

Government of Anguilla

Review Report - Public Service Reform

July 2025

Foreword

It gives me great pleasure to introduce this Review Report on the Reform of the Anguilla Public Service – a vital milestone in our collective journey toward a more modern, responsive and trusted public service.

The Anguilla Public Service stands at a crossroads. Across the Anguilla Public Service I see dedicated public servants working tirelessly to serve the people of Anguilla. Yet, I also know that the systems, structures and ways of working that served us in the past must now evolve. The challenges of today – ranging from a complex global environment to rising public expectations – demand a service that is more agile, innovative, inclusive and outcomes-focused than ever before.



This report offers a thoughtful but robust and challenging review of where we are, where we need to be and what it will take us to get there. It reflects the frustrations and ambitions of public servants, along with their willingness to engage in thoughtful reflection and their courage to pursue meaningful change.

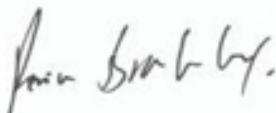
I am extremely grateful for the support of every single public servant – for the work you do every day to deliver vital public services and your personal and collective commitment to the reform initiative.

If I ever doubted the need for reforming our public service, seeing how generous so many of you have been with your time and thoughts has really heartened me.

This is clear evidence that many of you want change – and that you are prepared to put yourselves forward and be part of that change. So this is not about me. This is about us and about the future of our public service.

We now need to think about how we support, encourage and enable reform. We need to make sure this is not just a report that sits on a shelf. We need to make this reform real.

This means leaders right across the Anguilla Public Service will need to step up. I will be setting very high expectations around this. But every single public servant has a role and is part of the solution. I am confident we can do this together and I thank you again for your support.



The Honourable Deputy Governor,
Mr Perin Bradley

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Executive summary

1. Introduction

The Government of Anguilla (GoA), supported by the UK Government, is committed to meeting citizens' needs and aligning with the strategic priorities of the Government of the day. It aims to achieve this through a comprehensive review and reform of the public service. This is a significant step forward in efforts to deliver a more trusted, responsive public service that helps meet the challenges of today and tomorrow.

The focus of this review and reform of the public service is not on reforming each individual Ministry, Department or service. It is focused on improving service delivery overall. This will include People, Processes, Structures and Technology. The overarching purpose of this work is:

To create the conditions for a modern public service where transformation, innovation and renewal provide for the continuous positive development of public services in Anguilla.

While this report provides a thorough understanding of current organisational strengths, weaknesses and opportunities for improvement in the Anguilla Public Service (APS), it is fundamentally intended to be forward-looking by providing a baseline and foundation for positively going forward.

This report makes recommendations that will form the basis of a realistic and achievable, but still ambitious programme of public service reform in the APS.

2. Findings and Conclusions

Trusted

- **The relationship between Ministers and Permanent Secretaries** – Frustration around agreeing and delivering work plans and priorities are at the heart of questions of trust between Ministers and Permanent Secretaries.

There is an undeniably poor record in delivering on important initiatives across the APS. This is due to numerous wider organisational factors outside the relationship between Ministers and Permanent Secretaries.

Factors impacting trust include: perceptions of bias among public servants; challenges agreeing work plans and / or managing new and changing priorities; a perceived unwillingness to follow Ministerial directions; disagreements on the best course of action; and fundamental confusion around the accountability of Permanent Secretaries to Ministers.

- **Trust between public servants** – Low levels of trust, particularly in leaders arising from: the ability to trust others to provide the inputs and support needed to deliver on objectives; concerns about the consistent application of processes without favouritism or penalty; and transparency in decision making.
- **Service users' trust in the ability of the public service to reliably deliver its services** – The matter of public trust in government institutions is a complex matter that was not within the scope of this work. Any concerns that were raised are noted for completeness but

not explored in detail.

Public Service Focused

- **Sense of service** – There are very many dedicated public servants across the APS but also frequent reports of many who saw their work as “just a job” with indicators of a poor sense of public service including: not turning up for work / turning up late to work / officers leaving early on their own volition; poor customer care; and doing the minimum or refusing to carry out duties.

This demonstrates a disregard for colleagues and service users; demotivates more diligent staff and puts them under additional work-related pressure; and risks the reputation of the APS in the eyes of service users.

- **Clarity of purpose** – Purpose has a unique ability to unite diverse teams by instilling a shared commitment. Public service organisations are purposeful by their very definition but there is little visibility or reinforcement of the APS Vision and Mission.

This lack of visibility and reinforcement of the collective higher purpose the APS is working towards makes it very difficult to instil any sense of common purpose, including a sense of public service.

Professional and People Focused

Pay, grading and other allowances & benefits

Pay and grading are known issues impacting the APS and a dedicated Pay and Grading Review has been commissioned.

- **Pay** – This is an extremely important issue impacting the APS with salaries unchanged since 2008.

There are many consequences of the pay situation, including: many officers feeling under-valued with an impact on morale; officers with secondary employment which impacts staff reliability, wellbeing, commitment and potential conflicts of interest; ability to manage performance in the absence of salary increments; and the ability to attract and retain staff.

- **Grading** – Issues including consistency in grading and questions around potential flaws in the method currently used for grading jobs were highlighted.
- **Other allowances & benefits** – The provision of generous medical insurance cover and pension provisions were frequently highlighted as significant enhancements to the overall compensation package offered to public servants. The true value of these were often seen as underappreciated or easily overlooked.

Other important allowances are either missing or offered inconsistently, including: payment of on-call allowances; an unattractive agreed overtime rate; and the need for officers to routinely use personal resources such as their own vehicles and mobile telephones for work related purposes

Leadership

- **Setting the highest possible standards for senior leaders** – Leadership is at the heart of

reforming the public service with a range of leadership capabilities reported and observed. This ranged from (1) Capable, purposeful and committed (2) Disempowered / defeated but doing their jobs to the best of their ability (3) Hierarchical, role driven (rather than service driven) and unable to see the need for change.

- **Supporting decision-making at the right level** – Far too many decisions are routinely delegated upwards to the highest levels of seniority (i.e. the Deputy Governor), particularly including staff disciplinary and recruitment matters. Absolution of responsibility across multiple supervisory, managerial and leadership levels undoubtedly plays an important role, but the General Orders in particular are a compounding factor.
- **Developing the leaders of today and tomorrow** – There is a surprising lack of systematic leadership development support in the APS, either for existing leaders or those who aspire to leadership positions in the future. The latter is particularly important as it relates to succession planning, especially in the context of numerous expected senior level retirements in the next few years.

Training and professional development, balanced with educational opportunities

- There was a strong demand and appetite for growth opportunities across the public service, including:
 - **Opportunities for career progression and promotion** – There was considerable frustration that officers can remain in the same post for lengthy periods of time, impacting progression for others, but there will be opportunities arising from pending senior retirements.
 - **Training versus education** – There was a strong appetite for participation in more frequent and universally available practical learning and development initiatives, versus educational scholarships. There is a substantial training budget averaging EC\$3.2m a year over the last five years (2020-2024) but the majority is consistently allocated to scholarships (96% during 2024-25) and it is notable that around a third of the training budget (2020-2024) is not used every year.

There are important historical reasons for investment in scholarships but value to the APS must be questioned: 10% of scholars do not return; not all returning officers are able to take up posts relevant to their qualification; educational qualifications often do not provide practical experiences; and they benefit a small number of individuals.

- **Equity of access** – Some questions were raised around equity of access to both scholarships and formal training and development, resulting from insufficient transparency in the nomination and budget approval processes.
- **On-the-job developmental opportunities** – It was widely reported that staff felt there was not sufficient focus on on-the-job training and development. This was especially for staff working in administrative functions and specifically included opportunities such as attending meetings that provide exposure to more senior officers.

Recruitment and induction

- **Recruitment** – The recruitment process itself is broadly fair but perceptions of fairness

in the process are low and transparency needs to be addressed.

Heads of Departments (HoDs) felt confused about the recruitment process, with examples of the process seeming to change but not being communicated. This has the potential to undermine fairness and trust, simply through insufficiently clear and transparent processes.

The documentation and practices that support recruitment require consideration in terms of: inconsistencies in job descriptions and Staff Requisition Forms; reliance purely on panel interview(s); inconsistent and dated approaches to interviews; the information provided to potential applicants, specifically the use of candidate information booklets; and the online application process.

- **Pre employment** – Concerns were raised around the process of completing pre-employment checks.

Pre-employment, candidates do receive a Job Offer that contains important information such as Terms and Conditions but there is a missed opportunity to begin setting clear standards and expectations of employees before they even enter the service (e.g. requirement to sign a confidentiality agreement).

- **Induction** – The frequency of induction is insufficient to meet the needs of the service in ensuring the appropriate and consistent standards and expectations are set out on entering the service. This is especially important given questions around professional standards.

Performance management

- There is a somewhat chequered history to performance management in the APS, and it is reasonable to say it has never been fully embraced or embedded. Acceptance of the performance review process (the Performance Management Development Review, or PDMR) is widely reported to be low with performance objectives being set for 429 officers in 2024 with data on the number of year end appraisals completed unavailable.
- The technology supporting performance management has been a barrier to adherence but there are notable behaviours surrounding the performance management process (e.g. giving and receiving feedback).

A systematic focus on health & wellbeing

- There is a strong and widely held desire to better support the health & wellbeing of staff and to foster a more “caring” environment.
- A range of health & wellbeing initiatives are delivered in pockets, but there is no agreed policy or service-wide encouragement and support.
- Insufficient access to counselling services and the poor physical condition of the government estate raised concerns.

Keeping people safe

- Some concerns around the security of staff were raised, including from other officers, from members of the public and in relation to more serious incidents (e.g. shootings outside the Courthouse and directly opposite the Department of Youth and Culture

building).

Disciplinary and grievance procedures

- **Process gaps in the disciplinary and grievance procedures** – These make it difficult to manage and resolve staffing matters efficiently and effectively with confusion about who should deal with disciplinary matters and an absence of: measures that would prevent escalation to formal disciplinary procedures; written dispute resolution and mediation processes; and guidance on carrying out investigations. Process gaps are compounded by a tendency to avoid dealing with matters at an early stage.
- **Support in the disciplinary and grievance procedures** – The vast majority of HoDs did not feel confident or supported in dealing with disciplinary or grievance matters with countless reports of staff approaching Public Administration directly. It was widely believed that officers are given the benefit of the doubt over the Department.
- **Disciplinary procedures residing outside the General Orders** – Disciplinary procedures for the Police, Prison and Fire & Rescue Service are governed by their own legislation and regulations and sit outside the General Orders. It is not clear how to deal with procedural conflicts between General Orders and the sector-specific regulations.

Professional image

- There is not a consistent professional image for the APS (e.g. standard email signatures, style guides etc) which are important in contributing to a professional image for the APS.

Forward Looking

- **Digital transformation and technology enablement** – There is a pressing need to modernise service delivery by digitising both back-office and public facing services, with the number of paper-based files across the public service striking.

While the scope for introducing digital solutions is vast, capability in digital transformation is limited with only a small team working in the Department of Information Technology and E-Government Services (DITES).

- **Innovation** – There are many examples of using new and creative ways to address difficult problems that do not have immediately apparent solutions. Despite this clear practice of innovation, innovation rarely forms part of the narrative in the APS which undermines developing a culture of innovation.
- **Strategic planning and co-ordination** – Strategic planning and co-ordination across the APS is insufficient.
- **Recognising dedicated service while supporting renewal through early retirement** – There was an expressed desire among several senior officers to retire early but they felt tied to the APS due to practical considerations around their income and pension, with unattractive conditions for early retirement.

Efficient and Effective

- **General Orders and the PSC Regulations** – There are several important observations in relation to the General Orders, notably: inconsistencies (the General Orders do not provide a “single source of the truth”); important gaps in policy areas (e.g. Bullying and

Harassment, Equal Opportunity & Non-Discrimination Policy); policy areas that sit outside the General Orders (e.g. Social Media Policy (Draft), APS Code of Ethics); unsustainable provisions, specifically relating to uncertified sick leave; insufficient detail in policy areas; and aged practices in policy areas.

Having policies distributed across several documents leaves policies open to interpretation and inconsistent application. This undermines trust and fully equitable and transparent decision-making.

- **Structural impediments to getting things done** – Bottlenecks in the Attorney General's Chambers, procurement and recruitment were repeatedly highlighted as structural impediments to getting things done across the APS.
- **Structures and practices that foster collaboration and improve efficiency** – A desire was often expressed for greater collaboration between Ministries and Departments across the APS, to support transparency and improve efficient and effective service delivery and ways of working.

Impediments to this included: the ability to share information with the notable absence of a central communications function; a structure comprising 34 separate Departments which is inevitably inefficient and disjointed; and multiple 1-1 lines of reporting.

- **Optimise the use of available resources** – The APS has grown substantially in recent years with positions filled increasing by 39.5% between 2019 and 2025 and the number of established positions increasing by 42.1% in the same period. This level of growth is unsustainable.

It is believed inefficient use of available resources is the primary impediment to delivering priorities, including: levels of sickness absence; productivity among officers with secondary employment; sub-optimal deployment of staff; and reliance on paper-based records.

Overarching Conclusions

The overriding message arising from this review is the need to focus on getting the fundamentals right.

This particularly includes robust, transparent, documented and modern policies and processes, along with consistently instilling and supporting the right attitudes, behaviours and practices among officers working in all Ministries and Departments, and at all levels of seniority. Indeed, the findings from this review are overwhelmingly people orientated in terms of levels of trust, public service and professionalism with a need to “invest in people”.

3. Recommendations

This report provides a detailed and evidence-based articulation of the issues currently facing the APS, as well as an analysis of its strengths. A concerted, consistent and determined effort is now needed to reform and modernise the public service by translating these findings into an implementable set of recommendations and a roadmap for change.

It is important to emphasise that no single recommendation is a solution in itself. Some will drive forward change more quickly than others, while some will have greater impact overall. Seeing successful reform as the sum of all these component parts should be helpful in

“breaking down” what seems like a momentous task into a series of achievable and impactful interventions for change.

The overarching recommendations emerging from this review are as follows:

- **Recommendation 1 – Build trust within and in the public service**

Priority should be given to rebuilding trust within the public service by tackling behaviours, practices and cultures that undermine trust, while also better understanding and addressing factors that deplete service users’ trust in the APS.

- **Recommendation 2 – Reinforce Purpose, Values and Standards**

Instil and continually reinforce a sense of public service that is rooted in purpose, values and standards.

- **Recommendation 3 – Invest in people**

Increase the professionalism of the APS by investing in people through fair pay and a greater emphasis on training and development (including leadership development) and health & wellbeing, while also doubling down on performance management, and modernising recruitment and induction.

- **Recommendation 4 – Look forward at an accelerated pace by embracing technology and innovation**

Instil a culture and practice of strategic planning and accountability across the APS and focus on digitising internal and public facing processes and services to improve efficiency and increase transparency.

- **Recommendation 5 – Robustly confront inefficiencies that undermine the effective operation of the public service**

Align and modernise the documented basis for delivering the public service while removing structural impediments to getting thing done by optimising processes and structures.

