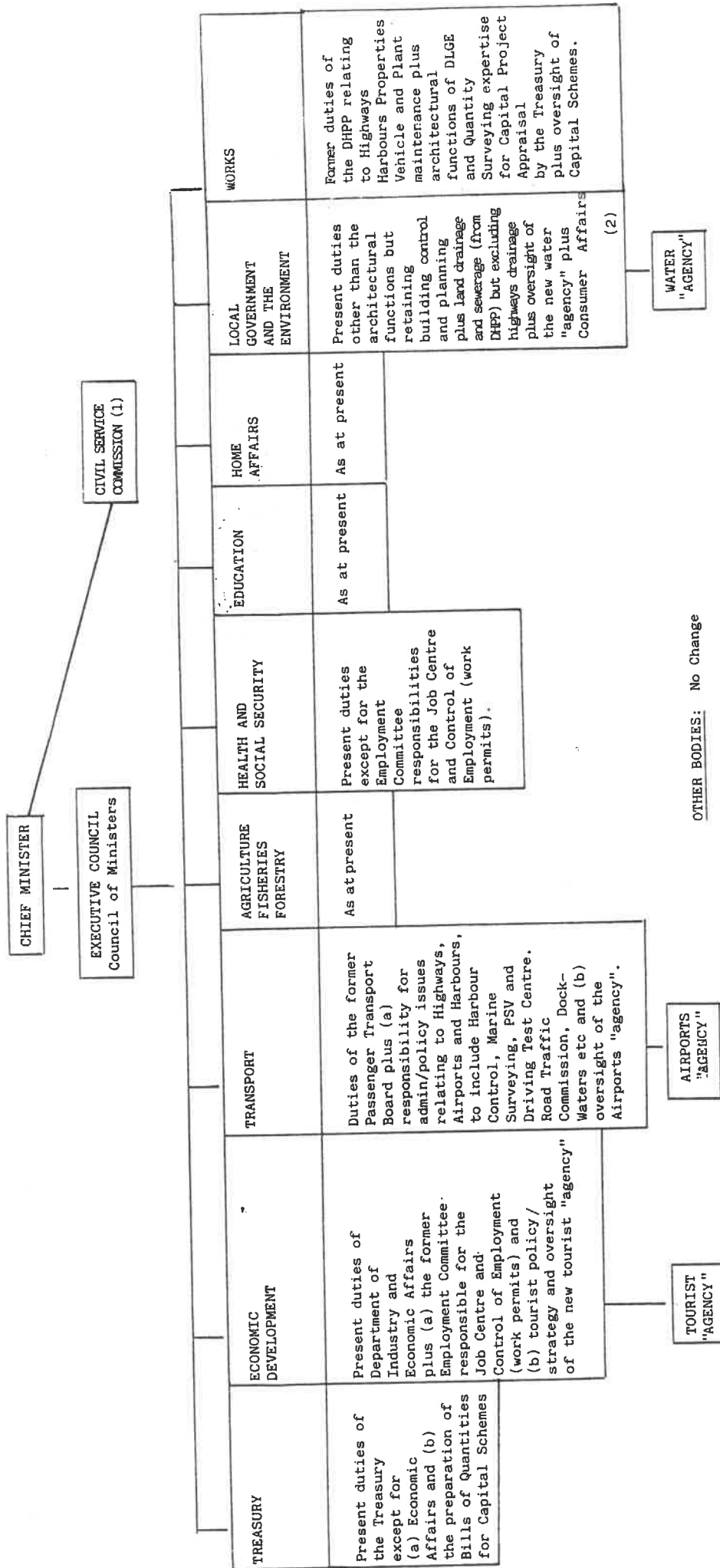
PROPOSED WORKS DEPARTMENT - ORGANISATION



(1) TO BE INCLUDED UNLESS TAKEN ON BY WATER AUTHORITY

(2) MAINTENANCE/MODERNISATION EX LGE

PROPOSED RE-ORGANISATION OF THE DEPARTMENT STRUCTURE OF GOVERNMENT



NOTE (1) The Personnel Office will be a separate entity (as at present) providing support to the Commission and Whitley Councils responsible via a "Junior Minister" to the Chief Minister.

NOTE (2) The duties and responsibilities proposed for the DLGE will need to be subject to a further detailed study to identify and assess any potential areas of difficulty.

NOTE (3) The diagram depicts only those bodies covered in the review, but in the interests of simplicity the Chief Minister's Office/Government Office, the General Registry and the Manx Museum and National Trust are not shown.