



Isle of Man Government The Role and Remit of the Chief Secretary

FINAL

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Executive Summary

Introduction

- We were invited by the Chief Minister and the Minister for the Cabinet Office to undertake a brief, focused review of the role and remit of the Chief Secretary, and the organisational and management arrangements which are in place to support the Chief Secretary in fulfilling that remit.

The Current Remit of the Chief Secretary

- The remit of the Chief Secretary as currently defined includes the following elements of functional responsibility:
 - supporting the Chief Minister in leading the Island's Government and the Council of Ministers (CoMin) in the exercise of its functions and duties;
 - supporting His Excellency, the Lieutenant Governor in his role in leading the exercise of Crown functions and duties;
 - providing leadership to the work of the Chief Officer Group (COG) and managing the performance of Chief Officers;
 - providing leadership, and setting the strategic direction, for the Isle of Man Civil Service and ensuring that the civil service maintains its capability to respond effectively to change;
 - Accounting Officer for the Cabinet Office.

Executive Summary

- Everyone we spoke to, or commented on the role, made the point that the remit of the role was far too broad to enable a single individual to fulfil the role effectively. We concur with this assessment: the Chief Secretary's span of control is far too wide given the nature of the functional elements for which the role-holder is ultimately accountable.

Management Approach – Change Requirements

- However, in considering what organisational and management changes should be considered to provide a more balanced management portfolio for the role, the report highlights two broader approaches to the management and co-ordination of work activity that need to be addressed.
- First, the need for more emphasis on Portfolio and Programme Management (PPM) to deliver change programmes. The ambitious programme of development and change envisaged by the all-Island plan, cannot be delivered using the same ad hoc management approach and processes that largely support programme delivery through a departmental framework. Organisations in most jurisdictions, including those in the government sector, have recognised that delivering cross-cutting programmes requires more than informal management between different directorates within an organisation, or in the case of Isle of Man government, formal or informal management arrangements between government departments. It requires an effective portfolio and programme management (PPM) structure to be put in place which will enable programmes to be delivered effectively.

Executive Summary

- Second, there needs to be a fundamental shift in emphasis in how performance is managed and co-ordinated with a better framework for performance reporting at all levels. The report highlights the need for the Chief Secretary, CoMin and COG to have the management tools, in the form of executive reporting dashboards, to monitor, measure and analyse performance across government and to hold departments to account for that performance. At present, the tools to do this are rudimentary which hinders both the Chief Secretary, CoMin and COG in determining how services should be designed and delivered, and what remedial action should be taken when delivery falls short of requirements.
- As part of that shift in how performance is managed and co-ordinated, the report also highlights the need for the performance of Chief Officers to be pro-actively managed by the Chief Secretary. And in turn, the need for the Chief Secretary's personal performance to be pro-actively managed.
- In this latter respect, the report proposes that the Chief Secretary should be accountable to the Chief Minister with formal performance reporting and appraisal mechanisms put in place managed and co-ordinated by the Chair of the Public Services Commission (PSC) and supported by an appropriate Non-Executive Director with recent and relevant experience in the performance management and appraisal of executive level roles.

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Organisational and Management Changes

- In organisational and management terms the report proposes that:
 - A Chief Officer should be appointed as Accounting Officer for the Cabinet Office accountable to the Chief Secretary for the performance of the Office.
 - A Chief of Staff should be appointed who can act with the implicit authority of the Chief Secretary in supporting the role-holder in fulfilling the remit and responsibilities of the role. In particular, the Chief of Staff will be responsible for:
 - developing and managing a performance hub that will provide the Chief Secretary, CoMin and COG with executive planning, performance analysis and reporting through dashboard-based tools;
 - acting as the Portfolio Manager for COG identified development areas;
 - overseeing the work of the Chief Secretary's Office which would no longer be managed under the stewardship of the Cabinet Office.
- In putting forward these proposals it is acknowledged that appointing a Chief Operating Officer (COO) to manage and co-ordinate the work of the Cabinet Office, with a second COO role appointed to manage and co-ordinate the work of the COG, are viable alternative options favoured by many consulted as part of this review process.

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Chief of Staff or Chief Operating Officer

- In considering the merits of this proposal, the report highlights the fact that there is more than a subtle difference between the role of a Chief of Staff and that of a COO; the key difference being that a Chief of Staff does not have management responsibility for the senior staff through whom much of the business of the role has to be conducted. By contrast, a COO would have formal management responsibility for the group of senior staff for whom the role is responsible.
- In our view, the appointment of a COO to lead, manage and co-ordinate the work of the Cabinet Office, and a second COO appointed to lead, manage and co-ordinate the work of COG (thereby creating two de facto Deputy Chief Secretaries), would add additional rungs to the management ladder without reducing the Chief Secretary's accountability (Cabinet Office); or in the case of COG, create an over-layered management hierarchy which would fracture the management relationship between COG and the Chief Secretary.
- In the case of the Cabinet Office the appointment of a COO would not reduce the Chief Secretary's accountability; it would still leave the Chief Secretary accountable for the delivery of a diverse range of functions including significant areas of corporate infrastructure in the form of HR services (OHR) and IT services (GTS). In the case of COG, the appointment of a COO would divorce the Chief Secretary from operational management responsibility for COG (collectively and individually) but still leave the Chief Secretary accountable albeit one step removed. And whilst many would argue that is precisely the point, it is difficult to see where the management headroom exists for a COO role to operate in the management space between Chief Officers and Chief Secretary.

Executive Summary

- The report concludes that the appointment of a Chief of Staff strikes the right balance between providing the Chief Secretary with enough senior management support to fulfil the core remit of the role effectively whilst ensuring that the work of COG, individually and collectively, still falls to be directly managed and co-ordinated by the Chief Secretary.
- In this latter respect, the report highlights the fact that as a senior aide to the Chief Secretary, the Chief of Staff would be the ‘eyes and ears’ of the Chief Secretary but more importantly, be able to act with the implicit authority of the Chief Secretary. This authority to act is what underpins a Chief of Staff role and differentiates it from an Executive Assistant role. In short, whilst the role does not have formal management responsibility for the senior staff with whom the role interacts, the role will have authority to monitor and challenge Chief Officers on all aspects of corporate performance and programme delivery on behalf of the Chief Secretary.
- The report also acknowledges that supporting His Excellency, the Lieutenant Governor in his role in leading the exercise of Crown functions and duties is a core responsibility of the role and one that is working well.
- Finally, the report concludes by noting that the primary focus of the Chief Secretary’s role should be on leadership, both formal and informal, the demands of which should not be underestimated. With this in mind, the proposals outlined in this report aim to create the management headroom for the Chief Secretary to fulfil that leadership role.

Executive Summary

- If our proposal to appoint a Chief Officer to act as Accounting Officer for the Cabinet Office and a Chief of Staff to support the Chief Secretary are accepted, we would envisage that salary levels for these two roles would fall in the following bands:
 - Chief Officer Corporate Leadership Group JESP 9 – 13 Pay range (April 2021) = £89,585 – £98,385
 - Chief of Staff Corporate Leadership Group JESP 5 – 8 Pay range (April 2021) = £69,319 – £76,091

Introduction

Introduction

- Beamans Management Consultants were invited by the Chief Minister and the Minister for the Cabinet Office to undertake a brief, focused review of the role and remit of the Chief Secretary, and the organisational and management arrangements which are in place to support the Chief Secretary in fulfilling that remit. The review was carried out by Michael Bourke and Richard Whalley.
- The terms of reference for the review are shown at Annex A. However, in setting out the terms of reference it was noted that this was not a review of the role and functions of the Cabinet Office, or the functions of Isle of Man government; it is a review of the role and remit of the Chief Secretary and the organisational and management arrangements that need to be in place to enable the Chief Secretary to fulfil that role effectively.

Our Approach

- In order to understand both the context and challenges posed by the role, we conducted focused interviews with a number of senior staff across government and a number of Tynwald members. We also invited Tynwald members to submit their thoughts, views and comments on the role and its remit. A full list of consultees is shown at Annex B.
- To supplement the interview programme we also collected, analysed, and assessed a range of documents and data on current management and governance arrangements including a number of reports relevant to the role and remit of the Chief Secretary. We also looked at the management and organisational arrangements in place in other jurisdictions including the Northern Ireland Civil Service, Jersey, Scotland and Ireland.

Introduction

Acknowledgements

- We would like to acknowledge the helpful contributions and insights provided by those we spoke to during the course of the review including those members of Tynwald who submitted written comments. For these contributions we are grateful.
- Particular thanks to Tess Joughin, Executive Secretary to the Chief Secretary, for her hard work in managing and co-ordinating all the logistical and administrative arrangements for the review at short notice.

1. The Role of the Chief Secretary

Job Description & Remit

- The post of Chief Secretary does not typically come round very often. Not surprisingly, therefore, the job description for the post tends to reflect how the role is defined at the point in time the role is to be filled. But as the role of government, and the administration of government evolves, so too does the role of Chief Secretary. Therefore, the extent to which the pre-existing job description for the role reflects the remit and responsibilities of the role in 2022 (and the challenges posed by that remit) is a moot point.
- The role of the Chief Secretary is not unique in this respect. The same is true of most roles in any organisation. Job descriptions which aim to capture the key accountabilities of the role and the requirements an individual must meet in order to fulfil the role can quickly become out of date.
- This begs the question as to how an organisation ensures that the remit of the role continues to meet organisational requirements? Some organisations will aim to update job descriptions on an annual basis in collaboration with each individual member of staff, whilst also taking the opportunity to review the performance of the individual in fulfilling the requirements of the role.

1. The Role of the Chief Secretary

- Whilst it is understandable that there is no up-to-date and agreed job description for the role, it is less understandable that there are no mechanisms in place that define what the role is expected to achieve, except in the broadest terms.
- Put simply, what are the key objectives for the role of Chief Secretary in 2022? And how is the performance of the Chief Secretary to be gauged in meeting those objectives? And linked to that question, to whom is the Chief Secretary accountable to for meeting those objectives?
- More broadly, in the context of defining the organisational and management arrangements needed to support the Chief Secretary, it is also important to consider and reflect the key challenges faced by the role-holder. Of necessity, those arrangements need to match the degree of management challenge faced by the role in 2022.
- Moreover, those arrangements may also need to differ radically from the current management and organisational framework designed to support a very different and arguably, less complex operating context.