- **Recommendation 6 – Don’t stop what has now been started**

Maintain the momentum that has been created during the next stage of the reform process, taking immediate and practical steps to develop a meaningful and achievable but ambitious programme of reform initiatives that is resourced to ensure success.

Within these recommendations, there are a number of “burning issues” that demand priority attention. Recommendations in these areas are not seen as optional but are essential and immediate next steps. They include:

- **Align and modernise the documented basis for delivering the public service (Recommendation 5.1) [Process].** This recommendation can and should be taken forward without delay and is seen as the number one priority for enabling public service reform. If the APS does nothing else, it should do this.
- **Build a centre-of-government function to provide a formal bridge between the government of the day and the public service and address fundamental structural**

**and capability gaps in the public service (Recommendation 5.4) [Process]
[Structure]**

- **Invest in an elevated human resources function with a focus on strategic human resources management (Recommendation 3.7) [People] [Process] [Structure] [Technology]**
- **Systematically invest in leadership development (Recommendation 3.5) [People]**

The remaining recommendations will need to be prioritised for implementation in the short, medium and long term, pending further discussion. This should be done as part of a five-year Public Service Transformation Strategy. Five years may not feel like a long time, but it is realistic and achievable and it is imperative to maintain momentum. The APS must challenge itself to deliver change. Indeed, it has an obligation to all the staff and leaders who inputted into this review, many of whom have done so on previous occasions only to be disappointed.

1. Introduction

Background and context

The public service in Anguilla comprises the Office of HE the Governor and five Ministries. Ministries are subdivided into a total of 34 Departments, under which there are 30 statutory bodies. It employs around 1,100 people, accounts for 10.55% of real GVA in Anguilla and had a total of EC\$ 383m Recurrent and Capital expenditure in 2024.

A number of reviews have taken place in the past, each producing reports with many well documented recommendations. This includes several efficiency and effectiveness reviews with a primary focus on reducing costs (Sarjeant, Watson, April 2010; Armstrong & Clarke, 2015) and several job re-grading exercises (Bobb-Semple, June 1998; Durrant, 2005; Banks et al, 2007). The most recent review was the 2011 “Anguilla Cross Civil Service Review” (often referred to as the “2011 review”).

Yet implementation of the recommendations arising from these reviews is reported to have been a consistent challenge often due to budget and resource constraints but also because of unrealistic recommendations, cultural issues and resistance to change.

This is not unusual. Implementation of public service reform is known to be difficult (to name but a few: McKinsey & Company, 2023; OECD, 2023; World Bank, 2023; World Economic Forum, 2023; GSDRC, 2023).

Public service reform, however, is more important today than ever.

In less than a decade, Anguilla itself has experienced a banking crisis, Hurricane Irma and the global pandemic leading to unprecedented demands on public services.

This is in the wider context of a global environment that is: increasingly volatile, uncertain, complex and ambiguous; where issues faced by government are increasingly cross-cutting in their nature; where service users have much higher demands of what they expect from government; and technology provides limitless new opportunities for service delivery (UNDP, 2013).

Purpose and scope of this work

The Government of Anguilla (GoA), supported by the UK Government, is committed to meeting citizens' needs and aligning with the strategic priorities of the Government of the day. It aims to achieve this through a comprehensive review and reform of the public service, supported by a Public Service Reform Advisor who will assist Ministries and Departments and their teams throughout the reform process. This is a significant step forward in efforts to deliver a more trusted, responsive public service that helps meet the challenges of today and tomorrow.

The focus of this review and reform of the public service is not on reforming each individual Ministry, Department or service. It is focused on improving service delivery overall. This will include People, Processes, Structures and Technology:

- **People** – How the public service interacts with service users and with each other as public servants.
- **Processes** – Whether processes are streamlined and are applied in the same way to

everyone.

- **Structures** – Whether public services are set up in a way that makes best sense.
- **Technology** – How well the APS uses technology to make it easier to use and deliver services.

This report represents the initial review phase of work and focuses on understanding the current state of the public service. It is important to note the following:

- (1) The working assumption underpinning this review is that the recommendations from previous work, including the most recent 2011 review, were in keeping with the task at hand and operating environment at the time. It is nevertheless important to recognise that quite some time has lapsed, and the focus of the current reform work is different in both focus and context.
- (2) As such, this is not intended to be a retrospective review but will instead build upon and optimise the work undertaken to date. That said, it is recognised that we are now 13 years on from completion of the 2011 review. The focus, therefore, will be on supporting and facilitating successful implementation of those improvements that matter most in today's climate. These may be very different from those identified in earlier work.
- (3) This review is not intended to “reinvent the wheel” by duplicating the efforts of previous work. The 2011 review and previous reviews strongly focused on efficiency and effectiveness to reduce costs, part of which included reducing the size of the public service. That was appropriate given the economic climate at the time. This review does not seek to cut costs or reduce the size of the public service. Instead, it aims to enable improvements in the broad areas of People, Processes, Structures and Technology.
- (4) The scope of this work includes Anguilla's Ministries and Departments while its statutory bodies are out of scope, to ensure a meaningful and well-defined review. Those bodies in scope are listed in **Appendix 1**.

Taking all of the above into account, the overarching purpose of this work is:

To create the conditions for a modern public service where transformation, innovation and renewal provide for the continuous positive development of public services in Anguilla.

This report

While this report provides a thorough understanding of current organisational strengths, weaknesses and opportunities for improvement in the APS, it is fundamentally intended to be forward-looking by providing a baseline and foundation for positively going forward.

This report makes recommendations that will form the basis of a realistic and achievable, but still ambitious programme of public service reform in the APS. It provides an initial indicative prioritisation of recommendations, focusing on those actions that will address known issues and are likely to have a substantive and immediate impact. This is important for maintaining momentum gained during this initial review phase and for building confidence in the reform process by demonstrating early achievement of impact. A more detailed and concrete

roadmap for reform, along with a prioritised programme of reform initiatives, will form the basis for the next phase of work.

It was intended this review would be aligned with The Anguilla Public Service Job Regrading and Classification and Review of Public Service Compensation (referred to herein as the “Pay and Grading Review”). This has not been possible given delays to the commencement of the Pay and Grading Review.

2. Approach

Methodology

This review was carried out based on extensive stakeholder engagement using a comprehensive and multi-channelled approach that involved the following stakeholder groups:

- **Government of Anguilla** – Including the Governor's Office, Ministries (Ministers of the current and outgoing administrations) and Departments (including Permanent Secretaries, Principal Assistant Secretaries, Heads / Deputy Heads of Departments (HoDs) and officers at all grades).
- **UK Government and other Overseas Territories (OTs)** – Including officials / teams with an interest in the OTs, officials / teams with experience in public service reform, those with other subject matter expertise (e.g. leadership development, recruitment and induction processes, Learning & Development) and other OTs (e.g. Cayman Islands, St Helena, British Virgin Islands and Montserrat).
- **Regional and international countries and organisations** – Organisations regionally (e.g. CARICAD, CARTAC) and internationally that support public service reform and innovation (e.g. World Bank, OECD).

The approach taken was designed to:

- Provide the strongest possible foundation for successful implementation of reform.
- Build awareness and understanding of the public service reform review and the need for reform.
- Earn trust and ensure transparency in the reform process.
- Support the development of meaningful solutions, that solve the most important and pressing issues, by leveraging a broad range of expertise and perspectives.
- Ensure a broad range of insights are sought in a way that supports confidence in the review and reform process, and its outcomes.

A range of participative and engaging in-person and online engagement methods were used, combining creative tools to support and encourage meaningful interactions while also adopting more traditional approaches. These aimed to ensure openness, depth, breadth and inclusiveness across diverse working environments (e.g. to shift workers, frontline staff, those without access to digital tools as part of their jobs). This included:

- **Individual interviews** – Semi-structured individual consultations with Ministers of the current and previous Government; Permanent Secretaries; Principal Assistant Secretaries; HoDs; others in the APS with subject matter expertise relevant to the review; UK Government officials / teams with experience in public service reform and those with other subject matter expertise (e.g. leadership development, recruitment and induction processes, Learning & Development); other OTs; and organisations regionally and internationally that support public service reform and innovation. A total of 82 such meetings took place during the course of the review.
- **Workshops (in-person and online)** – Interactive workshops were held with Heads /

Deputy Heads of Departments (1 workshop with 38 participants) and All Staff (2 workshops with 74 participants at all grades).

- **Online engagements** – A range of online engagement methods were trialled, aimed at actively seeking and encouraging new thinking and supporting confidential but meaningful engagement. This included: a review style exercise where public servants were asked to provide a star rating and narrative review; and a request for voice notes asking for the “one big thing” public servants would change about the APS. Participation in these was extremely low.
- **Data analysis** – Information resulting from an extensive data request was analysed which included but was not limited to: total number of staff, recruitment, promotions, transfers, dismissals, gender profile, disciplinary processes, sickness absences, performance appraisals, budgets and training.
- **Documentary review** – Including a significant number and range of documents: previous reform and job grading review reports; organisation charts across Ministries and Departments; policy documentation; job descriptions; General Orders; regulations and legislation; work plans etc.

Reform principles

Reform principles are the optimal things that this review and the consequent reform of public services will aspire to achieving. They were developed from an amalgam of: insights and aspirations of those working in Anguilla’s public service; the existing Anguilla Public Service Leadership Statement; previous experience and expertise in the field of public service reform in other countries; and locally appropriate best practice learnings in public service reform.

They serve a number of purposes, to:

1. Provide a realistic and reasonable ambition to work towards for designing the future of the APS.
2. Assess where the current state is against those future ambitions, allowing any gaps to be identified between the current and desired future states.
3. Create a shared and transparent understanding of the ambition for reform, fostering greater visibility and accountability for the expected outcomes.
4. Ensure the review and reform of public services is forward looking in everything it does. While it is important to understand those factors that shape how things are done today, the focus should always be on achieving something that aspires to be and is designed to be better than what there is today.
5. Structure the review in a transparent and consistent manner providing a continuous North Star to maintain focus at all times. This will include everything from stakeholder consultations, the findings and recommendations arising from the review, the future design of the public service and the implementation process. This consistency is essential in managing the expectations of public servants and service users alike and therefore encouraging trust in government.
6. Ultimately, provide the benchmark against which the success of public service reform

can be assessed. The reform principles have been used to develop a “Reform Maturity Model for the APS” that permits an assessment of how the public service is performing against its optimal future state (see **Appendix 2**).

The reform principles are as follows:

Reform principle	The characteristics of Anguilla’s public service when we achieve this principle
<p>Trusted</p> <p>Public servants are trusted to always make decisions that are for the good of Anguilla</p>	<p>Public servants act with integrity in everything they do, focusing on the public good</p> <p>Public servants at all levels are visible, accessible, approachable and welcome challenge</p> <p>There is mutual trust and respect between Ministers and public servants, and between public servants of all grades</p> <p>Everyone is accountable for their actions in an empowering, supportive and no blame culture</p> <p>Service users trust that all public services are delivered fairly and equitably using transparent processes</p> <p>Service users trust that any information they provide to public services will always be kept confidential</p>
<p>Public service focused</p> <p>Aligned with its public service purpose in everything it does</p>	<p>Service users are treated with courtesy, fairness and respect at all times</p> <p>Public servants feel a strong sense of purpose, show their pride and passion for public service and seek to ignite that pride and passion in others</p> <p>Strategic objectives are clearly defined, documented and communicated across the public service</p> <p>Everything the public service does aligns with the strategic objectives that have been set</p> <p>Each Ministry and Department has a clear and well-defined purpose that guides everything it does</p> <p>There is a clear line-of-sight between the Ministry’s / Department’s purpose and the role each person performs</p>
<p>Professional and people focused</p> <p>The public service is professional in everything it does</p>	<p>People value and model professional excellence, expertise and integrity</p> <p>People are seen as the public service’s most valuable asset and their health & wellbeing is supported throughout the workplace</p> <p>Staff feel safe to do their jobs in the right way without reprisal or penalty</p> <p>Performance management is seen as an ongoing activity with</p>

	<p>opportunities for improvement and development communicated honestly, constructively and in a timely manner</p> <p>Robust and effective performance management processes and systems are embedded across all Ministries and Departments</p> <p>Talent, potential and good performance are recognised, communicated, supported, encouraged and rewarded</p> <p>Under-performance is recognised, communicated early and addressed through formal channels with opportunities for improvement actively supported</p> <p>Impropriety is investigated and penalised through an effective and fairly applied disciplinary process</p> <p>There is a focus on leadership development with investment in today's leaders, and by identifying future leaders and supporting them to become the leaders of tomorrow</p>
<p>Forward looking</p> <p>Embraces opportunities to adopt emerging technologies and innovative approaches</p>	<p>Public servants are empowered to solve challenges in new ways with the authority to deliver their work, with people at all grades feeling safe to put forward new ideas</p> <p>Innovation and initiative are encouraged and rewarded, ensuring we learn from what has worked and what has not</p> <p>Technology is adopted to support public facing and internal services, and is designed to be user centred</p> <p>User experience is integral to decision-making in the adoption of technology</p> <p>Opportunities for improvement and innovation are sought on both a systematic and continuous basis in relation to people, processes, structures and technology</p> <p>We invest in the capabilities of our people to be effective now and in the future</p>
<p>Efficient</p> <p>Delivers in a streamlined manner with minimum delay, duplication or nugatory effort</p>	<p>Strategically focused leadership with the capacity to prioritise and balance immediate issues with strategically important longer-term issues</p> <p>Decisions are taken at the right level in a timely manner, involving inputs from all those with the necessary expertise</p> <p>Responsiveness to changing circumstances with initiatives being quickly brought back on track in the face of setbacks</p> <p>Roles are clearly defined and everyone understands and performs their individual roles and responsibilities, with the flexibility to respond to unexpected demands</p> <p>Timely and regular flows of information and communications both</p>

	internally and externally
Effective Delivers in a timely manner against desired and clearly defined objectives and outcomes	<p>Policies and procedures are easy to understand without conflict between different documents, and are consistently applied</p> <p>Streamlined ways of working and decision making that are responsive and agile to new challenges</p> <p>Reporting structures, workflows, information flows and processes are fit for purpose and are consistently applied, efficiently without bottlenecks</p> <p>Management and staff are empowered to make decisions without multiple levels of nugatory approvals</p> <p>Key performance indicators and metrics are actively used to improve performance and support decision making</p> <p>People are connected in their engagement and timely in their communications, demonstrating emotional intelligence in their interactions and valuing, encouraging and facilitating collaboration and teamwork</p>

3. Findings and Conclusions

A nuanced and complex context

The findings and consequent conclusions arising from this review consider the current performance of the APS as it relates to the future optimal state that is articulated in the reform principles. This helps to identify areas for improvement that cut across the multiple different organisations that together comprise the APS.

It is important to highlight at the outset this was a complex and sensitive review. Some findings were so overwhelmingly consistent they could not be disputed but others were much more nuanced with “two sides of the story” making it difficult to determine cause and effect. This does not diminish the validity and relevance of the findings but serves to emphasise the mutual dependencies that exist across the public service.

In considering these findings and conclusions it is acknowledged that:

- While people are perhaps the APS’ greatest weakness, they are also its greatest strength and will be the key determining factor in whether the ambitions for reform are achieved. Indeed, frustration at stagnation and barriers to change were met in equal measure with optimism, positivity and ambitions to strive towards regional and even international excellence. The findings from this review should in no way be taken as a criticism of the very many good people working tirelessly across the APS but reflect the impact of an unfortunate core of individuals who put themselves ahead of their duty of public service.
- The APS operates in the confines of a small island, with two notable impacts: (1) An unavoidable network of relationships along with a tendency for outwardly polite positivity, masking a more complex set of relationship dynamics that unquestionably impact how people interact with one another in a work environment. That said, it is always within the gift of each and every public servant to always “do the right thing” in their professional capacity and to put the needs of service users – and Anguilla itself – ahead of any personal grudges, grievances, friendships or familial relationships (2) The APS must deliver all of the functions of government but will never have the resources or economies of scale that larger states benefit from. This brings inherent inefficiencies that are difficult to overcome but the APS should still strive to be as efficient as it possibly can within the confines of its operating environment and limitations.
- While there was a change of administration during this review (February 2025) that does not mean the findings contained in this report are any less valid. This includes the dynamic of relationships between Ministers and the public service. The experience of one Government can in every likelihood be the experience of another, and it is important as a point of learning that these findings are documented and considered.

Detailed findings from this review are contained in **Appendix 3**.

Trusted

Building trusted relationships

Trust is “a broad belief in the honesty, integrity, and reliability of others” ([Grimm, de Leon, Crawford & Chun, January 2024](#)).

The matter of trust was raised repeatedly throughout the course of the review. This included: the relationship between Ministers and Permanent Secretaries; trust between public servants; and service users’ trust in the ability of the public service to reliably deliver its services.

The relationship between Ministers and Permanent Secretaries

It is important at this point to emphasise the following:

There are several highly trusted and strong working relationships between individual Ministers and their Permanent Secretaries. These are recognised and they demonstrate that there is no good reason why trusted relationships cannot be built and sustained across the public service.

Any references to the will of a Minister refers to the Minister acting under the collective responsibility of the Government as a whole and does not in any way suggest Ministers acting on personal whims.

At the heart of questions of trust between Ministers and Permanent Secretaries is frustration around agreeing and delivering work plans and priorities.

On the one hand, Ministers expressed concern where priorities contained within agreed work plans had not been delivered, sometimes after lengthy periods of time. Some felt that politically biased public servants quietly thwarted delivery of initiatives over extended periods of time, through inaction and deliberate delay. Others suggested their Permanent Secretary had refused to progress initiatives because they simply did not agree with what the Minister wanted to do or felt that delays or failures to deliver Ministerial priorities were due to a fundamental lack of inertia or capability within the public service.

On the other hand, Permanent Secretaries expressed concerns that priorities frequently changed without any documented basis, blurring the clarity of priorities and resulting in undeliverable numbers of initiatives, and that priorities or changing priorities were not always effectively communicated. In some cases, they found it difficult to arrive at a finally agreed work plan in the first place and were operating without a mutually agreed set of priorities.

It is undoubtedly true that the APS has a poor record in delivering on important initiatives. Less than a third of the policy priority objectives contained in 2024 Ministry work plans were delivered and many examples were provided of initiatives that have experienced long delays or have not been delivered. This includes:

- **Pay and Grading Review** – Plans to commission a critically important Pay and Grading review began in the summer of 2023 but work did not commence until late in May 2025 due to a series of delays, including agreement of the Terms of Reference and delays finalising contractual matters. This report will evidence the impact of the pay situation, including: staff morale and motivation; officers with secondary employment to meet cost

of living increases; the ability to attract and retain staff; and the ability to effectively manage performance in the absence of salary increments.

- **Construction of a Juvenile Rehabilitation Centre** – The Zenaida Haven was opened in 2009 as a temporary haven for vulnerable children, awaiting the construction of a dedicated Juvenile Rehabilitation Centre. A report prepared by the United Nations Secretariat (2008) indicated this Centre was scheduled to open in the last quarter of 2008, yet construction still has not commenced. Despite regional and international recognition of the work carried out by the Zenaida Haven for its commitment to high-quality residential care and its innovative approach to juvenile rehabilitation, the facility itself is not fit for purpose.
- **RAPF replacement vehicles** – The RAPF bid for budget for a fleet of replacement vehicles in December 2023, to be procured and delivered in 2024. Responsibility for procuring the vehicles rests with MICUHT but there have been repeated delays, meaning the vehicles were not ordered until January 2025 and are unlikely to be delivered before September 2025. These delays have resulted in a long-term reliance on rental cars at an additional cost of US\$204k between January 2024 and January 2025, and a further cost of US\$16k per month until such time as the vehicles are delivered.

Many factors undermine the ability of the APS to deliver efficiently and effectively. These are discussed separately in other sections of this report but include: the absence of a centre-of-government function that acts as the interface between the public service and Government of the day and which drives strategic planning and policy delivery; resourcing levels and staff in roles that are not aligned with their strengths; insufficient organisational capabilities in important areas (e.g. project and programme management); and a complex range of staff and leadership related matters that impact performance at an individual and collective level. These are wider organisational factors outside the relationship between Ministers and Permanent Secretaries, which were accepted as barriers to delivery by Ministers and Permanent Secretaries alike.

Taking both the views of Ministers and Permanent Secretaries into account, it is believed several factors impact delivery and trust:

1. Perceptions of bias

It is very difficult to evidence inaction or deliberate delay due to political bias, but the very suggestion of any bias undermines the fundamental purpose of the public service and the values and ethical standards it aims to uphold. It is important to emphasise that any perception can be just as important as reality when it comes to ensuring trusted relations, and there are past examples of officers speaking out publicly in opposition of the Government of the day. This undoubtedly has undermined trust in individual relationships but also the overall trust between the previous Government and the public service.

2. Shifting priorities

There have been genuine challenges agreeing work plans and / or managing new and changing priorities. This has left both parties frustrated: Ministers in terms of progressing government priorities and Permanent Secretaries in terms of difficulties knowing what

priorities they should be working towards. Yet both have an equal part to play in managing this tension.

In reality there is always the likelihood that priorities will change during the course of any government's terms of office, due to unanticipated events or needs, requiring previously agreed objectives and initiatives to be re-prioritised.

The process of working with what can feel like constantly changing priorities and goalposts can be difficult and frustrating for public servants the world over but is something that can be managed through effective planning and prioritisation. This includes actively using work plans as the documented basis for delivering agreed priorities while having early and honest conversations with Ministers when a new or changing priority emerges.

In practice this requires monthly formal work plan review meetings between Ministers and Permanent Secretaries where progress against the work plan is reviewed, and re-prioritisation decisions are made. It also requires weekly check-in meetings to discuss issues arising on an ongoing basis, along with early ad hoc meetings between both parties if a new priority emerges outside the above process. Establishing a more organic "open door" or "pick up the phone" working relationship between Ministers and Permanent Secretaries is the ideal mechanism for making all of this gel together.

All of these interactions need to be open, transparent, realistic, fair and balanced, and ideally evidence-based in terms of what is achievable and what is not. This includes discussion around the feasibility and impact of taking on something new, as well as progress of ongoing initiatives.

There is a practice where some Permanent Secretaries seem reluctant to discuss challenges in taking on new work, and where Ministers are assured that progress is being made on existing initiatives only to find this is not the case. This fundamentally undermines trust.

It is equally important that Ministers recognise that commencing new initiatives that have not previously been planned will require trade-offs by re-prioritising or stopping other initiatives. It is also imperative that Ministers are clear at the outset about what they want to be delivered, including the significance of what is being proposed as well as details of expected objectives, deliverables, outcomes and time critical timelines. It is not sufficient to simply send an email or to have a short passing conversation and then expect something to be done.

If all of the above is in place, it will allow for mutually agreed and transparent courses of action.

3. Unwillingness to follow Ministerial directions

If a Minister chooses to act outside the considered advice of the Permanent Secretary in a way that is deemed improper or irregular, there is a very clear mechanism for the Permanent Secretary to set out his or her objections to the proposal in writing. This mechanism is enshrined in the Code Establishing the Operations of the Executive Council (Revised July 2020) and the Financial Administration and Audit Act (2010). Proposed amendments to the Financial Administration and Audit Act (2010, subsection

8(6)) introduce a further formal process for when an Accounting Officer disagrees with instructions received by a Minister.

There is no evidence to suggest these existing mechanisms have been used in Anguilla, and the practice of using similar mechanisms globally is unusual and normally a very last resort.

Neither was there any evidence of an explicitly stated unwillingness from a Permanent Secretary to take forward the stated intention of a Minister. A practice of delay by making promises that progress was being made (when it was not) and of “letting things drift” was much more common. It is notable, however, that comments suggesting a Permanent Secretary was not obliged to “do what a Minister says” were heard directly on more than one occasion during this review. Proposed amendments to the Financial Administration and Audit Act (2010, subsection 8(13)) are intended to deter inertia by introducing potentially serious consequences for Accounting Officers (who are often but not always the Permanent Secretary) where failure to effectively use public resources results from not following the direction of a Minister.

4. Disagreement on the best course of action

There will inevitably be times when a Minister and Permanent Secretary will not agree on the best course of action and ultimately it may not be possible to reach consensus.

Justifiable reasons why a Permanent Secretary might advise a Minister not to pursue a course of action typically include: an action is outside the vires of the Minister, therefore is illegal; an action is morally or ethically unsound; an action directly conflicts with another policy within the same or another part of Government; an action poses a risk to the reputation of the Minister, Government, public service or country; it does not offer value for money; or it has unanticipated and undesirable consequences. A simple difference in preference or point of view is not sufficient.

Briefing papers are an extremely important mechanism to help navigate any disagreement on a course of action between a Minister and Permanent Secretary by ensuring both parties consider the full range of potential options, with evidence to support the benefits and disadvantages of each. This ensures all decisions are based on fact and significantly reduces the potential for individual preferences or views to cloud decision-making.

There is little to no evidence of a regular system of formal briefings and advice papers to Ministers in the APS. Indeed, examples were provided where briefing papers were presented as a way of preventing an initiative being taken forward. In these cases, briefings were seen to be heavily biased providing evidence of only the desired outcome. This kind of practice is another one that fundamentally undermines trust but is also at odds with the expected standards of the public service in that the APS Code of Ethics very clearly says that all public servants are expected to: “assist the government of the day in the development and implementation of its policies, procedures and programmes and in the delivery of high-quality service to the general public” and to do so with honesty & integrity; impartiality & objectivity; and accountability & transparency”.

The type of briefing paper described above is, however, required when a decision is requested from Executive Council (ExCo). The Code Establishing the Operations of the

Executive Council (Revised July 2020) states very clearly that: “Ministers and their officials ... should ensure that major policy matters are referred to the Executive Council whilst refraining from submitting trivial or routine subjects matters (para 4.3).

A “major” policy matter is not defined but is understood to be where a policy has cross-cutting implications or impacts across more than one Department and / or are significant in their scope, scale or impact. Anecdotal evidence indicates that, during the course of the last government, ExCo was increasingly being asked to take decisions on smaller Department specific matters.

This means decisions around progressing Department specific policy initiatives have been taken collectively, rather than as they should be: by agreement between the individual Minister and Permanent Secretary. It was suggested this practice was being used as a mechanism to support Ministers in taking forward a policy initiative where barriers were expected in doing so within a Department.

5. The accountability of Permanent Secretaries to Ministers

There seems to be a fundamental confusion around the accountability of Permanent Secretaries to Ministers: not all Permanent Secretaries believe they are accountable to a Minister and not all Ministers believe they are responsible for holding their Permanent Secretary to account.

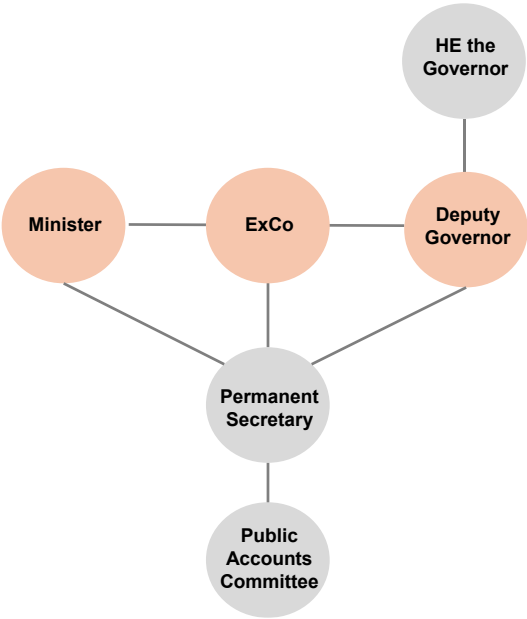
This gives rise to a situation where both Ministers and Permanent Secretaries believe that Permanent Secretaries are only answerable to the Deputy Governor.

The Code Establishing the Operations of the Executive Council (Revised July 2020, para 11.3) explicitly states that Ministers are responsible for setting policy and strategy, while public servants under the management of the Ministry’s Permanent Secretary are responsible for advising on and implementing policy.

Yet there is a blurred understanding by both Ministers and Permanent Secretaries of each other’s expected roles and responsibilities and expected relationships between the two. This has been a known issue for quite some time with consideration given for training to Ministers and Permanent Secretaries in relation to their relationship sought as far back as 2015.

This confusion partly arises from a Permanent Secretary’s inherently complex and competing accountabilities ([Author & Year Unknown](#)). This is a perennial, universal challenge and not one that is unique to Anguilla ([Queen Mary University of London, March 2023](#); [Riddell, July 2014](#)).

The diagram to the right shows a Permanent Secretary’s main accountabilities in the context of Anguilla: to the Deputy Governor (in terms of line management reporting for the administrative running of their Ministry), Minister (in terms of



policy delivery) and ExCo (in terms of implementing agreed decisions) (Source: adapted from [Author & Year Unknown](#)).

This inherent complexity seems to have been exacerbated by inconsistencies and insufficient clarity in Permanent Secretary job descriptions. In practice a Permanent Secretary should report to the Deputy Governor for line management purposes while also being accountable to the Deputy Governor, Minister and ExCo. Job descriptions do not distinguish between accountability and reporting, and a range of different reporting arrangements are included: reporting to the Deputy Governor; reporting to the Deputy Governor and the Minister; and reporting to the Minister. These inconsistencies were quickly remedied during this review because of these findings but it is almost certain they have at least contributed to the confusion around accountability.

Overall and in the interest of being very clear on this matter: Permanent Secretaries are and should be accountable to their Minister, and Ministers are and should be responsible for holding their Permanent Secretary to account. This is always a delicate balancing act and should be exercised within the boundaries of the Code Establishing the Operations of the Executive Council (Revised July 2020) and the Financial Administration and Audit Act (2010). In doing so, there should also be a focus on maintaining a mutually respectful, positive and constructively challenging working relationship where all concerned are focused on delivering the best outcomes for the people of Anguilla.