1. The Role of the Chief Secretary

- Despite the fact that there are no formal objectives set for the role, there are a number of enduring functional responsibilities that the role is responsible for, and for which there are broad performance expectations. These are:
 - supporting the Chief Minister in leading the Island's Government and the Council of Ministers (CoMin) in the exercise of its functions and duties;
 - supporting His Excellency, the Lieutenant Governor in his role in leading the exercise of Crown functions and duties;
 - providing leadership to the work of the Chief Officer Group (COG) and managing the performance of Chief Officers;
 - providing leadership, and setting the strategic direction, for the Isle of Man Civil Service and ensuring that the civil service maintains its capability to respond effectively to change;
 - Accounting Officer for the Cabinet Office.
- In the following section we consider each of these key functional elements of activity and comment on the management and organisational arrangements in place to support their delivery.

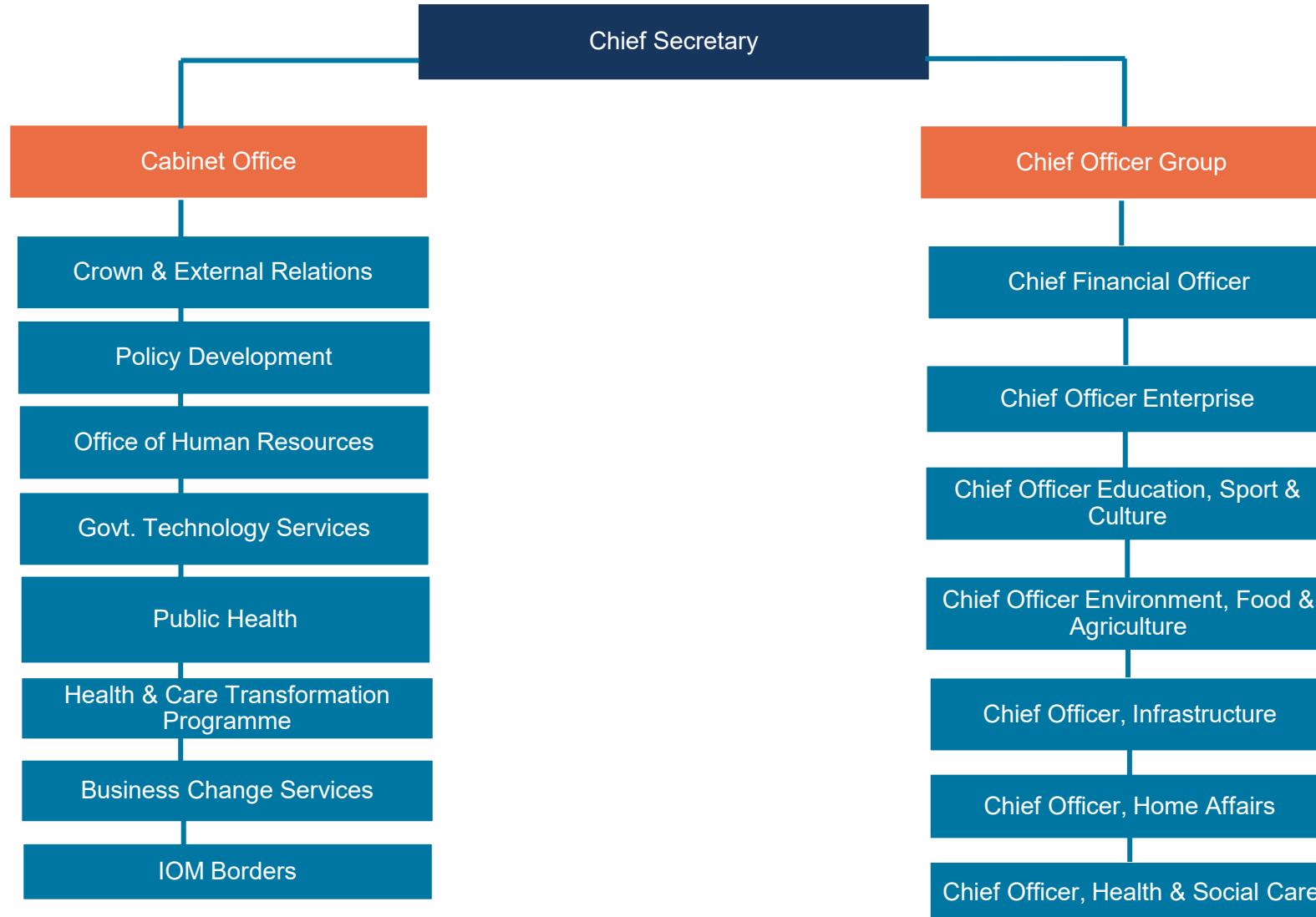
2. The Functional Elements of the Role

The Chief Secretary's Remit – An overview

- Before looking at the individual elements of the Chief Secretary's role, there is one over-arching point that needs to be made. Everyone we spoke to, or commented on the role, made the point that the remit of the role was far too broad to enable a single individual to fulfil the role effectively.
- We would concur with this viewpoint. The organisation chart on page 17, overleaf, clearly illustrates that the Chief Secretary's span of control is far too wide given the nature of the functional elements for which the role-holder is ultimately accountable. And whilst there are nuances around the definition of 'responsibility' and 'accountability' in a management context, it is undeniable that there is no organisational or management logic that would support the present organisational arrangements and linked span of control.
- Inevitably, this quickly moves the debate onto the question as to what management and organisational arrangements should be put in place to support the role? And more importantly, what, if any changes to that remit should be made to create a more cohesive and focused role. However, before moving onto that question it is important to reflect on how each core functional element is currently discharged and the issues and challenges that need to be considered in how they should be configured organisationally.

2. The Functional Elements of the Role

Chief Secretary – Current Management Portfolio



2. The Functional Elements of the Role

Supporting the Chief Minister and the Council of Ministers (CoMin)

- In considering this element of the remit two common themes emerged:
 - Whether there is sufficient capacity in the role to effectively support the Chief Minister and CoMin particularly in the development of future policy and strategy?
 - Whether the Chief Secretary has the ability and the tools to effectively manage the performance of Chief Officers so as to provide assurance to the Chief Minister and CoMin that government is on track to deliver against its key objectives?
- Again, the general consensus was, and one with which we would concur, is that the present definition and focus of the role does not provide sufficient capacity to allow the Chief Secretary to support the further development and delivery of these two key elements of government business.
- In saying that, it was also acknowledged that simply creating more management headroom for the Chief Secretary will not in and of itself, create better policy and strategy, or more focused performance management arrangements.

2. The Functional Elements of the Role

- Developing better, more joined-up strategy and policy will require more co-ordinated action across government including better interaction between the Cabinet Office, The Treasury and individual departments particularly on cross-cutting policy issues.
- We would also argue that delivering better outcomes will require different models of delivery with more emphasis on developing programme management approaches particularly on cross-cutting issues that do not fit within the remit of any one government department.
- Similarly, creating more management headroom to allow the Chief Secretary to pro-actively direct work across both departments and programmes will require a change in how performance is managed both individually and corporately. Again, we would argue that there needs to be a fundamental shift in emphasis in how performance is managed and co-ordinated with a better framework for performance reporting at all levels.
- In this latter respect, both the Chief Secretary and CoMin need increased capacity to monitor, measure and analyse performance across government and to hold departments to account for that performance. At present, the tools to do this are rudimentary which hinders CoMin in determining how services should be designed and delivered, and what remedial action to take when delivery falls short of requirements.
- This is not about micro-management or second-guessing operational decisions of departments; its ensuring that the heart of government has the tools in place to spot patterns and anomalies and ensure that action is taken to deal with underperformance. We would, for example, expect the Chief Secretary to provide CoMin with an overview of performance across government on a regular basis, but to do this the Chief Secretary has to have the right framework and tools in place to be able to track progress against key objectives.

2. The Functional Elements of the Role

- Scottish Government, for example, tracks progress toward National Outcomes. It shows how well Scotland is performing overall against 81 National Indicators. Performance is assessed as improving, maintaining or worsening based on the change between the last two data points of an indicator.
- And whilst we would not advocate Isle of Man Government track progress against 81 National Indicators, there should be a framework in place to enable the Chief Secretary to objectively measure performance if the Chief Secretary is to be able to provide assurance to the Chief Minister and CoMin that government is on track to deliver against its key objectives.

2. The Functional Elements of the Role

Supporting His Excellency, the Lieutenant Governor

The job description for the role of Chief Secretary describes this element of the role as follows:

- *As principal advisor to His Excellency the Lieutenant Governor, the Chief Secretary will:*
 - *provide sound and impartial policy advice to the Governor in relation to His Excellency's executive functions;*
 - *ensure that proposals submitted for consideration by His Excellency have been properly researched and analysed, and related financial implications accurately assessed, so that their impact can be understood and informed decisions made in the context of applicable statutory functions and other duties and the Island's constitutional position vis-à-vis the Crown;*
 - *maintain and, as appropriate, further develop the quality of services delivered on behalf of His Excellency in respect of his executive functions. This will include the exercise of functions delegated by His Excellency to the Chief Secretary and the delivery of related services in respect of immigration and the naturalisation of foreign nationals.*
- The job description also goes on to state, that the role-holder will act as the conduit for formal two-way communications between the Government of the Isle of Man, and HM Government ensuring that such communications are dealt with expeditiously and in an appropriate manner.
- The role-holder meets with His Excellency, the Lieutenant Governor, on a weekly basis to discuss government matters.

2. The Functional Elements of the Role

- The Secretary of State for Justice and Lord Chancellor is the United Kingdom Government Minister who has responsibility for the Isle of Man and acts as the Privy Counsellor for Manx affairs. The Ministry of Justice is responsible for managing the UK's constitutional relationship with the Isle of Man.
- The Lieutenant-Governor has a delegated authority to signify Assent on behalf of The King to the island's principal legislation where it relates to domestic matters. Principal legislation in the Isle of Man which may affect the role and responsibilities of the Lieutenant Governor, defence and aspects of the Royal Prerogative are reserved for Royal Assent or sanction by The King-in-Council.
- This is an important remit which does not hinder or impede any other aspect of the Chief Secretary's role, nor does it require any form of adjustment as the function is currently undertaken without difficulty.

2. The Functional Elements of the Role

Providing leadership to the work of the Chief Officer Group and managing the performance of Chief Officers.