Trust between public servants

At the heart of this is transparency, accountability, consistency and people doing what they say they will do, and it relates to a range of matters, including:

Dependencies on others – This is the ability to trust others to provide the inputs and support needed to deliver on objectives where there is a dependency on others, whether it be at an individual, team or wider Ministry or Departmental level. Consultations carried out as part of this review suggest there is a breakdown of trust, accompanied by considerable frustration and feelings of stagnation across the APS, when others cannot be relied upon to support effective delivery.

Examples of dependencies on others causing delays in progressing their own work or Departmental initiatives included: key decision-makers systematically failing to reply to emails / long delays in replying to emails, despite repeated follow-ups; unreliability of some officers to show up to work, or to show up on time and therefore “letting the team down”; and unresponsiveness or unexplained delays from officers where specialist advice or support is sought.

The increasingly cross-cutting and complex nature of the issues dealt with by any modern public service mean they cannot be dealt with in isolation, requiring inputs and actions from multiple Ministries and Departments as well as external partners and agencies ([Eggers, Salzetti & McGrath, March 2023](#); [Connell, Quarmby & Marti, March 2019](#)). This means that individualistic behaviours that prioritise personal objectives over the common good are not sustainable in the longer term, either in building trusted relations or “getting things done” ([Aqsa, 2023](#); [United Nations, 2014](#)).

Fairness and equity – This is being able to trust others to do the right thing by treating everyone fairly and equitably. Trust in senior leaders was particularly low in this respect, and

this included trust between senior leaders themselves. Concerns were raised about the extent to which processes are consistently applied, without favouritism or penalty (e.g. because of a personal relationship or like / dislike for a person) and transparency in decision making. Notable examples included: the process for agreeing Departmental budgets; the process for allocating training budget; and the work prioritisation process in the Attorney General's Chambers. It is difficult to tell how much of this arises from perception or reality, often because processes themselves are not visibly documented or accessible and the reasons for arriving at decisions are not transparently communicated.

Service users' trust in the ability of the public service to reliably deliver its services

Concerns about the public's trust in the APS were raised frequently by public servants during the course of this review. This was expressed particularly in terms of keeping information confidential and in the ability of the APS to deliver services efficiently and in an equitable manner.

It is, of course, important to remember that public servants are also service users. The concerns raised are therefore regarded as valid. However, the matter of public trust in government institutions is a complex matter ([OECD, July 2024](#); [Tanny & Al-Hossienie, June 2019](#); [Devine, Valgardsson, Jennings, Stoker & Bunting, 2024](#)) that was not within the scope of this review. Any concerns expressed are, therefore, noted for completeness but not explored in further detail.

Public Service Focused

Sense of service

A sense of public service can be defined as “the dedication to working for the benefit of others and contributing to the common good of society”. It often manifests itself in behaviors such as putting others first, being compassionate, demonstrating courage, going above and beyond in the delivery of duties and showing dedication in everything a person does in their professional capacity ([Galante, 2023](#)).

It is recognised there are very many dedicated public servants across the APS but there were also frequent reports of many who saw their work as “just a job”, with indicators of this including:

- **Not turning up for work / turning up late to work / leaving early on their own volition** – In back-office functions this meant work being delayed and other officers having to assume additional responsibilities, while in public facing functions it meant offices opening late and service users waiting in line for staff to arrive. In some cases, there were much more serious implications of lateness for work. For example, failure of an officer to turn up to work on time at the Anguilla Fire and Rescue Service led to the airport being temporarily de-categorised for around 40 minutes, impacting its ability to handle certain types of air traffic.
- **Poor customer care** – Rudeness and lack of respect to service users and other officers, failure to deliver services in a timely manner (e.g. processing paperwork leading to decisions), prioritising some cases over others without justifiable reason, failure to provide updates on progress, not explaining reasons for delays and not taking accountability for or offering apologies for mistakes.
- **Doing the minimum or refusing to carry out duties** – Working only within the confines of a person’s own job description (despite the legitimate facility for “any other duties”), failure to signpost to other Departments or providing service users with bare minimum information.

All of this demonstrates a disregard for colleagues and service users alike; reduces the motivation of more diligent staff and puts them under additional pressure to deliver their own jobs; and is a risk to the reputation of the service in the eyes of service users, within Anguilla and the outside world.

The reasons for such behaviours can only be speculated on but were often tied to questions around how performance is managed, including how good performance is recognised and poor performance managed. Pay was also seen as important, in terms of low morale among officers, and officers working secondary jobs with an impact on productivity and sometimes conflicting working hours.

Undoubtedly both factors play a part (and are considered in their own right in other sections of this report) but any weakness or weakening in the sense of public service suggests cultural factors are also at play, and there should never be any excuse for what constitutes lack of professionalism and failure to carry out duties to the expected standard.

Clarity of purpose

Purpose describes why an organisation exists and the impact it wants to make on the world

([Harvard Business Publishing, 2022](#)). Public service organisations are purposeful by their very definition. They exist for the public interest, to improve the quality of life for individuals and communities at every juncture in life ([zEid&ler in the Center, 2022](#); [status net, 2025](#)). Everything they do is consequential ([Elston and Murdoch, June 2024](#)).

Purpose has a unique ability to unite diverse teams by instilling a shared commitment and it helps individual staff feel their day-to-day actions are both meaningful and connected with something worthwhile ([Mankins, Garton and Schwartz, 2022](#)). It leads to higher levels of employee satisfaction, engagement, commitment, attractiveness and retention ([Harvard Business Publishing Corporate Learning, 2022](#)). All of this suggests a sense of public service (i.e. commitment) is closely linked to purpose.

Vision and Mission are two essential components of purpose, outlining the aspirations of an organisation and how it will be achieved ([Croneberger, March 2020](#)). The Vision and Mission for the public service are contained in the 2008 version of the Employee Handbook but, notably, not in the current and more recent 2014 version.

APS Mission

The Anguilla Public Service is in the business of promoting and managing sustainable social and economic development for the benefit of the population of Anguilla.

APS Vision

The Anguilla Public Service is a highly trained, motivated and customer-orientated organisation which implements the policies of Government effectively and efficiently, and adapts readily to the changing environment in which it operates

Source: APS Employee Handbook, 2008

Beyond induction - which may happen six months or longer after a person enters the public service - there is little or no visibility or reinforcement of the APS Vision and Mission. Many individual Departments clearly displayed their own Vision and / or Mission (e.g. Department of Education, Department of Social Development, the RAPF) and The Anguilla Public Service Leadership Statement was displayed extensively on the walls of both individual and communal offices. Yet the overarching Vision and Mission of the APS were not observed in any of the many APS offices and facilities visited during the review. This lack of visibility and reinforcement of the collective higher purpose the APS is working towards makes it very difficult to instil any sense of common purpose, including a sense of public service.

Examples of Departmental Visions and Missions



Professional and People Focused

Pay, grading and other allowances & benefits

In reading this section, it should be noted that:

Pay and grading are known issues impacting the APS and a dedicated Pay and Grading Review has been commissioned. It was hoped the public service reform work would run in tandem with the Pay and Grading Review. Contractual negotiations for the Pay and Grading Review prevented this from happening and that work still had not commenced prior to the submission date for this report. The intention remains that all findings relating to pay and grading arising from this review will be shared with the Pay and Grading Review team, and that both pieces of work will be aligned going forward.

Pay cannot be taken in isolation without considering the overall resource requirements of the APS, in that pay and resourcing need to be considered together within the overall cost envelope for the public service. Resourcing will be addressed later in this report.

Pay

The matter of pay is an extremely important one in the APS. Today in 2025, public servants are still being paid on a 2008 salary scale. Notwithstanding the obvious importance of rewarding staff with a fair wage and adequately valuing their contribution, the cost of living in Anguilla has increased exponentially in recent years and it is widely believed that very many officers now take on secondary employment to account for this. Officers at all grades repeatedly highlighted the personal impact, and consequent impact on the APS, of pay.

There are several consequences of the pay situation:

- **Valuing staff** – Pay satisfaction is known to be one of the key drivers of employee engagement ([Udasai, December 2023](#)). It is undoubtedly true that pay has impacted morale across the APS, with many officers feeling under-valued. It is important, however, to emphasise that a wide range of other factors were also cited as impacting morale. This included: working environments, both in terms of physical buildings and working relations; opportunities for growth; leadership styles and behaviours; lack of recognition; and feeling over-worked.
- **Officers with secondary employment** – This was widely reported during this review and the consequences are notable. The practices and behaviours of some staff have already been discussed but it is sufficient to say there are concerns that some officers' commitment to the public service (their primary source of employment) is less than to secondary employment(s). This is reflected in poor timekeeping and taking time out of work in the APS to fulfil the requirements of their secondary employment. It may not be seen this way by individual officers, but this behaviour is both unethical and a misuse of public money. It was reported that productivity is impacted because of officers being tired on the job, sometimes having returned from late night or night shifts, along with burnout over longer periods of time. There also gives rise to potential for conflicts of interest, which are most likely to arise where an officer's primary employment in the APS relates directly to their secondary employment. An example of this would be an officer who provides professional advice or carries out physical work for a client, then in their APS role is responsible for approving compliance checks to the same client. All

secondary employment should be reported to the Public Service Integrity Board (PSIB) for approval but the Board felt this did not always happen in practice and several reports were heard during this review of persons who were not even aware of the PSIB or the need to seek approval for secondary employment.

- **Performance management** (as it relates to pay) – Before being suspended in 2010, the progression of civil servants within their grades was tied to the payment of salary increments. Incremental pay increases are an important mechanism for managing performance, allowing good performance to be rewarded and providing a deterrent to practices and behaviours that might prevent an officer from receiving their incremental rise ([Asure, August 2024](#)). Without the re-introduction of performance-based pay increments, it is difficult to see how performance can be effectively managed, and it is envisaged that challenges embedding the performance management process will continue to prevail. It is difficult to overstate the importance of this, given the notable concerns around the performance, attitudes and behaviours of some officers that have already been noted in this report.
- **Attracting and retaining staff** – The global job market is increasingly competitive with a “war for talent” in some areas (e.g. Digital, Data and AI, Health and Social Care) ([Christensen, February 2020](#); [Keller, November 2017](#)). Anguilla is known to be impacted by the loss of its own talent overseas, and the APS is also affected by this, along with the loss of talent to the private sector on the island. Pay was often cited as the reason. Attracting talent was regarded as a particular challenge for Departments with staff working in specialist areas. Pay was reported to have impacted recruitment to posts across the public service. Indeed, the Department for Lands and Surveys shared their comparative analysis of salaries across the region e.g. the salary for a Director Lands and Surveys is 47% higher in TCI, 55% higher for a Senior Land Registration Officer and 88% higher for a Land Registration Officer. Pay is not the only answer to these challenges ([OECD, 2024](#)), but it is undoubtedly a compounding factor that could impact the overall attractiveness of the APS as a place to work.

Grading

A number of factors were raised in relation to grading during the review. Some felt it was unfair having different grades for HoDs, with some at a B and others at a C grade. However, it must be acknowledged that some Departments are larger and more complex than others, so it should not necessarily be assumed that all HoD roles are analogous. Others highlighted what seem to be very clear inconsistencies in grading, including Fire and Rescue Officers who are paid at the same basic grade as clerical officers despite the specialist training required to carry out their roles and the personal risk attached to their duties. It was felt this suggested either flaws in the method currently used for grading jobs, or inconsistencies in its application.

Other allowances & benefits

While discussing pay and grading it would be remiss not to consider other allowances provided to officers. The provision of generous medical insurance cover and pension provisions were frequently highlighted as significant enhancements to the overall compensation package offered to public servants. However, the true value of these were often seen as underappreciated or easily overlooked.

At the same time, other important allowances are either missing or offered inconsistently, including:

- The payment of on-call allowances which are important in recognising both the commitment of officers outside their core working hours and the associated inconvenience to themselves, often with interruption to personal lives.
- The agreed rate of overtime payable to officers is unattractive and is not regarded as commensurate with the hourly rates being paid to officers working secondary employment in the private sector. This provides little incentive to work overtime and reinforces the additional benefit of secondary employment. The situation faced by the RAPF during the uptick in violent crime during May 2025 is illustrative of this due to an inability to adequately compensate officers.
- The need for officers to routinely use personal resources such as their own vehicles and mobile telephones for work related purposes, without payment of usage allowances. It was suggested that allowances and benefits such as these should not be seen merely as financial considerations, but as important investments in the fair treatment and well-being of officers, contributing to both operational effectiveness and a stronger sense of being valued.

Leadership

Setting the highest possible standards for senior leaders

Leadership is at the heart of reforming the public service. Arguably, if senior leaders are modelling the right values, behaviours, motivations, practices and skills then the public service will reflect those same standards ([Harvard Business Review, 2022](#)).

A range of leadership capabilities were reported and observed during the review.

Many strong, capable, purposeful and committed leaders stood out. These individuals showed clear vision, had a clear line of sight about how to achieve their vision and showed determination to “get things done”, despite quite considerable frustration at barriers to progress. These are the people who will actively and fearlessly drive forward change in the APS.

There were equally capable, purposeful and committed leaders who, sadly, feel disempowered and / or defeated and quietly continued to do their jobs to the best of their ability. These are the people who will readily support change and will relish in driving it forward if they are empowered to do so.

Positive working environments were observed around these leaders. They often brought their management teams and other staff into consultations, encouraging their contributions and indicating a collaborative and inclusive style. They expressed a focus on developing their teams and valued others. They often reflected on their own role in reforming the APS and focused on possible solutions in tandem with the challenges they identified. They talked about innovation and adopting new ideas.

Others espoused dated, hierarchical leadership styles, were role driven (rather than service driven) and did not see the need for change. In some cases, there seemed to be a mismatch in leaders' perception of themselves versus that of others. Several senior leaders confidently

declared their Department was the “most high performing” or “best” in the APS, or even in the region. Yet, these Departments were widely regarded as under-performing, and a range of undesirable leadership behaviours were witnessed among these individuals. This included: pride in taking a “hard line” with staff; using their position to undermine others with the phrase “it’s not your job” reported by staff on multiple occasions when they brought forward ideas or suggestions; complete unresponsiveness to emails; an absolution of responsibility in their Department by blaming their teams or others for their own performance; a learned helplessness where change was seen as impossible and beyond their own control; and a focus on themselves when asked about the greatest factors impacting their Department e.g. their own pay grade. Reflective of this, there were frequent references among staff to “uncaring”, “detached” and “unaccountable” leaders. These people are a drain on the APS and its progress and are likely to actively prevent any change that is not in their own self-interest.

Supporting decision-making at the right level

It is notable that far too many decisions are delegated upwards across the APS, often to the highest levels of seniority i.e. the Deputy Governor. This particularly includes staff disciplinary and recruitment decisions but is far from confined to this. Many routine issues and more substantive operational matters are escalated but should be taken forward by Departments without ever reaching the Deputy Governor. Examples include everything from questions around the interpretation of the General Orders to more time consuming but very routine activities (e.g. preparing press releases, developing job descriptions, writing interview questions). This is illustrative of how senior leaders across the APS are “dragged down” into operational matters that should not need to concern them, with a consequent impact on their ability to strategically shape and steer the APS.