- This element of the role provoked more comment than any other. Debate typically centred on how the performance of Chief Officers was being managed (and how it should be managed); who was responsible for managing that performance (or should be responsible for managing it); and ultimately, who Chief Officers are accountable to.
- Over-laying and relevant to this debate was the role of COG and the interactions between this group and CoMin. And what the role of the Chief Secretary is, or should be, in managing, coordinating and directing the work of Chief Officers both individually and collectively as COG.
- In considering these various issues, it is easy to get caught in fine dividing lines and distinctions between responsibility and accountability, and various scenarios where a Minister is seeking to direct a Chief Officer to take action which maybe at odds with that of the Chief Secretary or even Chief Minister. In short, how can you serve two masters?

2. The Functional Elements of the Role

- The reality is that in any jurisdiction civil or public servants have to serve two masters. In an Isle of Man context, there is an elected official, who is appointed by the Chief Minister to serve as a minister. The Chief Officer of a department is the most senior civil servant in that Department. Each Chief Officer supports the government minister as the head of the department, who is accountable to Tynwald for the department's actions and performance. The Chief Officer as Accounting Officer is also personally responsible to Tynwald for the stewardship of resources within the department's control so as to achieve value for money. However, the Chief Officer as Accounting Officer is also personally responsible for ensuring that their departments meet high standards of governance, decision making, including providing ministers with clear, well-reasoned, timely and impartial advice.
- In this latter respect, they are also responsible to the Chief Secretary, as their designated line manager, for their personal performance in discharging those responsibilities. As far as we can establish, this fact is not in doubt. However, because line management responsibility for Chief Officers has only ever been exercised with the very lightest of touches the question as to whether the Chief Secretary has line management responsibility for Chief Officers has become a matter of debate. And whilst it could be argued that line management at this level should be exercised with a light touch, that does not mean no touch. In particular, holding individuals to account for their personal performance, should be the norm at all levels of the civil service and not just for Chief Officers (and the Chief Secretary who should not be excluded from the process) rather than the exception.

2. The Functional Elements of the Role

- In our view, the absence of such a framework has created a management vacuum where issues of under performance at all levels of the civil service has not been tackled effectively. And whilst levels of under performance might be the exception rather than the norm, if it is not dealt with appropriately and expeditiously it will undoubtedly cast a shadow.
- In the case of Chief Officers, this should enable a clear link to be made between individual objectives and departmental priorities ensuring measurable lines of accountability when it comes to the performance of the department as a whole. At the beginning of the performance year, it should clearly articulate performance standards and expectations and facilitate, through regular bilateral conversations between Chief Officers and Chief Secretary, an all-year round focus on performance to allow for the prompt identification, monitoring and tackling of underperformance.
- In this latter respect, whilst we are of the clear view that the performance of Chief Officers needs to be pro-actively managed by the Chief Secretary, it should not be implied that personal levels of performance of Chief Officers leaves something to be desired. The issue here is that there must be a performance management framework in place which aligns individual objectives to organisational objectives at all levels of the civil service hierarchy including those for the Chief Officers and the Chief Secretary.
- The question as to who should pro-actively manage the performance of the Chief Secretary and take responsibility for setting performance objectives for the role-holder is discussed further in section 4, page 51.

2. The Functional Elements of the Role

Leadership of Chief Officer Group (COG)

- After CoMin, the COG is arguably the most important group in Isle of Man Government. It comprises the Chief Officers of each government department who meet twice a week under the chairmanship of the Chief Secretary. Terms of reference (TOR) for COG were last established in 2013 (see Annex D).
- Many we spoke to were unaware that COG TOR actually existed much less what they specified, which perhaps explains why quite different views were expressed as to COG's role and remit. This naturally begs the question as to what should its remit be? In considering this question it could be argued that this is beyond the terms of reference of this review. However, given the role of COG is central to the effective delivery of government services, and by extension the role of the Chief Secretary who is formally charged with leading COG, it is difficult to divorce the remit of COG from the remit of the Chief Secretary.
- Our view is that collectively COG should be responsible for the oversight of how government operates including ensuring that there is an effective cross-government approach to business planning linked to performance management arrangements that allow departments to set objectives, make robust plans to deliver their commitments, and measure and report performance. As part of that process, we would also expect that COG will ensure that there is performance information which can support CoMin in taking informed decisions. In short, COG should provide the information to CoMin on whether government is achieving its aims and meeting the needs of the population of the Isle of Man.

2. The Functional Elements of the Role

- In summary, COG should, under the stewardship of the Chief Secretary, take responsibility, for:
 - ensuring CoMin priorities are responded to effectively;
 - setting the strategic direction for the operating model of government, system-wide capability and capacity, cross-cutting delivery, efficiency programmes, and ensuring value for money;
 - implementing the future vision for the civil service as a whole and solving long-term organisational and cultural challenges including around people and technology;
 - managing performance and systemic risk to ensure the civil service is successfully implementing the government's programme;
 - promoting coherent cross-government and cross-functional working.
- As the most senior collective leadership body for the civil service, members of COG should also support the Chief Secretary in a programme of visible leadership and engagement with the wider civil service. Clearly, COG can and do fulfil elements of this remit, however, whether they do so in a systematic and auditable way, such that decisions taken are clearly stated with specific targets for service levels or outcomes set so that any mismatch with expectations can be identified and corrected, is unclear.

2. The Functional Elements of the Role

- Looking ahead, there is clearly a need for COG to update its terms of reference and more importantly, set out how it intends to fulfil its remit. COG must also support the Chief Secretary in providing strategic leadership of the civil service, to make sure it works as a coherent and effective whole and has the capability both now, and in the future, to respond to the challenges it faces.

2. The Functional Elements of the Role

Providing Leadership, and setting the Strategic Direction, for the Isle of Man Civil Service

- The Chief Secretary is responsible for the strategic leadership of the civil service, to make sure it works as a coherent and effective whole, and has the capability both now, and in the future, to respond to key challenges. In reviewing this element of activity, it was unclear how this remit has been fulfilled save through the work of the Office of Human Resources for whom the role-holder is accountable as Accounting Officer for the Cabinet Office.
- Looking ahead, this remit will require the Chief Secretary to consider the strategic challenges faced by the civil service, collectively agree a way forward, including making recommendations to CoMin on key issues where appropriate. This is a very broad agenda which naturally includes:
 - the strategic direction for the operating model of government, civil service wide capability and capacity, and cross-cutting delivery;
 - developing and implementing a future vision for the civil service as a whole and solving long-term organisational and cultural challenges – setting the tone, modernising the culture and driving the reform process;
 - promoting coherent cross-government and cross-functional working.

2. The Functional Elements of the Role

- This is not an agenda that the Chief Secretary can hope to fulfil alone; it is one that will require a wider leadership approach. Interestingly, the OECD website cites the approach the Irish Civil Service took in setting the future direction of strategic leadership in the Irish Civil Service.
- The first pivotal step was the establishment of a Civil Service Management Board (CSMB). The CSMB enabled all Secretaries General/Heads of Offices, for the first time, to meet collectively to have strategic discussions on issues affecting all Government Departments and Offices. The CSMB implements the Civil Service Renewal Plan (CSRP), which seeks to tackle the biggest challenges facing the Irish Civil Service.
- The CSMB provides a strong, dynamic, collective leadership and executive management team to deliver a wide range of whole-of-Government priorities with substantial outcomes benefiting the Irish public, employees of the civil service and Government itself. This unified governance model allows for far more cross-organisational working through secondments and project-based working. It not only provided support to the Secretary General cadre at an individual level, but it also provides for the development of centralised, high-quality supports and guidance in the areas of HR, ICT, project management, procurement and communications thus accelerating modernisation and maximising potential for economies of scale.

2. The Functional Elements of the Role

- In most respects, COG mirrors the role of the Irish CSMB. Indeed, COG has recently identified a number of development areas not dissimilar to the ones identified and delivered by the Irish CSMB. These are shown overleaf.
- However, one key difference between the Irish CSMB and COG is the former has clear terms of reference with a mandate and expectation that they will deliver against clear delivery objectives. These were stated as:
 - to ensure the Government has the support of a cohesive executive management team to deliver whole-of-government outcomes;
 - to agree on key outcomes for the year ahead and a business plan to achieve it;
 - to horizon scan, identify and manage strategic and operational risks;
 - to share ownership of reform by assigning officials at Secretary General/Head of Office level to the key Civil Service Reform Plan (CSRP) actions to drive and deliver successful civil service reform;
 - to assign collective responsibility to the Board to drive the implementation of the CSRP under the leadership of the Secretaries General of the Department of the Taoiseach (Prime Minister) and the Department of Public Expenditure and Reform.
- In our view, this is a model that COG could usefully seek to adopt and one which would support the Chief Secretary in providing leadership, and setting the strategic direction, for the Isle of Man civil service.

2. The Functional Elements of the Role

COG Identified Development Areas

- Standards & values
- Reward & recognition
- Engagement & employee Voice
- Communications
- Leadership, training & support
- Governance & empowerment
- Performance management
- Working environments

Irish CSMB Development Areas

- Establishment of OneLearning - a shared suite of training programmes for the civil service
- Development of the National Data Infrastructure, linking administrative data sources from public bodies
- Development of a civil service ICT strategy
- Launch of the civil service Excellence and Innovation Awards
- Implementation of an employee mobility programme Development of a talent management scheme for senior civil servants
- Creation of a People Strategy for the civil service
- Design and issue of a biennial civil service Employee Engagement Survey
- Professionalisation of project management through a network, handbooks, tools and a portal

2. The Functional Elements of the Role

Accounting Officer for the Cabinet Office

- As Accounting Officer for the Cabinet Office the role-holder is accountable for the development, management, co-ordination and delivery of
 - HR Services (OHR)
 - Government Technology Services
 - Policy & Strategy
 - Change & Reform
 - Crown & External Relations
 - Public Health
 - Isle of Man Borders
 - Executive Office
- This is a significant remit. HR services for the whole of government delivered via the Office of Human Resources (OHR), and IT infrastructure for the whole of government delivered via Government Technology Services (GTS) are functional elements of activity that are not only significant in their own right, but more importantly, underpin the work of every part of government. Other assorted responsibilities that also fall within the remit of the Cabinet Office and for which the Chief Secretary is accountable, include planning policy and appeals, plus an assortment of boards, committees and advisory groups.

2. The Functional Elements of the Role

- As we said at the outset of this report, this review process is not focused on the remit of the Cabinet Office, and whether the remit of that Office via-a-vis its functional responsibilities should be expanded or contracted. Our focus is the remit of the Chief Secretary and in the context of the Cabinet Office whether the remit of Accounting Officer for that Office should sit with the Chief Secretary.
- On this point consultees were mainly of the view that Chief Secretary should not be responsible for the Cabinet Office. However, views as to whether the Cabinet Office should constitute a department in its own right, led by a Chief Officer who would become the Accounting Officer for the department, differed.
- In our view, the Cabinet Office needs to be led by a Chief Officer in the same way that every other government department is led by a Chief Officer. And as Accounting Officer for the Office, the Chief Officer would be accountable to the Minister for the Cabinet Office in the same way that every other Chief Officer is accountable to a Minister, and also accountable to the Chief Secretary, as their designated line manager, for their personal performance in discharging the responsibilities as an Accounting Officer.

2. The Functional Elements of the Role

The Office of The Chief Secretary

- There is one functional element of responsibility of the role that we are yet to explore, and that relates to the Office of The Chief Secretary. There are two issues to consider here.
- The first issue is administrative: ensuring that the Chief Secretary has direct access to management, administrative and secretarial support. Currently, that support is provided by a Private Office, managed and co-ordinated by the Cabinet Office, Executive Director, Policy Development.
- Looking forward, we would envisage that the Office of the Chief Secretary will take on a wider role managed and co-ordinated separately from the Cabinet Office under the stewardship of a Chief of Staff. The role of this new office and its proposed structure and staffing is outlined in section 4.
- The second issue is representational: representing the Isle of Man on the national and international stage. As Chief Secretary, the role-holder is naturally expected to play a leading role in promoting and representing the Isle of Man in various national and international fora. This includes building solid and positive relations with international decision makers and opinion leaders, and protecting the international reputation of the Isle of Man.
- In considering the dimensions of the role it is important that this personal representational role is not overlooked and that the Chief Secretary has the time to personally lead aspects of development and where necessary, represent and defend Isle of Man government's own laws and policies particularly with UK Government Departments, (which acts internationally on behalf of the Isle of Man), and more widely, with global economic and regulatory institutions.

2. Functional Elements of the role

Conclusions

- In considering each functional element of the role individually and collectively, it is clear that the case for change is unarguable. The accountability and management bandwidth associated with the role is far too great for any single role-holder to manage effectively.
- The only question that remains, and the one to which we now turn, is what should the remit of the Chief Secretary logically encompass and what management and organisational arrangements should be put in place to support the Chief Secretary in delivering that remit?
- However, before considering those management and organisational arrangements there are two broader elements of the management equation that we believe need to be addressed in tandem to enable the Chief Secretary to develop, manage and co-ordinate work effectively. These broader elements are outlined and discussed in the following section.

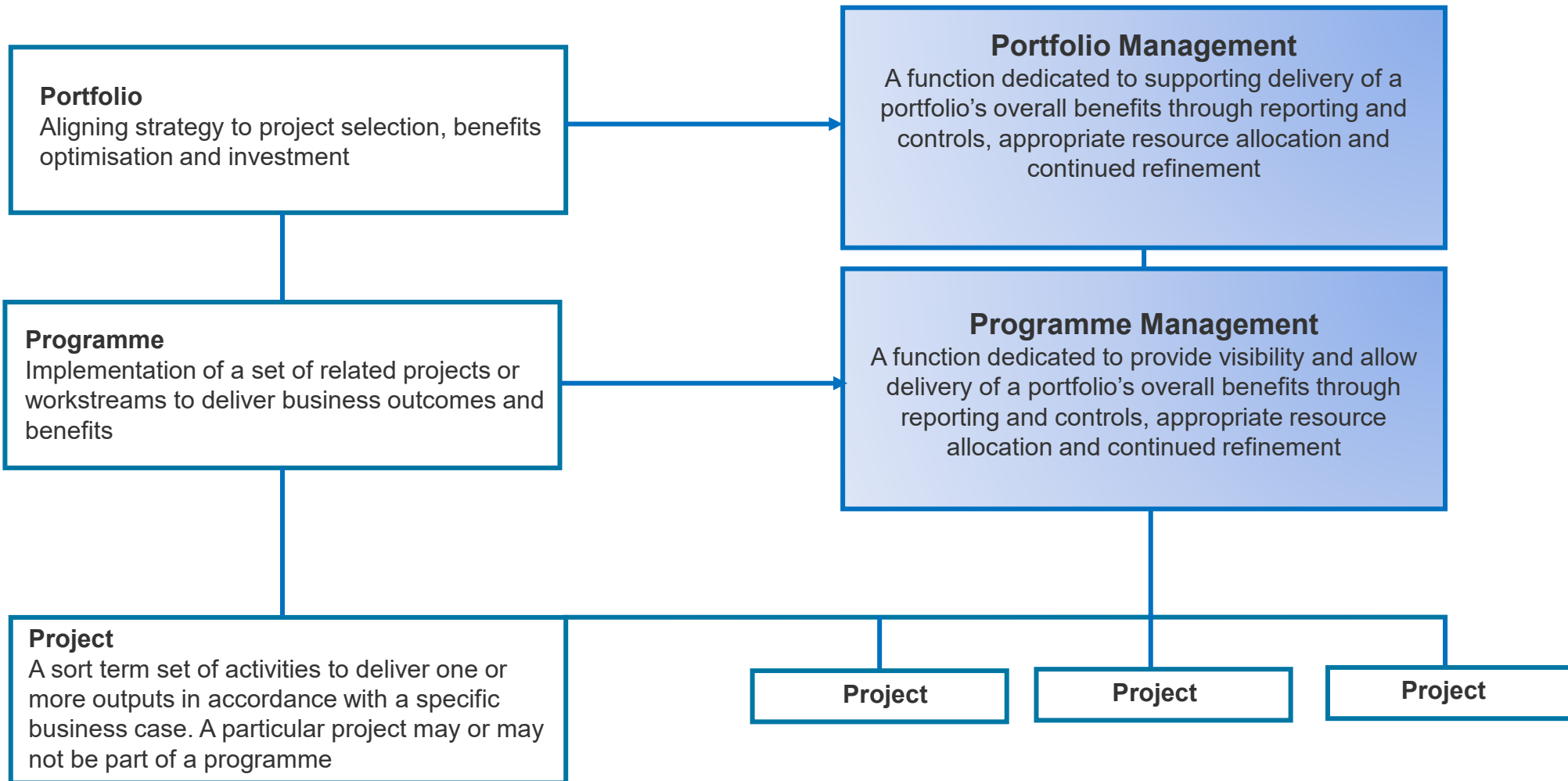
3. The Broader Management Equation

Portfolio & Programme Management

- It is increasingly the case that organisations, public and private, in all jurisdictions need to deliver bigger, transformational change, and to do so at a faster pace than ever before. Isle of Man government is no exception; indeed, the all-Island plan sets out an ambitious programme of development and change.
- However, that change cannot be delivered using the same ad hoc management approach and processes that largely support programme delivery through a departmental framework. Most organisations, including those in the government sector, increasingly look to develop a Portfolio and Programme Management (PPM) approach to delivering change programmes. In adopting this approach, organisations have recognised that delivering cross-cutting programmes requires more than informal management between different directorates within an organisation, or in the case of Isle of Man government, formal or informal management arrangements between government departments.
- It requires an effective PPM structure to be put in place which will enable projects to be delivered effectively. We note that there is a Business Change Services division within the Cabinet Office whose remit includes managing and supporting corporate change programmes, and enabling the delivery of change across government. However, in our view a whole-organisation or Isle of Man government approach to PPM needs to be adopted and better programme delivery structures put in place at all levels of government. A PPM organisational model is illustrated overleaf, page 38.

3. The Broader Management Equation

A PPM Organisational Model



3. The Broader Management Equation

- Looking at the Chief Secretary's remit, it is difficult to envisage how the Chief Secretary will be able to provide the leadership for the programme of transformational change the role is expected to deliver without a PPM structure in place to support that change process. Take, for example, the COG identified development areas outlined on page 32. Taken together they form a portfolio; each individual development area reflects a programme; and within each programme there will be a series of linked projects.
- It is not enough for each Chief Officer to take ownership of a development area, important though senior level ownership is. There needs to be a programme delivery structure in place to manage each programme. This will require a Portfolio Management Office (PMO) to be set up to ensure that this and other portfolios, programmes and projects remain aligned to their strategic objectives and more importantly, provide a means of supporting regular executive reporting to the Chief Secretary and CoMin on the progress in delivering programme outcomes. In short, a PMO that provides the Chief Secretary and CoMin with the information, analysis and insight they need to ensure that Isle of Man government's change portfolio remains achievable, affordable and on track to deliver its strategy.
- Whether that PMO sits within the Cabinet Office or the Chief Secretary's Office is perhaps a matter for debate. On balance, we believe it should sit within the Cabinet Office and the Business Change Services team. However, the key point in the context of the Chief Secretary's role is that there has to be a better management delivery model put in place to support the Chief Secretary, and Chief Officers, in delivering the programme of transformational change they have been tasked with and for which, the Chief Secretary will be ultimately accountable for delivery.

3. The Broader Management Equation

Performance Management

- Performance information is essential for managers at all levels to know if performance it is on track or needs correction or improvement. For the centre of government, it should provide CoMin with the information on whether government is achieving its aims and meeting the needs of citizens. For Tynwald and taxpayers, it should provide accountability on whether the government of the day is delivering on its promises. And for departments, it should allow them to make good management decisions about what they do, and how they do it.
- It therefore goes without saying, that if the Chief Secretary is to effectively fulfil the role of supporting the Chief Minister and CoMin, the role-holder must be able to monitor the progress departments make in achieving the government's agenda. Yet, across government there is no coherent, integrated system of performance management which would enable the Chief Secretary to do this.
- To be clear: both the Chief Secretary and CoMin, individually and collectively, need to be able to review performance and challenge the levels attained with a clear sense of the scope for improvement and the scale of any problems faced. Performance reports should explain the story of the organisation's performance and suggest a course of action, and provide an insight into what has influenced or impacted performance, as well as describing performance achieved. It should provide the mechanism by which CoMin reviews its priorities and makes changes to those priorities.