The reasons for this tendency to delegate upwards are manifold. Absolution of responsibility across multiple supervisory, managerial and leadership levels undoubtedly plays an important role, but the General Orders in particular are a compounding factor, even for those leaders who are willing to tackle difficult issues. This will be discussed at length later in this report, but the General Orders are both dated and open to inconsistent interpretation.

This ambiguity means HoDs can justifiably push decision-making upwards without taking responsibility, while others feel they can’t always act with confidence in the knowledge they are “doing the right thing”. This is compounded by a fear of legal action from staff if they do not follow the process correctly and difficulty getting advice on their interpretation of the General Orders (this will be considered separately).

Developing the leaders of today and tomorrow

Leadership development relates to on-the-job training and development opportunities (e.g. acting up, empowerment to represent the Department at senior level meetings etc) but also the availability of dedicated leadership development programmes. This typically includes structured leadership programmes that involve opportunities for coaching and mentoring but also opportunities to gain experience outside the public service e.g. through secondments to other sectors and / or voluntary and public bodies outside Anguilla ([The Wall Street Journal, 2025](#); [Harvard Business Review, 2022](#)).

It is notable in relation to leadership that there is a surprising lack of systematic leadership

development support in the APS, either for existing leaders or those who aspire to leadership positions in the future. The latter is particularly important as it relates to succession planning, especially in the context of numerous expected senior level retirements in the next few years ([Nalley, December 2023](#)).

Several leaders indicated they had sourced and paid for their own participation in leadership development programmes, as an investment in their own future. However, there is no support available for those who aspire to be leaders in the future and only one programme available to existing leaders which commenced through the Anguilla Community College in June 2024 but was paused after only one out of four proposed models were delivered.

Induction of officers into the APS will be considered later in this section, but the induction of senior leaders is worth discussing in its own right. While senior leaders may often come from within the APS, induction remains important, especially for those entering the leadership ranks for the first time: moving into a HoD or Permanent Secretary role can be a considerable leap in responsibility. At present, there is no formal induction for Permanent Secretaries or HoDs who are new to their role, either in a substantive or acting up capacity. In some, but far from all cases, there is a short handover period with the departing officer that serves as an induction of sorts. Formal induction is a missed opportunity to clearly set the standards expected of senior leaders in terms of the values and standards they are required to uphold. It is also unsupportive and does not actively invest in the success of leaders in their new roles. For example, one relatively newly promoted senior leader articulated a clearly incorrect understanding of the difference in responsibility and accountability between a HoD and Permanent Secretary. This was contributing to avoidable tensions in the Department.

Training and professional development, balanced with educational opportunities

There was a strong demand and appetite for growth opportunities across the public service. Indeed, this was one of the strongest themes emerging through the course of the review. Growth was framed in terms of: opportunities for career progression and promotion; participation in more frequent and universally available practical learning and development initiatives, versus educational scholarships; and on-the-job developmental opportunities.

Taking each in turn:

- **Opportunities for career progression and promotion** – Frustration was frequently expressed that officers can remain in the same post for lengthy periods of time, without an opportunity for upward progression or sideways developmental moves. This was partly because several senior officers were seen to have been promoted at a young age, remaining in post for long periods of time, restricting the opportunities for others and leading to stagnation. The result is reports of reduced morale and people leaving the service to find opportunity elsewhere.

It is worth noting that several senior retirements are due in the next five years, including four Permanent Secretaries and eight HoDs. This undoubtedly provides promotion and temporary acting up opportunities, as well as the chance for officers to move into new roles with developmental opportunities across the service. Despite these opportunities, cautionary concerns were expressed during the review that the APS needs to ensure it invests in the right developmental opportunities and succession planning so that future leaders are fully equipped to undertake new and more senior roles.

- **Training versus education** – There was a strong appetite for participation in more frequent and universally available practical learning and development initiatives, versus educational scholarships.

During the review, the term “training” was frequently used synonymously with educational scholarships, but it is important to highlight the two are not the same. Education, training and development are all crucial for personal and professional growth, but they serve different purposes and take distinct approaches ([Hussein, 2012](#); [Masadeh, May 2012](#)).

Educational scholarships focus on investing in knowledge, providing financial support to participate in formal education. They enable individuals to pursue (in the case of the APS) Bachelors and Masters degrees that build foundational knowledge, critical thinking and theoretical understanding in a given field. The goal is long-term intellectual development, preparing recipients for a wide range of future career opportunities.

Training and development focus on practical, hands-on learning, skills enhancement and professional growth. Training is designed to improve immediate job performance, while development aims to build competencies for future roles.

Within the APS there is a strong emphasis on providing access to educational qualifications. This is reflected in the monetary spend on educational scholarships versus training. The public service training budget is substantial, averaging EC\$3.2m a year over the last five years (2020-2024) yet the majority of this is consistently allocated to scholarships. During the year 2024-2025, 96% of the approved training budget was for university level scholarships.

It is also notable that around a third of the training budget (2020-2024) is not used every year. This is often because officers are not in a position to take up their scholarship (e.g. for family or financial reasons) but there is no provision for monitoring expenditure during the year to allow budget to be re-allocated. This represents a wasted opportunity for other officers and Departments to benefit from training.

There are important historical reasons for investment in educational scholarships in the APS, providing access to education for those who may not otherwise have the financial means and yielding a return on investment for the APS in terms of a more educated and committed public service.

The return on investment to the APS must, however, be questioned given the very considerable financial investment that is being made:

- Not all officers return to the APS or Anguilla after completing their scholarship. While only three out of 29 have not returned in the past five years (2020-2024) this still represents 10% of those receiving scholarships. This is an unfortunate unintended consequence of scholarships that makes its own contribution to the loss of talent in Anguilla.
- Not all officers returning to the APS after completing their scholarship were able to take up post in roles that were relevant to the qualification they had gained. Examples included: a Computer Science graduate who was offered a teaching job

in an unrelated subject; and a graduate with a health-related research degree even though there are no research facilities in Anguilla. This raises questions around the strategic alignment of funded scholarships with the skills and capability requirements of the APS.

- Only a small number of individuals can ever benefit from a scholarship. It is too costly and those officers embarking on courses of study overseas are inevitably absent from their duties in the APS for considerable periods of time, given Bachelors and Masters degrees are typically 2-3 years in duration. This means financial and opportunity costs are high without broad reach and benefit to the majority of officers across the APS.
- There were numerous reports of people completing their educational studies and automatically expecting promotions, even where no such expectation had been set and no vacancy or requirement for a more senior post existed. It was felt that these situations contributed to a sense of entitlement which left staff feeling disgruntled rather than recognising the value of the opportunity they had been offered in advancing their education.
- Conversely, there were reports of officers entering jobs where they still did not have the necessary practical experience to perform the role. It was suggested that, over time, this has had a particular impact on the overall leadership capability of the APS, with returning scholars entering into leadership roles without any practical leadership experience.
- Scholarships can be taken up at universities across the US, Canada, the Caribbean region, and the UK. Anguillians with UK citizenship are treated as home (domestic) students at UK universities, which means they pay significantly lower tuition fees than international students. This is a major advantage, as it greatly reduces the cost of studying in the UK compared with elsewhere but raises questions around the value for money of studying elsewhere unless a course of study is not otherwise available.

All of the above suggests there is a mismatch in the emphasis on, and investment in, scholarships over practical but formal learning and development in today's APS. It is notable, however, that a number of Departments developed and delivered their own training using their own internal capabilities. There were some very good examples of these learning focused cultures e.g. the Internal Audit Department.

- **Equity of access** – Some questions were raised around equity of access to both scholarships and formal training and development, resulting from insufficient transparency in the nomination and budget approval processes.

Needs can be determined at different levels in the APS: by the individual themselves; the individual and their line manager through the performance appraisal process; needs identified by a Ministry or Department; and through a service-wide Training Needs Analysis process. None of this is unusual but there are some nuances worthy of comment.

An annual Training Needs Analysis is undertaken by Public Administration, based on the needs reported by HoDs. HoDs will rightly identify strategic training needs (e.g. training needed to ensure regulatory compliance or compliance with other professional

standards or known skills gaps in their Department). However, there is no systematic focus on identifying and fulfilling the training and development needs of individual staff. Several individuals, especially senior leaders, indicated they had never been given the opportunity to discuss their training and development needs and had personally invested considerable amounts of money in their own development to invest in their professional futures e.g. in leadership development programmes. Anecdotal evidence also suggests a tendency toward favouritism in providing access to training opportunities.

- **On-the-job developmental opportunities** – It was widely reported that staff felt there was not sufficient focus on on-the-job training and development. This was especially for staff working in administrative functions and specifically included opportunities such as attending meetings that provide exposure to more senior officers. Even some very senior officers indicated they had never had the opportunity to attend a meeting with their Minister. Staff at all levels reported experiences of being “left to figure it out” themselves when they started new roles with managers taking little or no interest in providing, supporting or encouraging training. This included little or no initial induction into roles, or training provided by previous postholders who themselves had never fully been inducted or trained in the post. At best, this practice undermines consistency and professionalism with even those who are trying their best not being equipped to perform their roles optimally. At worst, it sets officers up for failure by not meeting expectations that have not been set in the first place and by contributing to an unsupportive environment.

Recruitment and induction

Setting expectations and standards should begin even before people enter the public service, throughout the critical process of recruiting and inducting them. This includes everything from the job advertisement, how candidates are shortlisted, what questions are asked during the interview process, how appointments are made and what induction (formal and on-the-job) they receive.

Recruitment

Recruitment emerged as a prominent issue throughout this review, in terms of: the apparent fairness and transparency of the recruitment process; the extent to which it meets modern standards and expectations; and bottlenecks in recruitment. Bottlenecks are regarded as structural and process related and are considered later in this report.

This review concludes that the recruitment process itself is broadly fair but that perceptions of fairness in the process are low and that transparency needs to be addressed.

The recruitment process is outlined in the General Orders (Chapter 2) and the Public Service Commission Regulations (Part 3). Public Administration maintains a high-level process description, but many HoDs felt confused about the recruitment process and gave examples of how it seemed to change without being communicated to them. This was particularly the case in relation to re-filling a post following a resignation or retirement.

All of these factors have the potential to undermine fairness and trust, simply through insufficiently clear and transparent processes.

The documentation and practices that support recruitment should also be considered:

- **Inconsistencies in job descriptions** for roles that are similar or even identical – This was witnessed during an analysis of Permanent Secretary job descriptions in relation to reporting arrangements. This may be a matter of diligence at the point in which job descriptions are agreed, with a need for more consistent cross-checking of job descriptions for similar roles for alignment and consistency. It may also be a product of the Job Grading methodology. Regardless of the reason, inconsistencies give rise to perceptions of unfairness whether deliberate or not.
- **Staff Requisition Forms** – These are the forms provided to the Public Service Commission (PSC) to recommend and justify recruitment decisions. However, these forms differ between Ministries and Departments without a single, consistent approach. This represents an inherent inconsistency with the potential to impact fairness and trust.

It is also important that some – often quite simple – modern recruitment practices and processes are not presently being utilised:

- **Reliance purely on panel interview(s)** – This is the case even for senior appointments, where much more rigorous selection processes would be expected (e.g. the use of selection centre approaches using a series of exercises to test various competencies in different scenarios). The rigour of senior level recruitment processes is critical to ensuring candidates with the full range of skills, behaviours and competencies are selected but also in affording the successful candidate the credibility they deserve when they take up their post.
- **Candidate information booklets** – These documents typically provide a single document containing all the information a candidate would need, not just in terms of the full job description but also information pertaining to the context of the role (e.g. information about the Department and how the role will contribute to its objectives) and the recruitment process (e.g. timescales, interview process). These booklets support consistency and transparency in the information candidates receive, and in the recruitment process overall.
- **Online application process** – While there is a facility for applications to be submitted online, anecdotal evidence suggests candidates can and do submit paper-based applications. This is problematic if a paper-based application goes astray as there does not seem to be any process for noting receipt of such submissions, with the potential to give rise to suggestions of impropriety.

Pre employment

Several HoDs raised concerns around the process of completing pre-employment checks. The RAPF can complete police checks within Anguilla but there is a dependency on external police forces if a potential employee is from another jurisdiction, and these police checks from other jurisdictions are not always forthcoming. Employment references are requested but, again, these may not be forthcoming, and it can be difficult to verify their authenticity.

Pre-employment, candidates do receive a Job Offer that contains important information such as Terms and Conditions. However, there is a missed opportunity to begin setting clear standards and expectations of employees before they even enter the service. It would not be usual for Job Offers to include important information that must be read and signed / agreed

prior to taking up employment (e.g. employee handbook, important policies, a confidentiality agreement, declaration of interests / other jobs).

Induction

Induction is a process through which employees receive the resources, knowledge and support they need to perform their role, helping them to be successful and productive. It is also beneficial to the organisation in terms of: establishing expectations and values; introducing important policies, procedures, and systems; supporting collaboration and teamwork; and even reducing turnover and absenteeism by instilling a sense of employee commitment ([Newhouse, 2020](#); [HRreview, 2023](#); [CIPD, 2024](#); [Mosquera and Soares, 2025](#)). It can be seen as an investment in an organisation's most valuable asset: its people ([Dickson and Isaiah, 2024](#)) and can continue for a few days or for as long as a year through regular meetings and other support initiatives ([Newhouse, December 2020](#); [Frogeli et al, February 2023](#)).

Formal in-person induction typically is delivered once a year but is limited by resource constraints. The is delivered in person and the curriculum includes: overview of the APS; Mission, Vision and Values; recruitment and mobility; Social Security; expectations of public officers; professionalism; compensation and benefits; finances; and retirement. This provides good coverage of important information relating to what officers can expect and what is expected of them.

However, the frequency of induction is insufficient to meet the needs of the service to ensure appropriate and consistent standards and expectations are set on entering the service, and that everyone has equal and early access to important information impacting their roles and careers. In theory, an officer could wait for up to a year without any form of induction, during which time they could be unaware or misinformed about what is expected of them. This is especially important given questions around professional standards that have already been raised, and the impact is further amplified if new entrants do not receive any / limited induction within their own Ministries / Departments or individual roles, or where the induction is being provided by someone who themselves does not fully understand the role.

Following initial induction, there is no mechanism for ensuring regular reminders of important standards, expectations or policies (e.g. Mission, Vision & Values, Code of Ethics, General Orders etc). This is important if organisational values and standards are to be practiced and to form a meaningful part of the culture of the organisation ([Landry, March 2019](#); [Forbes Business Council, November 2024](#)).

Performance management

There is a somewhat chequered history to performance management in the APS, and it is reasonable to say it has never been fully embraced or embedded. A performance management process was first introduced in 2012, following an extended period of design, initial trials and training (2008 – 2011). Low levels of adherence and resistance to the process led to it being abandoned around 2017 until a new performance management process was introduced in early 2024. This is a considerable amount of time without such a process, although it is important to recognise that some Permanent Secretaries and HoDs did continue to support performance reviews within their own Ministries and Departments during this time.

The new performance review process (the Performance Management Development Review,

or PDMR) was introduced in recognition of the importance of monitoring employee performance and to assist officers in their growth and professional development. It was supported by a new human resources management system (the Best at HR Cloud system), an off-the-shelf solution with adaptations for the APS.