3. The Broader Management Equation

- We saw no evidence that CoMin is provided with a performance report that fulfils those requirements. Nor did we see any evidence that the Chief Secretary is provided with performance reports by Chief Officers that would enable the role-holder to provide performance reports to CoMin.
- That is not to say that either the Chief Secretary or CoMin are not concerned with performance, or do not seek to review performance. Clearly, both the Chief Secretary, CoMin and COG are concerned with relevant levels of performance, but the absence of any systematic performance reporting framework makes the progress of tracking progress difficult and can leave CoMin members unsure as to how it is planned to deliver objectives, particularly those which are cross-cutting.
- Developing a more coherent, integrated system of performance management must therefore be seen as a key priority. In this regard, it is also important to remember that the performance system can also drive behaviour in an organisation – ‘what gets measured gets done’. A well-accepted principle of performance management is that there should be a ‘golden thread’ of performance information, linking frontline operations to strategic objectives. Achieving this in government can be challenging, as strategic objectives are often complex and far removed from day-to-day service delivery. However, if Isle of Man government is going to make the step change in performance envisaged by the all-Island plan, measuring and managing performance at an individual, organisational and corporate level can no longer be regarded as optional.
- For the Chief Secretary to be able to fulfil the responsibility to support the Chief Minister and CoMin, the role-holder must be able to monitor and hold to account Chief Officers for the progress their departments make in achieving the government’s agenda. The Chief Secretary cannot do this without a coherent, integrated system of performance management in place.

4. Future Organisational and Management Changes

Introduction

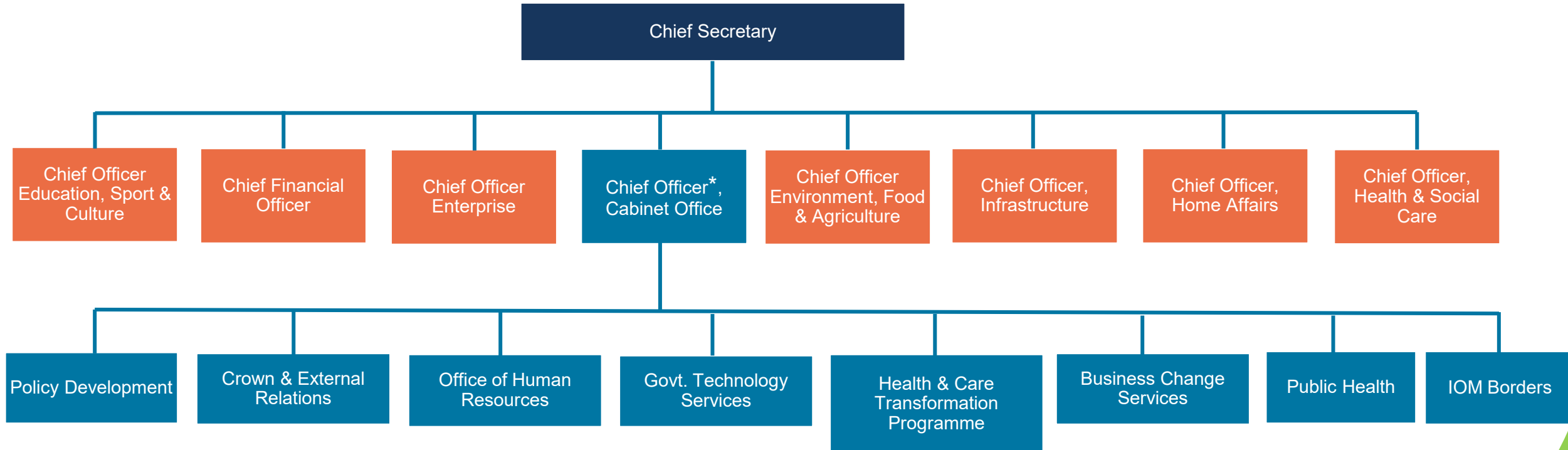
- In this section we look and consider the organisational and management changes that should be considered to the remit of the Chief Secretary and to the Office of the Chief Secretary to enable the role-holder to fulfil that role effectively. In most reviews of this type this would usually lead to the consideration of a number of different options including the pros and cons of those options. However, for this particular review there are two reference points that simplify the organisational equation. First, the agreement that the remit is too wide. Second, it is obviously too wide because the Accounting Officer remit for the Cabinet Office unbalances the whole role.

Accounting Officer for the Cabinet Office

- In our view, the Cabinet Office is for all intents and purposes a department in its own right and as such should be led by a Chief Officer who would take on Accounting Officer responsibilities for the Office and become a member of COG accountable to the Chief Secretary.

4. Future Organisational and Management Changes

Chief Officers (Accounting Officers)



*Proposed Appointment of Chief Officer (Accounting Officer), for Cabinet Office

4. Future Organisational and Management Changes

Supporting the Chief Secretary

- If our proposal to appoint a Chief Officer as Accounting Officer for the Cabinet Office is adopted, the Chief Secretary's remit is still a formidable one given its functional breadth and depth, and the challenges posed by those functions. In summary the Chief Secretary would still be accountable for delivery across a wide range of functions including:
 - Supporting the Chief Minister in leading the Island's Government and the Council of Ministers in the exercise of its functions and duties.
 - Supporting His Excellency, the Lieutenant Governor in his role in leading the exercise of Crown functions and duties.
 - Providing leadership to the work of COG and managing the performance of Chief Officers.
 - Providing leadership, and setting the strategic direction, for the Isle of Man Civil Service and ensuring that the civil service maintains its capability to respond effectively to change
- However, many we spoke to or corresponded with during the course of the review, were of the view that two Chief Operating Officers (COO) should be appointed: one to lead the work of the Cabinet Office; and one to lead the work of COG. This would leave the Chief Secretary free to focus entirely on matters of strategy and policy and supporting the Chief Minister and CoMin in the delivery of that strategy and policy. In short, divorce the policy and strategic from the operational and in so doing, provide a better more focused approach to both.

4. Future Organisational and Management Changes

Viability of Chief Operating Officer Role

- This option would have the net effect of creating two Deputy Chief Secretaries who would effectively act as 'span-breakers'. That is to say, they would reduce the span of control of the Chief Secretary but not the Chief Secretary's accountability. The appointment of a COO or Deputy Chief Executive to manage and co-ordinate the work of the Cabinet Office would still leave the Chief Secretary as Accounting Officer for the Cabinet Office with associated responsibility for its performance. In short, it would add an additional rung on the management ladder without reducing the accountability of the Chief Secretary. It would also beg the question as to why the Cabinet Office whose current functional remit is greater than that of a lot government departments, should not be subject to the same management arrangements as those which apply to other government departments i.e., managed by a Chief Officer with full Accounting Officer responsibilities.
- Similarly, the introduction of a COO or Deputy Chief Executive to manage and coordinate the work of COG would also add an additional rung to the management ladder. And whilst this would divorce the Chief Secretary from operational management responsibility for COG it would still leave the Chief Secretary accountable for the group albeit one step removed.

4. Future Organisational and Management Changes

- Whilst we understand both the organisational and management logic that underpins this proposal – and we would also agree that it is a viable option – it is not one we would support for three reasons.
- Firstly, in the case of the Cabinet Office it is the role-holder's accountability that needs to be reduced not the span of control. A COO role in a Cabinet Office context would still leave the Chief Secretary accountable for the development, management and delivery of a wide and diverse range of functions including core cross-cutting corporate services delivered by OHR and GTS.
- Secondly, in the case of the management and leadership of COG we are not convinced that in an Isle of Man government context you can completely divorce the operational from the policy and strategic such that the role of the Chief Secretary can be neatly segmented between the two.
- Thirdly, a COO post would need to have full management accountability for the management of COG both individually and collectively. This would dilute the role of the Chief Secretary and impact the management relationship between COG and the Chief Secretary. In our view, the direct management link between the Chief Secretary and COG, individually and collectively, needs to be maintained because it is this axis of accountability that is ultimately accountable to CoMin for the delivery of government's objectives
- That is not to say there is no role for a COO in a government or departmental context. There will undoubtedly be some areas of government where the remit and responsibilities traditionally associated with that of a COO would be of value in directing, managing and co-ordinating operational management activities. But in considering the role and remit of the Chief Secretary, we do not believe this is the right type of role for the context and level at which the Chief Secretary has to operate.

4. Future Organisational and Management Changes

Chief of Staff

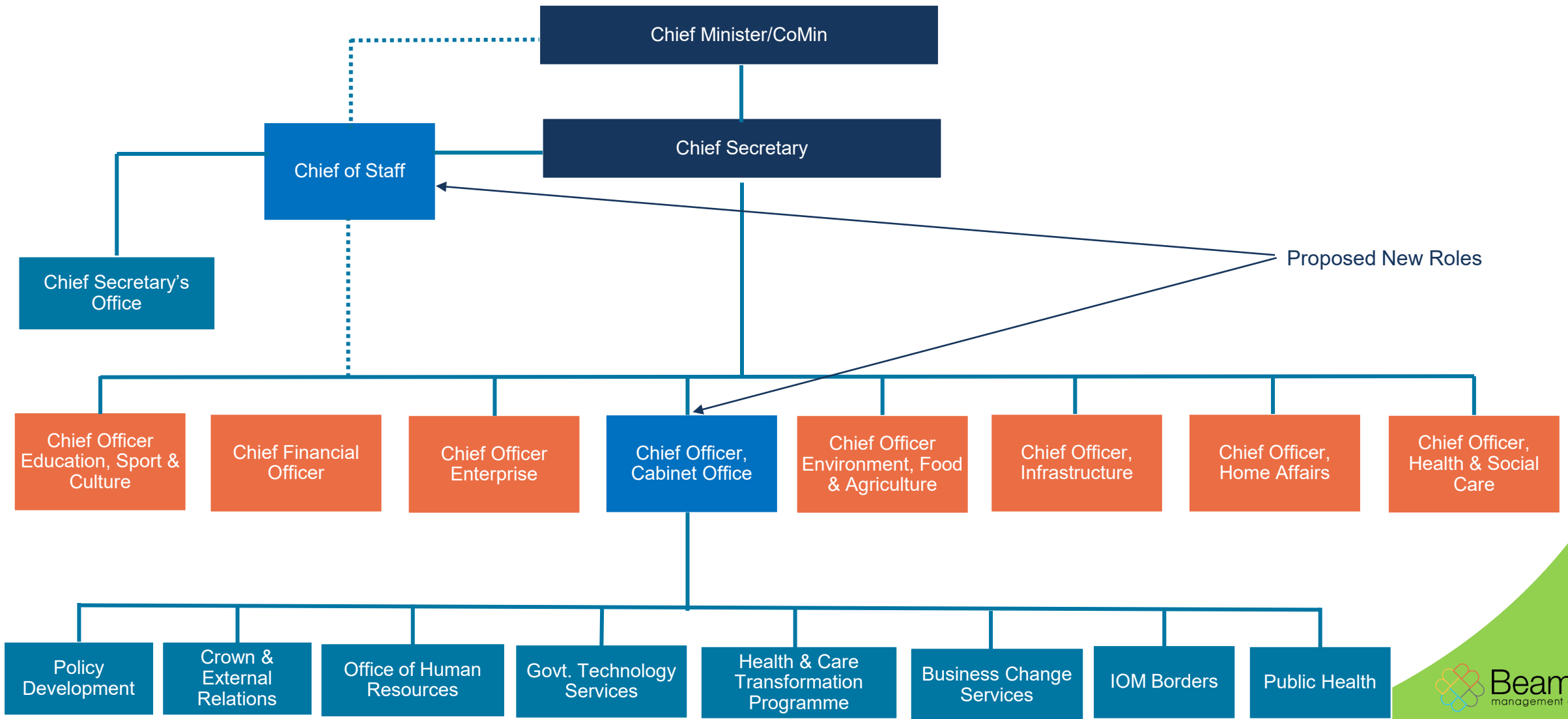
- In our view, the Chief Secretary should look to appoint a Chief of Staff whose remit and responsibilities would be to lead and manage the Chief Secretary's Office, providing advice and support that will enable them to fulfil their strategic leadership role. The Northern Ireland Civil Service (NICS) recently advertised for a Chief of Staff, to support the Head of the NICS. The job description for this role is reproduced at Annex C. We would envisage the remit of a Chief of Staff to support the Chief Secretary to be similar to that of the NICS role, but with the added role of supporting the Council of Ministers by providing high-quality and impartial information to the Chief Minister and Ministers to support their strategic thinking, planning and decision making and providing challenge where appropriate.
- In putting forward this proposal we would draw attention to a number of key features of the role: firstly, this is not an administrative role responsible for day-to-day administrative matters. It is a senior executive role who will be able to act with the implicit authority of the Chief Secretary. The focus of the role, as articulated in the job description (Annex C), should be on engaging with a wide range of stakeholders including Chief Officers and CoMin on behalf of the Chief Secretary across the entire remit of government business. In particular, the role requires sufficient personal credibility and sensitivity to convey the advice or direction of the Chief Secretary to Chief Officers and other senior colleagues, and to interpret and manage responses, whilst maintaining productive relationships.

4. Future Organisational and Management Changes

- Secondly, as the job description makes clear, this is a high-profile support and advisory role which will require the role-holder to exercise careful judgement under pressure on a range of matters that will often be significant, controversial, cross-cutting and politically sensitive. As a conduit between the Chief Secretary and COG the role-holder will play a pivotal role in challenging and supporting COG members, individually and collectively, on all aspects of departmental performance. The role should manage and co-ordinate what would be a performance hub that will provide the Chief Secretary, CoMin and COG with executive planning, performance and analysis reporting through dashboard-based tools. In this latter respect, we would envisage that this role will take responsibility for working with COG and senior leadership colleagues across government to build a more coherent, integrated system of performance management.
- We would also envisage the Chief of Staff acting as the Portfolio Manager for the COG identified development areas listed on page 32. However, in seeking to define the role it is important to remember that the remit of a Chief of Staff is more often than not, defined and shaped by the senior officer to whom the Chief of Staff reports, in this context the Chief Secretary. And that's how it should be. The Chief Secretary should be free to shape the remit of the role to suit the management remit and challenges they are accountable for.
- An organisation chart depicting the new role and reporting lines is shown overleaf, page 49.

4. Future Organisational and Management Changes

Proposed Organisational Structure & Reporting Lines



4. Future Organisational and Management Changes

Chief of Staff or Chief Operating Officer

- There is a more than a subtle difference between the role of a Chief of Staff and that of a Chief Operating Officer, the key difference being that a Chief of Staff does not have management responsibility for the senior staff through whom much of the business of the role has to be conducted. By contrast, a Chief Operating Officer would have formal management responsibility for the group of senior staff for whom the role is responsible. In our view, the appointment of a COO would upset the management axis between the Chief Secretary and COG
- We believe the appointment of a Chief of Staff strikes the right balance between providing the Chief Secretary with enough senior management support to fulfil the core remit of the role effectively whilst ensuring that the work of COG, individually and collectively, is still managed and co-ordinated by the Chief Secretary.
- As a senior aide to the Chief Secretary, the Chief of Staff would be the 'eyes and ears' of the Chief Secretary and also act with the implicit authority of the Chief Secretary.

4. Future Organisational and Management Changes

The Chief Secretary's Office – Administrative & Secretarial Arrangements

- As part of this review process we have not sought to identify the secretarial and administrative support required to enable the Chief Secretary's Office to function independently of the Cabinet Office. Our working assumption is that the work of the Private Offices who support both the Chief Secretary, the Chief Minister and CoMin could be transferred 'as is'.
- Whilst we would expect the Chief of Staff, on appointment, to take responsibility for the oversight of the Office, day-to-day management and co-ordination of administrative business that naturally flows to and from the Office would, as we assume to be the case at present, be managed and co-ordinated by the Head of Administration.

Accountability of the Chief Secretary

- As a civil servant the Chief Secretary has to be held accountable for their personal performance in the same way as every other civil servant. However, in the case of the Chief Secretary this presents an issue as the role-holder will be the Isle of Man's most senior civil servant. In considering this question we are unsure what, if any, arrangements are in place to review the performance of the Chief Secretary. And in the absence of any formal agreed arrangement it should be for the Public Services Commission to determine what that arrangement should be.

4. Future Organisational and Management Changes

- Logically, the Chief Secretary must be accountable to the Chief Minister. In terms of performance reporting, we would expect the Chief Minister in collaboration with CoMin, and supported by the Secretary of the PSC to agree on:
 - the objectives, targets, and priorities for the Chief Secretary, and the values and behaviours that the role-holder is expected to display in their work and promote throughout the civil service;
 - the process for reviewing the Chief Secretary's performance;
 - the means by which CoMin may express their views on the Chief Secretary's performance; and
 - changes to key result areas and performance targets
- An agreed performance review framework that draws on objective information about the Chief Secretary's performance, and a process which involves CoMin as a whole in reviewing that performance needs to be put in place. As part of that framework, we would expect the Chief Secretary to be appraised formally by the Chief Minister in collaboration with the Chair of the PSC against the objectives, targets, and priorities set for the role at the start of the performance review cycle. To support the appraisal and review process a Non-Executive Director with senior level HR expertise could usefully be appointed to lead and manage the process.

5. Ancillary Issues

Introduction

- During the course of the review process a number of issues were raised which although pertinent and not without merit, fall outside our terms of reference.
- We have, as far as practicable, endeavoured to stay within our terms of reference commenting only on those issues that are relevant to questions of the role and remit of the Chief Secretary, and the organisational and management arrangements that need to be in place to enable the Chief Secretary to fulfil the role effectively.
- In the following paragraphs three issues which were brought to our attention but fall outside our terms of reference are highlighted.

Single Legal Entity

- This has been the subject of much debate in the Isle of Man. A CoMin Single Legal Entity Sub-Committee produced an interim report in 2017 which recommended an incremental approach should be adopted. In considering changes to the role and remit of the Chief Secretary the issue of single legal entity does not, as far as we can establish, hinder or impact the changes we have proposed to the role and remit of the Chief Secretary.

5. Ancillary Issues

Role & Remit of the Public Services Commission (PSC)

- We understand that a set of proposals in relation to the future operation and governance of the PSC are under consideration. Our proposal to create a Chief Officer post for the Cabinet Office will impact on these proposals to the extent that the Chief Secretary will no longer be the Accounting Officer and responsible Chief Officer for the Cabinet Office.

The Relationship between Politicians and Chief Officers

- Some consultees felt that boundaries between politicians and Chief Officers (including the Chief Secretary) have become blurred to the extent that a shared understanding of the boundaries between the roles of governance and management needs to be re-established. Clearly, Chief Officers must learn to work with elected members who may have very different objectives and ways of working. Ministers and CoMin rely heavily on the advice they receive from Chief Officers. Accordingly, it is essential that Ministers and Chief Officers (and the Chief Secretary and CoMin) function as a team in an environment of mutual respect and trust.
- However, it is beyond our terms of reference to review how the Chief Secretary, CoMin and Chief Officers interact individually and collectively to deliver government objectives.

6. Conclusions

- In organisational and management terms we propose that:
 - a Chief Officer should be appointed as Accounting Officer for the Cabinet Office accountable to the Chief Secretary for the performance of the Office;
 - a Chief of Staff should be appointed who can act with the implicit authority of the Chief Secretary in supporting the role-holder in fulfilling the remit and responsibilities of the role. In particular, the Chief of Staff will:
 - manage and co-ordinate a performance hub that will provide the Chief Secretary, CoMin and COG with executive planning, performance and analysis reporting through dashboard-based tools;
 - provide high-quality and impartial information to CoMin to support their strategic thinking, planning and decision making, providing challenge where appropriate;
 - act as the Portfolio Manager for the COG identified development areas listed on page 32;
 - oversee the work of the Chief Secretary's Office which would no longer be managed under the stewardship of the Cabinet Office.
 - the Chief Secretary should be accountable to the Chief Minister with formal performance reporting and appraisal mechanisms put in place managed and co-ordinated by the Chair of the PSC.