Acceptance and adherence is widely reported to be low with performance objectives being set for 429 officers in 2024 with data on the number of year end appraisals completed unavailable.

There is no question the technology supporting performance management has been a barrier to adherence, with regular complaints that it is unreliable with information being lost (including the documentation for entire performance reviews). It was also felt there were too many questions to be completed for year-end appraisals. Discussions have been taking place with the developer to resolve technical problems and to include an updated and reduced form for Year End appraisals and it is hoped these issues will be resolved in the very near future.

Effectively implementing the new performance management system is also closely tied to the long-standing pay situation in the APS, which has already been discussed. There is little incentive to engage with the process if there is no reward for doing so.

There are also notable behaviours surrounding the performance management process that need to be addressed, including: the willingness and ability to constructively give and receive feedback; managers ensuring that performance reviews are carried out consistently and in a timely manner; recognising good performance and actively addressing under-performance; and no consistent or documented standard for performance of officers at each grade.

A systematic focus on health & wellbeing

There is a strong and widely held desire to better support the health & wellbeing of staff and to foster a more “caring” environment.

A focus on health & wellbeing is essential for supporting the workforce in any modern organisation and is known to foster a productive, engaged and resilient workforce. By prioritising employee health & wellbeing, it is possible to reduce absenteeism, enhance job satisfaction, and support economic growth, ultimately improving public service delivery and national prosperity ([Krekel, Ward & de Neve, 2019](#); [Ota & Ray, December 2023](#)).

It is important to highlight that a range of health & wellbeing initiatives have been developed and delivered in pockets right across the APS. These are typically being driven by a desire to do the right thing at a local level and in response to Departmental needs, rather than by any service-wide or systematic encouragement or support. Some of these are very small and localised but should be recognised and commended.

Examples include:

- The **Public Service Sports Day**, organised by the Department of Sport, is a significant event in the annual calendar of the APS and involves teams from across the public service as well as those from local businesses.
- **HM Prison** has already provided its officers and staff with access to the UK Government Employee Assistance Programme (EAP). This includes access to counselling services and a range of health & wellbeing resources. It is acknowledged this initiative is in its early stages with uptake slow to start with, but measures are being considered to

overcome what are likely to be cultural barriers to participation. The Prison is also actively raising its own funds (e.g. through a car wash and community BBQ) to support a range of wellbeing initiatives.

- **The RAPF** held a Health Fair as part of Police Week 2024, involving a range of health assessments (dental, physiotherapy, massage therapy) and information on healthy eating and practices.

Examples of public service health & wellbeing initiatives



There are also some historic examples of initiatives that were regarded as successful in the past. It is important to highlight these as it suggests the importance of health & wellbeing is not new to the APS but may have been overtaken due to other priorities.

Examples include:

- The Health Authority offered staff up to two **Mental Health days** per year. Conditions were applied (e.g. two days could not be taken consecutively) these could be taken without advance arrangement and without questions asked. It was necessary to withdraw this initiative when the Authority was brought back into the Department of Health to ensure consistency between officers.
- **A Cross-Departmental Wellness Programme** that provided an annual calendar of health & wellbeing events tailored for individual Departments. This fell by the wayside in the aftermath of Hurricane Irma but was regarded as impactful and worthy of re-consideration.

A Draft Promoting Wellness in the Anguilla Public Service policy has been developed and was circulated for comment to Ministries and Departments. It is positive that the need for this policy has been identified, given it represents an important acknowledgement of both the importance of employee health & wellbeing and the need to provide more support. Yet the policy has not yet been published and there is no resource to support its adoption and implementation, which has the very real potential to limit its impact.

In particular, there does not appear to be clarity on how such a policy would be supported into implementation and translated into tangible initiatives. Embedding a policy such as this requires (1) A drive to raise awareness about the policy, why health & wellbeing is important and to encourage consideration of health & wellbeing initiatives (2) Centrally provided support and expertise e.g. in terms of providing inspiration on initiatives and advice on what is likely to be workable and impactful given the specific cultural and practical needs of a particular Department (3) Budget is often required to take forward initiatives, even though some can be

cost free or inexpensive.

Access to counselling services was widely regarded as both a pressing need and a gap in the support offered to employees. Although there are a very small number of qualified Counsellors across the service (e.g. in the Probation Department) and the public service does have access to a Clinical Psychologist, demand far exceeds availability. The need was noted, not just in frontline services where officers can deal with particularly difficult issues in the course of their work (e.g. health, probation, police), but also in support of officers facing challenges in their everyday lives that in turn impact their work.

The physical condition of the government estate was raised as a concern across the public service and physical deterioration is visible to the eye. This ranged from structural problems with aged buildings, including damp problems and termites, to insufficient routine maintenance e.g. internal and external painting. The physical work environment matters from a physical health perspective but can also impact morale, the attractiveness of working for the public service and working practices (e.g. disconnected teams resulting from working at home or teams being distributed across multiple buildings).

Keeping people safe

Concerns around the security of staff were raised during a small number of consultations. This included both the protections offered to staff from other officers (e.g. who might have felt aggrieved regarding a particular matter) and to staff from members of the public. While this matter was raised infrequently, the seriousness of the examples provided suggests this is a matter that cannot be ignored.

Workplace safety concerns were raised in relation to major incidents - such as the shootings at the Court House and directly opposite the Department of Youth and Culture building – as well as a perceived rise in abusive and aggressive behaviour towards staff, from other colleagues and members of the public.

External consultancy support was sought to complete a review of security across the government estate and in relation to potentially at-risk individuals. A Security Policy has also been passed through ExCo that offers a police risk assessment to any officer who feels threatened due to their job. However, there was frustration around the apparent slowness to implement enhanced security arrangements in public buildings with staff expressing unease at the absence of basic measures such as keycards / passes to access buildings / offices.

Disciplinary and grievance procedures

Process gaps in the disciplinary and grievance procedures

A disciplinary matter is “where an officer’s conduct or performance falls short of expected standards” with examples of misconduct leading to disciplinary action including, but not limited to: negligence, unreliability, insubordination, substance abuse, criminal offences and inappropriate conduct (General Orders, para 4.1).

The grievance procedure is “designed to allow officers to raise issues of individual concern about their terms and conditions of employment in the Public Service and to have those concerns quickly considered and addressed” (General Orders, para 5.1).

Both the disciplinary and grievance procedures are outlined in detail in the General Orders (para 4.3 – 4.36 and para 5.2 – 5.10 respectively) but there are some important process gaps

that make it difficult to manage and resolve these important matters efficiently and effectively.

This includes:

- Confusion on who should deal with disciplinary matters created by inconsistencies between the PSC Regulations and General Orders. While the General Orders seem clear on the process, the PSC Regulations say the PSC “shall deal with disciplinary proceedings against officers in light of reports from Heads of Departments or otherwise” (Section 31). Given the PSC Regulations prevail over the General Orders, then this is highly ambiguous. First, the word “shall” can be interpreted as “will” i.e. that the PSC must deal with disciplinary matters, not that it can if called upon to do so. This immediately allows for the matter of dealing with disciplinary matters to be taken out of the hands of supervisors, HoDs and Permanent Secretaries and into the hands of the PSC and also therefore the Deputy Governor.
- The General Orders do not provide for a Grievance procedure to appropriately or significantly address grievances that arise outside of the Disciplinary procedure.
- The General Orders are silent on important measures that would prevent escalation to formal disciplinary procedures. Rather than initially being focused on coaching, counselling, mediation and other informal means to support officers towards improved performance and conduct it speaks primarily to formal disciplinary and grievance procedures. This suggests a focus on discipline and penalty rather than support and improvement. This may be unintentional but it could serve to reinforce perceptions that the performance management process is designed to be punitive rather than developmental.
- Absence of a process for addressing and escalating matters that cannot be dealt with under the existing process (e.g. fear of reprisal, matters concerning an immediate supervisory officer).
- Absence of a written dispute resolution process.
- Absence of a written mediation process.
- Absence of guidance on when and how to initiate and carry out an investigation, including the composition, scope and powers of investigation panels.
- Absence of guidance on who is responsible for implementing recommendations arising from investigations, and associated accountability arrangements.

These process gaps are compounded by a tendency to avoid dealing with disciplinary matters and grievances at an early stage. The Eastern Caribbean Supreme Court ruling in respect of Aunika Webster-Lake serves as a stark reminder of the cost and consequences of failing to effectively address disciplinary matters in a timely manner for the officer, manager and other officers.

All of this results in elongated processes that make establishing the facts and reaching a conclusive determination very difficult, and sometimes impossible, due to: difficulties accurately recalling events over the passage of time; unwillingness of officers to participate in the process due to an irretrievable breakdown in trust and relationships; escalations in situations that result in legal cases being brought against the APS with associated risk of reputational damage and financial loss; substantial disruption to the daily operations of a

Department in some cases; and an erosion of trust between officers and in the disciplinary process itself.

Support in the disciplinary and grievance procedures

The vast majority of HoDs did not feel confident or supported in dealing with disciplinary or grievance matters.

- Several HoDs who sought advice from Public Administration in the interpretation and application of the General Orders had received inconsistent advice at different points in time (sometimes in relation to the same matter) and / or very long delays in receiving any advice at all. This included some very serious matters that put other officers and vulnerable service users at risk of potential harm.
- There were countless reports of staff who approached Public Administration directly about a disciplinary or grievance matter, without ever approaching their supervisor or HoD. HoDs felt this practice fundamentally undermined their role and autonomy as senior leaders and managers. It must be acknowledged that officers may not feel comfortable approaching their supervisor or HoD directly (e.g. if a matter relates directly to their supervisor or HoD) but without a clear process for what should happen in these cases, there is almost an inevitability that officers will approach Public Administration. It may also be difficult for Public Administration to signpost officers back to their Department when there is no clear process that supports them in doing so.
- In going directly to Public Administration, it is widely believed that officers are given the benefit of the doubt over the Department and that this reinforces the practice of staff bypassing their Department and going directly to Public Administration. Public Administration should take care not to be seen as a means of sidestepping the disciplinary process and to be robust in maintaining a fair balance between the interest of staff and Departments.

Disciplinary procedures residing outside the General Orders

On a separate matter but one that should be noted, disciplinary procedures for officers in the Police, Prison and Fire & Rescue Service are governed by their own legislation and regulations. These sit outside the General Orders; however, the General Orders are intended to apply where there is a gap in the specific legislation. In practice, however, it is not always clear how such gaps should be identified or interpreted, nor what steps should be taken when a procedural conflict arises between General Orders and the sector-specific regulations.

It was suggested more generally that handling disciplinary matters in frontline operational areas like the Fire & Rescue, Immigration, Customs, Immigration and the Police are not the same as in an administrative environment. Suggestions were made for a cross Departmental Disciplinary Panel to hear disciplinary cases in these aligned areas to ensure processes and approaches are consistent and better fit to address the specific issues encountered in these environments.

Professional image

There is not a consistent professional image for the APS. This includes the absence of a standard (albeit Ministry / Department specific) email signature, style guide (e.g. colour palette) and document format (e.g. Word, PowerPoint templates). While it may seem small,

these things overall lend themselves to a professional image and one that gives assurance to recipients of communications / documents that it is from an official, trusted source.

Forward Looking

Digital transformation and technology enablement

There is undoubtedly a pressing need to modernise service delivery by digitising both back-office and public facing services. On entering almost any office across the public service, the number of paper-based files is striking: on desks, in boxes and stored in numerous filing cabinets and occasionally in vaults. If an image speaks a thousand words, there could be no clearer sign of the potential opportunities for digitisation. Indeed, leveraging existing digital tools more effectively and implementing new systems was widely regarded as essential for improving both the administrative functioning of the APS as well as service delivery. The reliance on paper records makes monitoring and reporting on important trends impacting the public service extremely difficult (e.g. there is no mechanism to centrally report on sickness absence trends to understand and therefore address patterns of sickness absence). The importance of data in making good, evidence-informed decision-making and evaluation was also widely recognised but there was a sense of weariness around the lack of foundational infrastructure or technical capacity to support this.

There were many examples of reliance on outdated or inadequate systems (e.g. performance management, financial reporting), new technology that had been partially introduced, often due to cost constraints (e.g. Lands and Surveys, Physical Planning) and underutilisation of readily available applications like MS Teams and MS Forms. Where systems had been introduced, it was not unusual for paper-based processes to run in tandem. However, some Ministries and Departments have already made important progress in public facing digital service delivery with Inland Revenue, the Joint Emergency Services Control Room, Social Security, and certain Post Office services offering digital solutions. Many more opportunities for digital transformation were also highlighted, including: e-procurement; systems to support efficiency and transparency in governance and decision making (e.g. for ExCo and the PSC); the introduction of an Advanced Customs Information System (ACIS); Advanced Passenger Information System (APIS) for the Immigration Department which will significantly enhance immigration security by allowing for advanced screening of arriving and departing passengers, strengthening the ability to identify potential risks before they reach Anguilla's borders; and a whole raft of public facing services e.g. land registrations, planning applications, passport applications, driving licence applications etc.

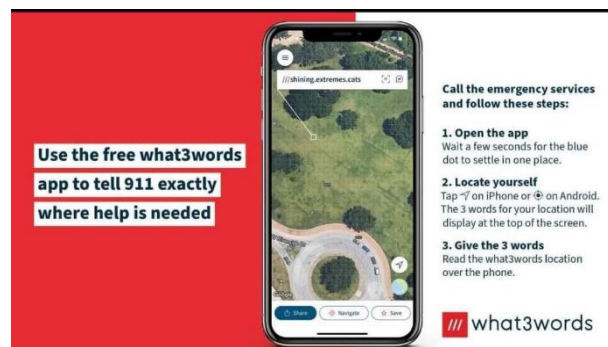
While all of this means the scope for introducing digital solutions is vast, capability in digital transformation is limited with only a small team working in the Department of Information Technology and E-Government Services (DITES). A gap was also noted in the digital skills of staff across the public service and there is a challenge around the need for legislative amendments to permit the adoption of technology solutions (e.g. e-procurement, ACIS and APIS).

Innovation

The International Standards Organisation defines innovation as “ideas that are implemented and deliver value” (ISO 56002:2019, Innovation management — Innovation management system — Guidance, 2019). There are many misconceptions around innovation – particularly that it is just about technology or scientific research and development – but innovation can relate to anything. This might include: processes; how services are provided to citizens; how a team or organisation is structured; policies and procedures; and business models. It can

information in the imagery provides a full immersive (virtual) experience fostering innovative problem-solving and decision-making skills, enabling Government to navigate complex challenges with agility and foresight.