6. Conclusions

- Alongside what are fairly modest organisational and management changes, the report also concludes that it is difficult to envisage how the Chief Secretary will be able to provide the leadership for the programme of transformational change the role is expected to deliver without a PPM structure in place to support that change process.
- The report also highlights the need to develop a more coherent, integrated system of performance management if Isle of Man government is going to make the step change in performance envisaged by the all-Island plan. For the Chief Secretary to be able to fulfil their responsibility to support the Chief Minister and CoMin, the role-holder must be able to monitor and hold to account Chief Officers for the progress their departments make in achieving the government's agenda. The Chief Secretary cannot do this without a coherent, integrated system of performance management in place.
- Finally, the report notes that the focus of the leadership demands of the role, both formal and informal, should not be underestimated. Empirical evidence shows that strong leadership is critical to the culture of high-performing organisations. It is therefore important the Chief Secretary has the management headroom and tools to fulfil that leadership role effectively.
- Taken together we believe the proposals outlined in this report will enable the Chief Secretary to fulfil that leadership role and meet the challenges that lie ahead.

Annex A: Terms of Reference

By e-mail

Mr C Randall
Chief Secretary
Chief Secretary's Office
Bucks Road
Douglas
Isle of Man
IM1 3PZ.

Dear Caldric,

Review of Chief Secretary's Remit

We spoke last Friday afternoon, 19th August, about undertaking a brief review of the Chief Secretary's role and remit, and the organisational and management arrangements that are needed to enable the Chief Secretary to fulfil that remit.

In commissioning this review you are clear that the review process should not extend to examining the various functional elements of Cabinet Office activity (and the management and organisational arrangements which support the management, co-ordination and delivery of Cabinet Office functions) but focus on the inputs required by the Chief Secretary to support the delivery of those functions.

In considering the remit of the Chief Secretary there are a number of aspects to the role that need to be considered including

- The role of the Chief Secretary in supporting the Chief Minister in leading the Island's Government and the Council of Ministers in the exercise of its functions and duties.
- The role of the Chief Secretary in supporting His Excellency the Lieutenant Governor in his role in leading the exercise of Crown functions and duties.
- The role of the Chief Secretary in providing leadership to the work of the Chief Officer Group (COG) and managing the performance of Chief Officers.
- The role of the Chief Secretary in providing leadership, and setting the strategic direction, for the Isle of Man Civil Service and ensuring that the civil service maintains its capability to respond effectively to change
- The role of the Chief Secretary as Accounting Officer for the Cabinet Office

Alongside these core responsibilities the review also needs to consider how the Chief Secretary can be supported in developing and enhancing the confidence of Ministers, staff and the people of the Isle of Man that the Isle of Man public service is an organisation committed to openness and transparency and achieving the highest levels of integrity and ethical behaviour.

Review Process : High-Level Review of CSO Organisational and Management Requirements

Our approach and the consulting inputs required are detailed in the workplan set out in Table 1 overleaf. This involves three stages – Set-up and Data Gathering; Analysis and Option Development; and Reporting.

Our proposed approach is collaborative in that we would propose to check and validate emerging findings – test out assumptions, clarify particular issues and discuss areas, particularly in relation to any new developments, which may need to be taken into account in our final analysis.

The final deliverable will be a report (set out in an agreed format) provided to you.

Annex A: Terms of Reference

1.1	Phase 1; Mobilisation	<ul style="list-style-type: none"> • Introduce the consulting team to you. • Confirm approach and plan of work, including project management arrangements, agree stakeholders to be consulted, and the means of consultation. • Collect documentation and data. • Agree the handling of any initial communications and the involvement of staff representatives (if any). • Take the opportunity to understand any issues that are likely to impact on the review.
1.2a	Phase 2a: Key Stakeholder Interviews	<ul style="list-style-type: none"> • A primary technique will be to conduct focused interviews with each individual member of the department's senior leadership team in order to collect, understand and evaluate key information and data. NB. This might involve more than one interview event. • We will be guided by you as to the extent of the interview programme but would envisage that this would include: <ul style="list-style-type: none"> • Chief Minister • Cabinet Office, Minister • Chief Secretary • Chief Financial Officer • Attorney General • Cabinet Office, Executive Directors • Other key department role-holders (NB: These role-holders would need to be identified in collaboration with the Chief Secretary) • Any other identified partners and stakeholders including Ministers, MHKs and others in the political arena.
1.2b	Phase 2b: Document & Data Analysis	<ul style="list-style-type: none"> • To supplement the interview schedule we will also collect, analyse, and assess a range of documents and data on current management and governance arrangements. This may include business/resource plans; corporate reports; audit reports; departmental policy documents; job descriptions; management information reports; employee survey data (where available); feedback data; complaints logs; previous reports etc.
1.3	Phase 3: Analysis & Option Development	<ul style="list-style-type: none"> • We would draw, as appropriate, on our direct experience, and from the experiences of other relevant bodies in other jurisdictions. In this way we would hope to identify improvements in elements of management, governance and organisation with particular relevance to the Cabinet Office's context of operations.
1.4	Phase 4: Test & Validate findings	<ul style="list-style-type: none"> • As we develop options and recommendations, we would propose to check and validate these options and recommendations with the Chief Secretary (and Chief Minister and Minister as appropriate).
1.5	Phase 5: Reporting	<ul style="list-style-type: none"> • The outcome of the review process will be a written report provided and presented to the Chief Secretary, Chief Minister and Minister for the Cabinet Officer

Annex B: Consultees

Consultee Name	Role / Job Title
Caldric Randall	Interim Chief Secretary
Alfred Cannan	MHK, Chief Minister
Kate Lord Brennan	MHK, Minister for Cabinet Office
Kirsty Hemsley	Executive Director of Policy Development, Cabinet Office
Lawrie Hooper	MHK, Minister for Enterprise
Janet Poole Wilson	MHK, Minister for Justice and Home Affairs
Alex Allinson	MHK, Minister for the Treasury
David Catlow	Interim Chief Financial Officer, Treasury
Elizabeth Smith	Executive Director of Legal Services, Attorney General's Chambers
Walter Wannenburg	Attorney General
Julie Bradley	Interim Executive Director, Office for Human Resources, Cabinet Office
Peter Boxer	Executive Director Crown and External Relations
Dan Davies	Chief Executive Officer, Department of Home Affairs
Graham Kinrade	Chief Executive Officer, Department for Education, Sport and Culture
Mark Lewin	Chief Executive Officer, Department for Enterprise
Jane Poole-Wilson	MHK
Juan Watterson	MHK, Speaker, House of Keys

Annex C NICS Chief of Staff Job Description

Chief of Staff

Senior Civil Service Grade 5

Office of the Head of the Northern Ireland Civil Service



Annex C NICS Chief of Staff Job Description

FOREWORD

Thank you for your interest in the role of Chief of Staff to the Office of the Head of the Northern Ireland Civil Service.

This is an incredibly exciting and pivotal time to be joining the Northern Ireland Civil Service (NICS) as we begin to renew the organisation, to meet the demands of a changing society and economy. Our mission is to improve the wellbeing of the people who live here by serving our Ministers and the Executive and, in working in the Office of the Head of the Civil Service, you will be at the heart of these fundamental changes.

In this new role, you will be working in a high profile and closely scrutinized environment, on a wide range of topics, with a complex array of colleagues and stakeholders. Directly supporting me in my engagement

with Ministers, the Executive and NICS departments, you will provide quality advice, be intuitive and exercise careful judgement under pressure. To be successful in this role, you will be confident in building strong professional relationships internally and externally at the most senior levels.

If you are looking for a new challenge and think you have the qualities we are looking for, I welcome your interest and wish you well in your application.

Jayne Brady
Head of the NI Civil Service

Annex C NICS Chief of Staff Job Description

CONTEXT

THE ORGANISATION

- The Northern Ireland Civil Service (NICS) supports the Assembly, the Executive and the institutions of government. We work to develop and implement government policies and help deliver services to the public.
- As one of the largest employers here, we employ over 23,000 staff across a wide range of disciplines and aspects of government that touch on everyone's day to day lives, managing a total annual budget in excess of £20 billion.
- We have nine departments (which range from around 300 to over 7000 staff) which support the NI Executive and Ministers by developing and implementing government policies and legislation and delivering key public services in areas such as health, social development, justice, education, regeneration, environment, culture, agriculture, economic development, employment and transport. In addition, the Public Prosecution Service is staffed by civil servants and is a non-Ministerial department.

- More information can be found on the website www.nidirect.gov.uk
- As a Senior Civil Servant appointed to The Executive Office (TEO), you will provide clear and engaged leadership, vision and drive and act collaboratively to deliver NICS corporate aims and departmental objectives. While Senior Civil Servants are appointed initially to a specific post, you can expect to move to other posts at the same grade in any NICS department, providing opportunities for a wide ranging and varied career.

THE EXECUTIVE OFFICE (TEO)

This is a period of profound and rapid societal socio-economic change. The civil service is developing its role and mission in supporting the Executive in that context. The pandemic has fundamentally changed our society, but there are longer term drivers. Climate, Green Growth and the move towards a net zero carbon economy will be the strongest driver for economic change since the industrial revolution. Every aspect of our lives will be impacted and the way we live, work,

Annex C NICS Chief of Staff Job Description

CONTEXT

and consume public services will be transformed. The civil service will therefore change and The Executive Office will be at the centre of that.

Specifically, this means a growing emphasis on diversity and inclusion and the promotion of good relations across society. Every aspect of our lives will be impacted and the way we live, work, and consume public services will be transformed.

The Executive Office's role is developing as a central policy making and coordinating centre: making sense of our society's most complex and challenging issues and securing agile delivery. Our responsibility for leading on the development of a Programme for Government is being refreshed in light of our role and mission in support of the Executive. We also lead on a range of specific, emergent policy issues that require cross departmental co-ordination.

In terms of how we work, we want to become a centre of **partnership working**, **innovation** and **agile delivery** at the heart of government.

More information on the functions and structure of The Executive Office can be found on its website at www.executiveoffice-ni.gov.uk

THE ROLE

As Chief of Staff, you will lead and manage the Head of the civil service's Office, providing an advice and support service that enables them to fulfil the roles of strategic leadership of the civil service here, and Secretary to the Executive. This will include the provision of timely, accurate policy, strategic and operational advice (often at short notice) on almost any aspect of the civil service's or Executive business, and responsibility for the effective planning, co-ordination and delivery of the work of the Board (in support of Head of the civil service as Chair). You will also be Secretary to the Board.