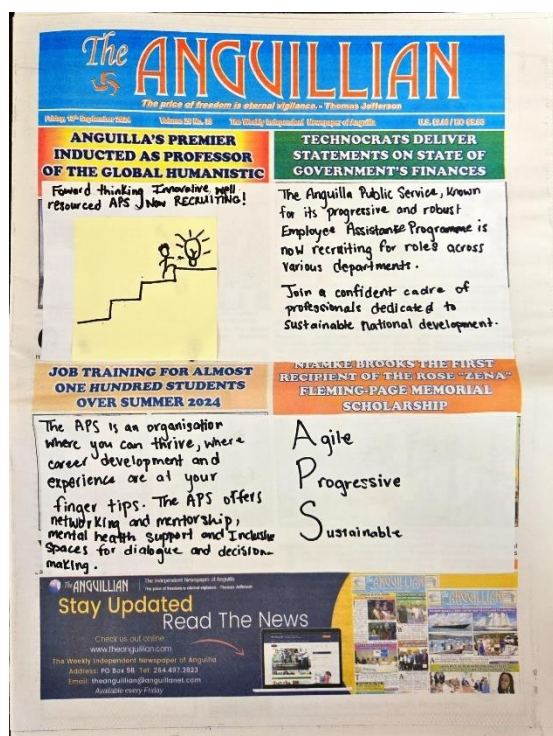
The Joint Emergency Service Control Room (JESCR) was established in 2024 and is the first tri-service emergency control room within the Caribbean region. It facilitates faster response times for emergency services, ensuring the correct response and safeguarding residents and visitors to Anguilla. It uses the innovative What3Words platform to identify the location of persons requesting assistance from the emergency services quickly and accurately to within 3 meters square. It was designed to use the latest dispatch technology and has been future-proofed to support monitoring of the proposed island-wide CCTV network of cameras, the coastal surveillance platform that is due to be installed and will be integrated with the soon-to-be introduced electronic monitoring of persons released on bail. While the JESCR is highly innovative, the introduction of CCTV, electronic prisoner monitoring and the coastal surveillance platform are all significant innovations in their own right.



Despite a clear practice of innovation, innovative approaches were often presented humbly as “things we are doing” and innovation rarely forms part of the narrative in the APS. This suggests there is an unspoken culture and practice of innovation that has the potential to blossom if recognised and nurtured through awareness raising and building capability for innovation.

Not recognising innovation is a known barrier to creating a culture of innovation: lack of recognition for innovation can reduce motivation for doing things differently ([OECD OPSI, 2017](#)). However, there were other notable barriers to innovation in the APS. The need for legislative amendments, particularly in relation to adopting innovative technology solutions, was reported on multiple occasions (e.g. e-procurement, APIS, ACIS) and is compounded by known delays getting legislation (new and amended) through the Attorney General's Chamber. There are also cultural barriers to innovation, where rigid hierarchical approaches and attitudes hinder the expression and adoption of new ideas ([OECD OPSI, 2017](#); Borins, 2001; Mulgan and Albury, 2003).

Having said that, it was notable during staff workshops that the future of the public service was frequently described as “innovative”, “progressive”, “agile” and “sustainable”. The picture above is a good illustrative example. This was particularly notable among younger



generations of officers and demonstrates there is awareness of and an appetite to be innovative.

Strategic planning and co-ordination

Strategic planning and co-ordination across the APS were often thought to be insufficient.

Work plans are produced by every Ministry annually and contain policy priority objectives for the year ahead. The plans are intended to provide for alignment of priorities with Government Manifesto commitments and include dependencies, success criteria, milestones and a RAG status for monitoring progress. An analysis of the Ministry 2024 work plans received indicates the majority (71%) had not been delivered and remained at various stages of progress. It is unclear if this is because other initiatives were prioritised over those contained in the work plan or if this is further evidence of the delivery delays discussed earlier in this report.

There is a Government of Anguilla Consolidated Work Plan (2024) but, despite its existence, there is no evidence it is actively being used as a tool to drive delivery and accountability. It is notable – and regarded as a structural omission – that the APS does not have a strategic planning and co-ordination function that can ensure alignment across Ministries and Departments, monitor implementation progress and ensure Government priorities are effectively delivered ([OECD, April 2024b](#)).

Recognising dedicated service while supporting renewal through early retirement

The considerable number of planned retirements at senior levels have already been discussed, as has the strength of appetite for growth opportunities across the APS. However, there was also an expressed desire among several senior officers to retire early. These officers felt grateful for their years of service and the opportunities afforded to them in the APS but also felt they had offered their best and saw opportunities for enrichment outside the public service. They very much recognised the benefit their departure might have for younger officers, offering opportunities to progress, and to the APS by supporting a new generation with a different outlook and fresh thinking. However, they felt tied to the APS due to practical considerations around their income and pension should they choose to retire early.

There have been recent amendments to the retirement provisions in the APS. The Public Service Commission Regulations provide for a mandated early retirement (Section 27(1)) up to five years prior to normal retirement age but the Pensions (Amendment) Act 2024 introduced provision for voluntary early retirement with a 5% deduction in pension for each year of early retirement (Section 3(c) and 3(d)).

Officers indicated they found the conditions for early retirement unattractive, with only two officers having sought early retirement under the amended legislation to date. However, a comparison of deductions for early retirement suggests the 5% offered by the APS is very much in keeping with international practice. Under the UK Civil Service Alpha Scheme, pensions reduce by approximately 4% for each year taken early ([Civil Service Pensions, February 2022](#)) while the OECD indicates that pension systems in many countries incorporate actuarial deductions for early retirement of around 5% per year ([OECD, 2023](#)).

This international benchmarking underscores that it is neither unusual nor unreasonable to apply actuarial reductions to pensions taken before the normal retirement age. Indeed, expecting to receive a full pension without completing the full period of contributions or service is fundamentally at odds with the design of the public service pension scheme: the 5% annual

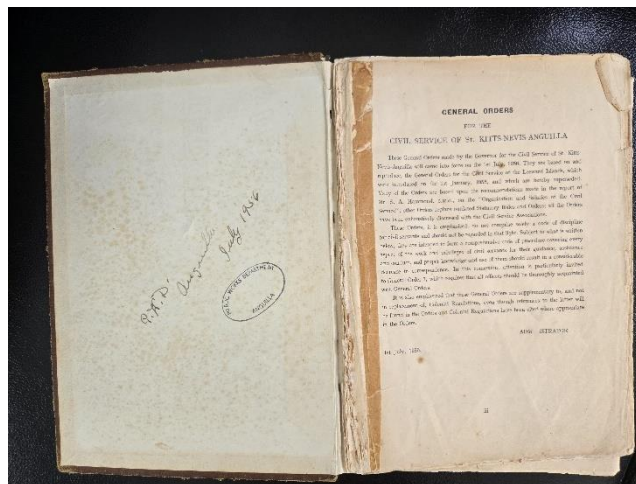
reduction protects the long-term viability of the pension fund and also ensures equity between those who serve the full term and those who choose to exit earlier.

Efficient and Effective

General Orders and the PSC Regulations

The General Orders are essentially the manual containing all the essential policies required to administer the public service in a way that is “smooth and efficient” (General Orders, 2010, para 1.3). More than a decade has passed since they were last updated in 2010 and a comparison of the original General Orders (see image to the right, dated 1956) and those in place today suggests they have slowly and incrementally evolved with very little substantive change since they were first developed. As such, the General Orders are widely regarded as out of date with particular frustration relating to recruitment, promotion and disciplinary processes.

There are several important observations in relation to the General Orders. It is important to emphasise the examples below are extensive but not exhaustive:



- **Inconsistencies** – The General Orders do not provide a “single source of the truth”. The General Orders themselves have been subject to several amendments through the years in 2012, 2013, 2014 and 2016. There is not a single consolidated document incorporating all these changes with each amendment sitting in a separate document.

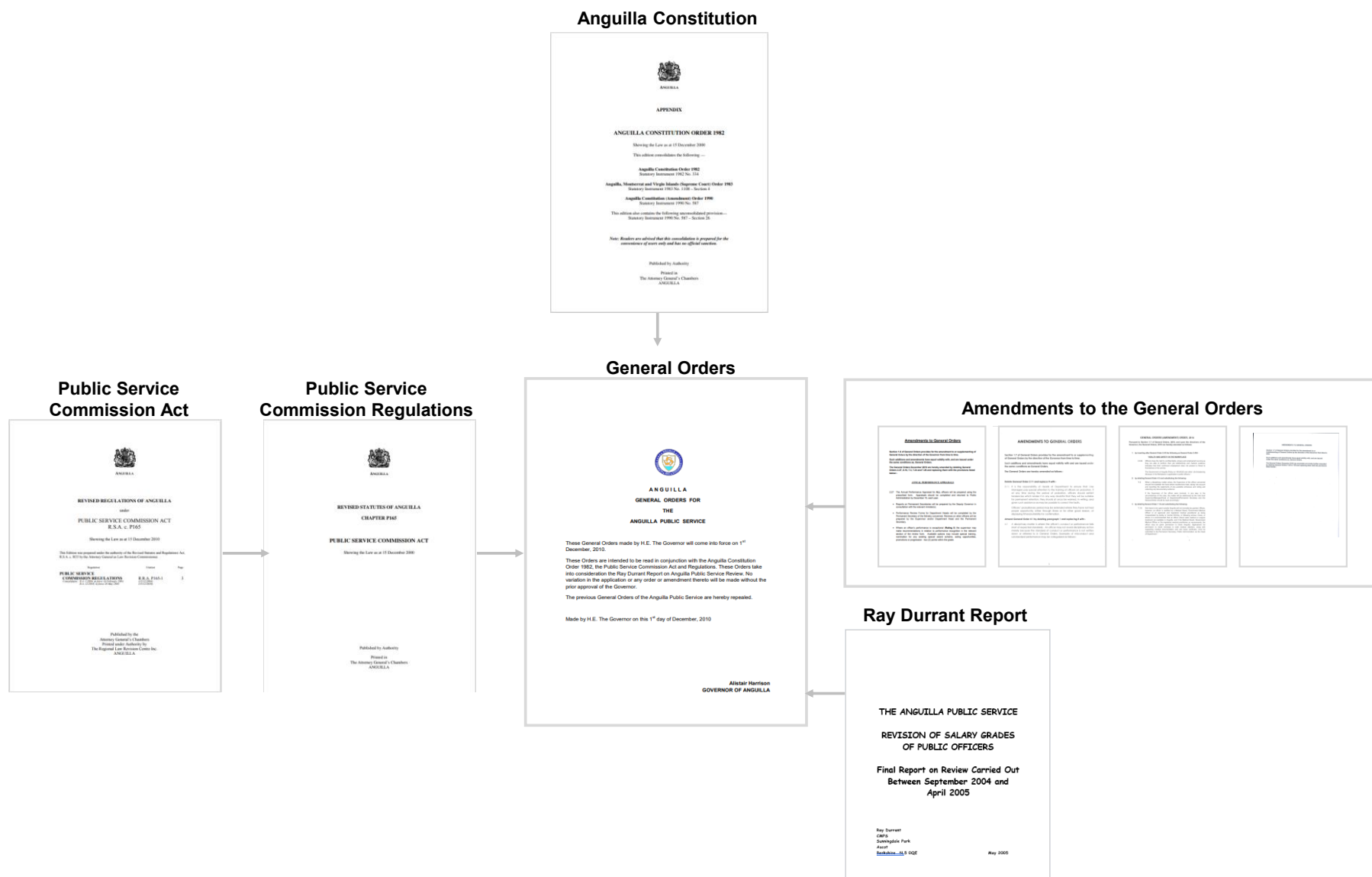
The General Orders are also designed to be read in conjunction with the Public Service Commission Act and Regulations, the Constitution and the Ray Durrant Report (the report arising from a review of salary grades completed in 2005). The diagram overleaf shows all the documents a person needs to refer to in reading the General Orders.

There are several notable inconsistencies between these key documents, with the most notable relating to the Public Service Commission as follows: inconsistency of penalties that may be imposed on an officer in relation to a disciplinary charge (Section 40 of the Public Service Commission Regulations, and para 4.32 of the General Orders); inconsistency of factors relating to the eligibility of officers for promotion (Section 13.(1) & (2) of the PSC Regulations, and para 2.8 of the General Orders).

The inconsistency between documents is further compounded in that the only central document repository for the public service is on the GoA public-facing website (Document Library section). Not all key documents are available on the website, and it can be very difficult to determine what document is current (illustrated in the picture to the right regarding the Constitution). For example, the Ray Durrant report could



Reading the General Orders: a complicated landscape



not be found on the website, and there were several versions of the Constitution including what appear to be proposed amendments (e.g. Anguilla Constitution March 2017 Draft; Anguilla Constitution (Amendment) Order 2018; Anguilla Constitution Draft; Anguilla Draft Constitution Order 2020 tracked revisions).

In practical terms, all the above means key policies are open to interpretation and therefore inconsistent application. This is fundamentally problematic in supporting fully equitable and transparent decision-making, especially in the context of a public service where trust in the fairness of decision-making is low.

Having policies distributed across several documents raises a further risk that not everyone will either be aware of the need to consult alternative sources (i.e. General Orders are read in isolation and taken at face value) or able to do so if they cannot find a copy or correct version of the relevant document. It is also impractical and inconvenient from a user perspective, requiring “flicking” between the different sources of information.

- **Gaps in policy areas** – There are some notable gaps in the policy areas included in the General Orders and related documents, including policies now regarded as an essential part of any modern organisation. Important areas include: Equal Opportunity & Non-Discrimination Policy, including for example persons from different community backgrounds (e.g. Spanish speaking community, Chinese community) and persons in same sex relationships; Confidentiality & Data Protection Policy; a considerably strengthened Conflict of Interest Policy and practices; Dress Code and Professional Conduct Policy; Remote and Flexible Working Policy; and Gifts and Hospitality Policy, including provision for a register of the same. Some of these are already in advanced draft while others would still need to be developed, based on the prioritised need of the service.
- **Policy areas that sit outside the General Orders** – There are several policies that have been developed or are in the process of being developed / agreed, that sit outside the General Orders. It is important these policies are introduced but the fact they sit outside the General Orders leads to further fragmentation of the documentation supporting the effective and consistent administration of the public service and includes: Social Media Policy (Draft); APS Code of Ethics; Health & Wellbeing Policy (Draft); and Working from Home Policy (in development).
- **Unsustainable provisions, specifically relating to uncertified sick leave** – The General Orders indicate that officers can take up to two days uncertified sickness absence per month. Data to support sickness absence in the public service is not available but anecdotal evidence suggests this is often interpreted as an automatic entitlement, regardless of whether an officer is unwell or not. Two days off work per month amounts to 24 days or 5 working weeks per year, per officer. This is equivalent to many officers’ annual leave entitlement and therefore approximately doubles the amount of time every officer can take off work in a year. Any officer who takes 2 days uncertified sick leave every month along with their full annual leave allowance works what equates to a four-day week.
- **Insufficient detail in policy areas** – Many sections within the General Orders are short statements of expected standards rather than fully developed policies. For example:

- **Declaration of Confidentiality** – Officers may be required to sign a confidentiality agreement “from time to time” (Para 3.22). This is wholly inadequate, especially in a public service where there is a low level of trust among officers and service users that their personal information will be kept confidential.
- **Training of Other Officers** – An expectation is set that senior officers will ensure junior officers receive training relevant to their position, yet repeated examples were given during the course of the review where officers were “left to their own devices” on commencing a new role with little to no guidance or support.
- **Dignity at work** – Under the heading of “Duties” officers are required to “at all times be courteous and polite both to fellow officers and to members of the public” (para 3.2). Repeated examples were given during the review of so-called “toxic”, “emotional” and “uncomfortable” work environments and poor standards of customer service.
- **Public Holidays** – Where officers are required to work a public holiday, they are entitled to time off in lieu (unless overtime is received) “wherever possible” (para 3.13). This gives rise to inconsistent and inequitable treatment of officers in access to leave.
- **Aged practice reflected in policy areas** – There are several examples of policy areas that would benefit from updating to reflect changing times and modern human resources practices. Examples include:
 - **Study Leave** – Paid study leave can be awarded to officers who are “required or nominated” by the GoA to attend a course of study or training (para 7.16 – 7.18) but not to those who seek their own alternatives for learning or training. This allows for inconsistent treatment, where some officers may and some may not be compensated for undertaking developmental activities that are equally directly relevant to and beneficial for their area of work or the APS more broadly.
 - **Adoption or Surrogate Parent** – This relates only to a newborn baby, excluding adoption or fostering of older children.
 - **Special Leave** – This relates only to representing Anguilla nationally or internationally in areas such as sports, cultural events and representative organisations. Normally any such policy would extend to areas such as allowances for: domestic crises; breakdown of normal arrangements for childcare or other caring responsibilities; and illness of a child or family member. Given a large proportion of the APS workforce is female, this represents an inherent gender bias and undoubtedly results in officers employing other mechanisms to effectively balance work and the demands of unplanned home commitments e.g. by using sick leave.