Key abilities required will be sound judgement, seeing the bigger picture, communication skills, working at pace and personal resilience. The deployment of diplomacy and soft power 'above grade' is essential,

Annex C NICS Chief of Staff Job Description

CONTEXT

particularly when you need to engage with a wide range of stakeholders including permanent secretaries and other senior civil servants. You must be able to speak 'truth to power' on behalf of the Head of the Civil Service, and to them, on the entire gamut of the organisation's and Executive business. In particular, you must have sufficient personal credibility and sensitivity to convey the advice or direction of Head of the civil service to senior colleagues, and to interpret and manage any response, whilst maintaining productive relationships.

This high profile support and advisory role will require you to exercise careful judgement under pressure on a range of matters that will often be significant, controversial, cross-cutting and politically sensitive; there will be little by way of precedent, guidance, or opportunity to consult colleagues.

On behalf of the Head of the Civil Service, you will liaise and engage with Private Offices including advisors; senior officials; Northern Ireland Office and other Whitehall Departments; senior officials in other devolved administrations; and external stakeholders, establishing and maintaining positive and productive working relationships.

Annex C NICS Chief of Staff Job Description

JOB DESCRIPTION

Whilst reporting formally to the Director in the Office of the Head of the Civil Service, you will operate under the day to day direction of Head of the Civil Service. Your role will include:

- Renewal of the civil service, including transformation of the Service's Board from its current role, to become the strategic management and leadership forum for the NICS, and source of co-ordinated cross-departmental advice for the Executive. Your role as Secretary to the Board will be an essential part of this renewal.
- Preparing for the next Assembly mandate and formation of an Executive where engagement with Ministerial Private Offices and the Northern Ireland Office will be particularly important.

Central to this role will be your provision of timely, accurate advice (proactively or on-demand) to Head of the Civil Service. This will require you to:

- Be exceptionally well prepared and informed to advise the Head of the Civil Service, and to constructively challenge, on:
 - policy, strategy, and operational matters under consideration by them;
 - matters raised by or on behalf of Ministers; and
 - the governance and business of the Board.
- Accompany and support the Head of the Civil Service in the delivery of key meetings and engagements with internal and external stakeholders, with subsequent follow up and engagement in line with delivery objectives.
- Provide or commission support including research, the preparation of briefings for meetings, presentations and speeches.

Annex C NICS Chief of Staff Job Description

JOB DESCRIPTION

- Proactively engage with civil service Private Offices; senior officials; the Northern Ireland Office and other Whitehall Departments; senior officials in other devolved administrations; and external stakeholders, to understand the internal and external environments, and further our strategic objectives.
- Improve the quality of internal and external stakeholder and partnership relationships by explaining our corporate plans and priorities and listening, understanding and responding to stakeholders in such a way as to promote a better understanding of the organisation and its key messages, and to engage them in our work.
- As Secretary to the Board: prepare draft strategic objectives, forward work plans and meeting agendas; commission, co-ordinate, quality assure and manage the preparation of Board papers; support the Head of the Civil Service as Chair of the Board; and record and communicate the Board's decisions and follow-up actions.
- Provide strategic leadership to the Head of the Civil Service, to ensure the provision of a best in class support service to them, and with the aims of:
 - maximising employee engagement within the team;
 - developing team members; and
 - making the Head of the Civil Service Private Office an inclusive, rewarding and satisfying place to work.

This list is not exhaustive but covers the main duties of the post. The emphasis on particular duties will vary over time according to business needs.

Annex C NICS Chief of Staff Job Description

PERSON SPECIFICATION

As Chief of Staff to the Office of the Head of the Civil Service, you must be able to quickly gain the confidence of them, the Board and all key stakeholders.

ELIGIBILITY CRITERIA

1. Demonstrable experience of successfully working in a complex and sensitive environment, using sound judgement to provide objective and robust advice on policy, strategy and/or operations at a senior level.
2. Ability to work proactively at pace to plan, co-ordinate, communicate (both in writing and verbally) and balance competing priorities, whilst also dealing with significant and unforeseen challenges and uncertainty in a responsive and constructive manner.
3. Demonstrable experience of thinking and acting strategically to successfully deliver timely, practical

solutions to sensitive issues in high profile, often fast-moving crisis situations, subject to scrutiny.

4. Excellent interpersonal and relationship-building skills, with the professionalism and discretion to command confidence and credibility with a diverse range of internal and external stakeholders.

5. Demonstrable experience of effective management and motivation of a team, working in a high pressure environment with tenacity and resilience to deliver results.

Annex D Chief Officer Group Terms of Reference

CHIEF OFFICER GROUP TERMS OF REFERENCE

File Reference:	170.9193(2)	Date Created:	23 July 2013
Created by:	Will Greenhow, Chief Secretary		
Approved by:	Chief Officer Group		
Revision No.		Revision Date:	

1. PURPOSE

The Chief Officer Group (the Group) forms the collective strategic and operational leadership of the Isle of Man Government and is charged with supporting the Government to develop appropriate policies to ensure the long term sustainability of the Isle of Man and to ensure that Government policies and priorities are fully implemented.

2. SCOPE

The Group is responsible for demonstrating a unified leadership by all members adopting behaviours consistent with leading the public service as a single entity delivering services for the greater good of the community of the Isle of Man:

Strategy and Learning - ensuring all activities contribute towards the vision: long-term capability and horizon scanning; ensuring that strategic decisions are based on a collective understanding of policy issues; using expertise and outside perspectives to hold the Government to account on its interaction with the local and international communities by aiming for continuous improvement.

Planning and Performance - overseeing the operational delivery of the Government's Agenda for Change, especially the three strategic aims and recommending the allocation of human and financial resources to achieve them; monitoring and steering performance against the Agenda for Change; reviewing the performance of the public service including sponsored bodies in relation to government priorities and policies; and advising the Government on standards, vision, values and policy development.

Resources and Change - scrutinising large projects or programmes prior to submission to the Council of Ministers; ensuring sound financial management including the operation of delegations and internal controls; ensuring that organisational design supports the attainment of strategic objectives.

Capability - ensuring the Government has the capability to deliver and to plan in order to meet current and future needs.

Governance and Risk Management - drawing on advice from the Internal Audit Division, gaining agreement to risk appetite and ensuring that effective and proportionate controls are in place to manage risk at the corporate level.

Transformation - giving effect to change/transformation initiatives to improve capability and capacity to ensure that overall organisational effectiveness supports the achievement of the Agenda for Change and the delivery of services to the public. Lead the Government's approach to defining and delivering changes to the scope of Government.

Legislation - ensuring that the legislation programme agreed by the Council of Ministers focuses on the Government's strategic aims and that high quality legislation is expeditiously delivered and implemented.

Communication - ensuring that Tynwald, Council of Ministers, Government, staff and the public are provided with adequate information on priorities, programmes and activities to ensure transparency and accountability, fully capitalising on the potential opportunities social media provides.

DELIVERABLES

To manage coherently the implementation of corporate policy and the achievement of strategic priorities in accordance with Government's Agenda for Change and Departmental Business Plans, and the delivery of high quality public services.

To consider corporate performance data and to report to the Council of Ministers on progress towards the implementation of Government's Agenda for Change and Departmental Business Plans.

To lead the development and implementation of change/transformation initiatives and the achievement of improvements in the efficiency and effectiveness of service delivery.

DECISIONS

Decisions are normally arrived at by consensus. Nonetheless, at the request of any member present, and with the consent of the chair, a vote can be taken on any matter. Where a meeting is not quorate business can be transacted but decisions taken cannot be actioned until such time as the consent of a simple majority of the Group has been obtained.

Annex D Chief Officer Group Terms of Reference

COLLECTIVE RESPONSIBILITY

The expressed views and actions of individual Group members must be consistent with the approach taken by the Group as a whole. Once a decision is made on a particular matter by the Group each Chief Officer must support that decision, share responsibility for it and for its successful implementation.

CORPORATE WORKING

Corporate advice and support to be available to the Council of Ministers in relation to the development of Government's overall policy agenda. To ensure that a corporate and coherent approach is taken to the implementation of the Agenda for Change and the achievement of corporate strategic priorities Chief Officers will:

- i. actively contribute to the work of the Group and work closely and constructively with the other members;
- ii. promote the attainment of Government objectives through effective corporate working;
- iii. lead and participate in relevant cross-Government committees and officer level working groups, as appropriate;
- iv. implement corporate policies, systems and procedures, as required.

CHAIR

Meetings of the Group shall be chaired by the Chief Secretary who has a key leadership role, through the Group, in leading and managing the delivery of public services to the community in accordance with the Government's Agenda for Change.

MEMBERSHIP

The Chief Officer Group comprises the following:

Chief Secretary	(Chair)
Chief Executive	Department of Community Culture and Leisure
Chief Executive	Department of Economic Development
Chief Executive	Department of Education and Children
Chief Executive	Department of Environment Food and Agriculture
Chief Executive	Department of Health
Chief Executive	Department of Home Affairs
Chief Executive	Department of Infrastructure
Chief Financial Officer	The Treasury
Chief Executive	Department of Social Care
Chief Officer	Office of Human Resources
Chief Officer	Business Change Steering Group
Acting Head of Chambers Management	Attorney General's Chambers

Annex D Chief Officer Group Terms of Reference

MEETINGS

- The Chief Secretary may ask a Chief Officer to deputise where circumstances require it.
- The Group will meet for routine business on the second Tuesday of each calendar month.
- Informal briefings and information sessions, including non-Departmental Chief Executives, which are not subject to an agenda will be held monthly on the fourth Tuesday of each month.
- The Chief Secretary may convene additional meetings or workshops, as deemed necessary.
- Chief Officers should give precedence to meetings of the Group. Chief Officers are permitted to nominate a substitute to attend meetings in their stead if their absence is unavoidable.
- A quorum will comprise a simple majority (7) of the members of the Group.
- As and when necessary the Chief Secretary may invite non-Departmental Chief Executives to routine meetings to support the work of the Group.
- The Group may ask any other officials to attend to assist it with its discussions on any particular matter.
- The Agenda is compiled by, and with the approval of, the Chief Secretary.
- The secretariat for the Group will be provided by the Chief Secretary's Office.
- All papers received for and during meetings of the Group should be treated as confidential unless agreed otherwise. If you wish to circulate a confidential paper to anyone outside the Group you must request permission from the Chief Secretary.

MINUTES

Minutes of the Group will be published on the Government's Website following the meeting when they are signed off. Minutes may be redacted where there is an obligation of confidentiality in line with the Code of Practice on Access to Government Information.