Structural impediments to getting things done

Bottlenecks in the Attorney General’s Chambers, procurement and recruitment (through Public Administration and the PSC) were repeatedly highlighted as structural impediments to getting things done across the APS.

The Attorney General’s Chambers

Delays in drafting legislation and providing legal advice were reported across the public service, while some questions were raised around the quality of drafting. Examples included:

- A very small number of agreed legislative priorities for the past 2 years have been delivered.
- Ongoing delays in amendments to procurement legislation with drafting commenced in 2021, resulting in the inability to introduce e-procurement which is designed to improve the efficiency, effectiveness and transparency of procurement processes. This is significant given the impact of delays in procurement across the APS, which are discussed below.
- Repeated and urgent requests for advice on offences under the Bribery Act were never responded to.
- Amendments to the Prison Regulations in relation to the Code of Discipline for Prison Officers and the provision for referral of charges brought against an officer upward to the Governor have not been signed off and brought to ExCo despite the Chambers commencing the process of re-drafting in 2019.
- Advice on contractual matters relating to the Pay and Grading Review for the public service sat with the AG's Chambers for almost six months, delaying commencement of this significant piece of work which aims to address one of the most important issues currently facing the public service.

While some of the above delays and issues are long-standing it is important to recognise several factors that impact the effectiveness and efficiency of the Chambers, including: the Chambers has been without a substantive Attorney General for more than a year with various Interim and Acting Attorney Generals, resulting in a lack of continuity in leadership, strategic direction and decision-making as well as substantive staff being stretched between performing their own roles and their acting up positions; it has no Principal Crown Counsel Civil or Criminal and is chronically understaffed, resulting in the Chambers running below capacity and unable to meet demand; there are some significant and long-standing staffing matters that are regarded as a distraction from getting things done; there is a culture and practice where staff work towards their own priorities rather than to the priorities of the Chambers overall; and limited mechanisms for internal coordination or performance accountability. Added to this, the Chambers report that the quality of instructions received from client Departments is often inadequate, lacking clarity, context, or supporting documentation, which further hampers timely and effective legal support.

Procurement

Procurement is supported by a small, centralised team situated in the Ministry of Finance (the Procurement Office), a central Procurement Board and a Procurement Committee in each Ministry. Departments can carry out their own procurements under a threshold of EC\$4k, while Procurement Committees oversee procurements between EC\$4k – EC\$54k and the Procurement Board oversees procurements over EC\$54k.

Procurement processes are carried out to internationally recognised standards with a MAPS (Methodology for Assessing Procurement Systems) assessment completed in 2018. This is an internationally recognised tool designed to assess the quality and effectiveness of public procurement systems across countries.

However, the procurement process is widely regarded as frustrating and inefficient. Specific challenges included:

- **Procurement thresholds** – The Departmental EC\$4k threshold was widely regarded as inadequately low, resulting in the need for full procurement processes for even relatively small items. This was particularly frustrating for Departments that need to purchase multiple items that just exceed the lower threshold, and for items that are needed immediately. Examples included replacements of broken items such as doors and air conditioning units. This matter is currently in the process of being addressed with the view to raising the lower threshold to EC\$10k but with legislative change required to support the change.
- **Time taken to complete procurement processes** – Numerous examples were cited of prolonged or failed procurements, but further investigation revealed that Departments initiating the procurement process too late and a heavy reliance on external dependencies were often in fact the root cause. There was, however, stronger evidence of delays resulting from a lack of flexibility by Procurement Committees and the Procurement Board on relatively small matters e.g. phraseology. This is not to say due process shouldn't be followed but a certain pragmatism would be beneficial when something is not likely to have a material impact on the outcome.
- **Manual procurement processes** – Procurement processes are currently highly manual, with a heavy reliance on paper-based records. This allows for: more instances of non-compliance as purchase orders can be generated even in the absence of procurement processes; potential overseas vendors not bidding simply because hard copy responses need to be shipped to Anguilla, which is not just inconvenient but could be seen as a discriminatory practice to discourage competition from external companies; and non-compliance from Departments in terms of reporting, which means the Procurement Office finds it difficult to generate/publish necessary reports that would enhance transparency in the procurement process.

e-procurement refers to “the use of information and communication technology by governments in conducting their procurement relationships with suppliers for the acquisition of goods, works and services” ([OECD, October 2020](#)). It brings a considerable range of benefits to government, including: automating procurement processes, resulting in reduced administrative burdens and significant time and cost savings; improved value for money through increased economy, efficiency and effectiveness; reduces the possibility of irregularities in the procurement process; enhances trust in government due to increased transparency; and it can drive environmental and social benefits through, for example, social value clauses ([Eikelboom, Gelderman and Semeijn, September 2018](#); [Melon and Spruk, June 2020](#); [OECD, December 2024](#)).

The Procurement Office have been seeking the introduction of e-procurement based on recommendations arising from the 2018 MAPS assessment, but this has been delayed due to the need for legislative change, with amendments to the legislation sitting with the Attorney General's Chambers since 2021.

The Procurement Office is well advanced in its planning for e-procurement and have already agreed that a Procurement Module will be included as a priority in Treasury's planned platform upgrade from Smartstream to Cloudsuite.

Embedding procurement into the Treasury's accounting system has the additional

benefit of ensuring the generation of purchase orders and invoices are linked to the procurement process and prevents Departments by-passing the procurement process. This is an important success factor for e-procurement ([Shakya, June 2024](#)) and would be particularly beneficial in supporting approvals for procurements within Departmental delegated limits (i.e. sub EC\$4k as it currently stands).

- **Compliance with procurement processes** – This includes a range of factors, which slow down procurement processes, including:
 - Departments not preparing estimates and procurement documents in a timely manner, even where the timeframes for goods / services are known or where a contract is known to be expiring.
 - Some basic requirements being ignored when preparing bid documents. This includes ensuring a proper specification has been developed and adequate consideration to evaluation criteria using the standard template, but which may require adjustments for specific procurement exercises.
 - Delays responding to feedback provided by the Procurement Office (e.g. changes to specifications, evaluation criteria and bid submission forms to ensure they suit the need) resulting in what should have been avoidable emergency procurements. Any e-procurement system will send reminders around actions and timelines, but it is believed there is a tendency towards inaction until the need becomes pressing.
 - Delays in Departments responding to bidders' queries, resulting in extensions to the bid close date to allow time for the bidders to adjust bids based on responses.
- **Resourcing** – The Procurement Office was considerably under-staffed during 2022/23 and 2024 due to re-appointments or acting appointments, leading to delays in the review of bid documents when there were several exercises submitted simultaneously. Additional staff have been appointed during 2025 thus easing the resourcing challenge. However, this stands as a good example of challenges ensuring organisational resilience among small teams in specialist areas.
- **Specialist expertise** – It was felt that Procurement Committees and the Procurement Board did not have sufficient expertise when it came to more technical or specialist goods or services, leading to repeated requests for additional information. This prolongs timelines with frustrating exchanges of questions and answers between HoDs and the Procurement Board / Committees.
- **Service-wide Framework contracts** – Framework contracts are mechanisms which provide government with the ability to procure goods and services that are needed frequently, or in different parts of government. Essentially, suppliers are contracted in advance of the need arising, allowing faster and more efficient access to goods and services. Framework contracts are considered an efficient procurement technique, aiming to achieve savings in both procurement costs and time spent in the procurement process ([OECD, September 2011](#)).

The public service does not currently have framework contracts in place, but this is also part of the legislation that has been before the AG's Chambers since 2021 and a draft framework document has been sent to the AG's Chambers for review. Several examples were given where framework contracts could usefully apply, such as

purchasing commonly used items such as CCTV cameras in government buildings, catering services and air conditioning units. Other common areas might include IT equipment and support services, office furniture and stationery, cleaning and janitorial services, vehicle maintenance and spare parts, printing and document management services, and minor construction works or maintenance services. Establishing framework contracts in these areas would allow for faster procurement, better value for money and a reduced administrative burden across Departments.

Recruitment (Public Administration and the PSC)

The role of the PSC is to make recommendations concerning: appointments, promotions, transfers and secondments of officers; confirm the appointment of officers; select officers for participation in training opportunities (Public Service Commission Regulations, 2010). In practice, the PSC focuses primarily on recruitment with the PSC itself indicating most of their time (as much as 95%) is spent in this area.

Public Administration are often blamed for the slowness of recruitment processes, but the PSC is in fact the primary bottleneck. Before going any further, this is in no way a criticism of the PSC itself: members were seen to be diligent in the role they play, with a strong commitment to upholding standards of consistency, fairness and robust decision-making.

However, there are several notable process related matters that slow down the work of the PSC and therefore the recruitment process itself.

- **Inconsistent Staff Requisition forms** – Different forms are used by different Departments. This means the way in which information is presented to the PSC is not consistent, requiring time to wade through forms to find the information needed to make decisions. The use of different forms also raises a significant issue relating to the potential for consistency – and therefore equity – in decision-making.
- **Incomplete forms** – HoDs frequently referenced frustration around the number of times the PSC ask for information in addition to that provided in the Job Requisition forms. The PSC itself indicated frequently incomplete forms, or forms with insufficient detail to allow them to reach a decision.
- **Paper-based process** – This is yet another example of a heavily paper-based process with Job Requisition forms being completed electronically but then printed and processed manually thereafter. Even being able to get decisions from the Deputy Governor requires a large box of files to be physically transported to their office for signature, which then need to be transported back to Public Administration for further processing.
- **Frequency of meetings** – The PSC is not a full-time body, and members are paid a small stipend for their not inconsiderable work. They meet in person every other week, often for the most part of an entire day. Yet this time remains insufficient to get through the volume of work. The PSC itself has tried to find ways of mitigating this by taking decisions by correspondence outside the normal cadence of in-person meetings.

Structures and practices that foster collaboration and improve efficiency

The term “whole-of-government” describes co-operation and co-ordination among different parts of government with the view to aligning policies, making better use of resources, offering more seamless service delivery and delivering on a shared purpose. It is characterised by

cross-cutting working across traditional boundaries and is supported by building horizontal and vertical links across government ([Christensen & Laegreid, November 2007](#); [Aoki, Tay & Rawat, June 2023](#); [Aqsa, 2023](#)). Taking a whole-of-government approach is increasingly unavoidable given the complexity of issues facing government which necessitates complex solutions ([United Nations, 2014](#); [Aqsa, 2023](#)).

A desire was often expressed for greater collaboration between Ministries and Departments across the APS, to support transparency and improve efficient and effective service delivery and ways of working. This included: wanting to simply understand the wider issues impacting the public service in order to be better informed; being able to share information more easily; better understanding what initiatives are being progressed in other parts of the public service, to avoid duplication of effort and support more efficient ways of working through joined-up delivery; to support more open, collaborative and multidimensional approaches to addressing policy issues; and to celebrate success by sharing examples of “good service” and “good practice”.

The ability to share information (in order to raise awareness of what others are doing and facilitate the practicalities of collaborative across traditional boundaries), connect (to “join the dots” and build relationships that support collaboration) and structural factors all impact on the ability to collaborate:

Connecting

- Events and gatherings form an important part of the culture across the APS and are a real source of strength in connecting people within and across Ministries and Departments. They can also be regarded as an important part of the informal health & wellbeing agenda. The annual Public Service Sports Day, Police Week, Fire Prevention Week, International Women’s Day/Week are but a small number of examples, with frequent and more localised events, with the Department of Sports being notably visible (e.g. Department of Sports Dress Up Day for the International Day of Sport; Department of Sports Run, Walk Cycle Relay) and the Governor’s Office frequently convening events throughout the year.
- There is a general infrequency of team meetings across the APS. Permanent Secretary meetings are intended to take place every month, but anecdotal evidence suggests their regularity is less frequent due to some meetings being cancelled. There is no forum for HoDs to meet on a regular basis and even more localised team meetings were reported to be infrequent, with “being too busy” often cited as the reason. This is an important matter if there is reliance on team meetings to cascade information down through the service. It creates a vacuum of information but also undermines a sense of belonging to the wider organisation and is a missed opportunity for connecting people together.

Sharing information

- The Document Library on the GoA website provides a comprehensive and wealthy repository of important documents and records relating to the public service. However, finding information can be difficult with searches not always yielding the desired results and there will (rightly) be other more confidential and internal documents that are not available publicly. There is an APS intranet, but not all officers have access, and it is not actively managed and updated due to resource constraints. All of this is a barrier to efficiently share and find information.

- The APS does not have a central internal (or external) communications function that is dedicated to sharing important information and updates across the service. This is a particular gap if team meetings are not regularly used to share information and provide updates.
- A range of digital collaboration tools are readily available on electronic devices across the public service but are under-utilised, either because officers are not aware of them, do not know how to use them, or are not in the habit of using them. MS Teams, MS Forms and SharePoint are particular examples.
- Paper-based records make it difficult to share information. There were frequent reports of paper-based files being physically transported across offices. This is inefficient, leaves an unnecessary environmental footprint and carries information security risks (e.g. if files are lost, damaged or stolen).

Structures

Many recommendations arising from the last review of the public service focused on structural change with a “high proportion of priority recommendations relate[d] to the merger of government departments” (GoA, 2011).

It is noted that there have been some significant structural changes in the APS in recent years e.g. devolving functions from the Department of Health to the Health Authority (2004), then bringing the Health Authority back into the public service (2024); and the amalgamation of the Departments of Fisheries, Water and Agriculture into a single Department of Natural Resources (2020). It is recognised that each have brought their challenges, particularly in how the people elements of change have been managed, and the extent to which the intended benefits of the restructuring have been realised.

It is also necessary to emphasise that the current structure of the APS is far from optimal. Having 34 separate Departments, many with just a handful of staff, is excessive and inevitably inefficient and disjointed.

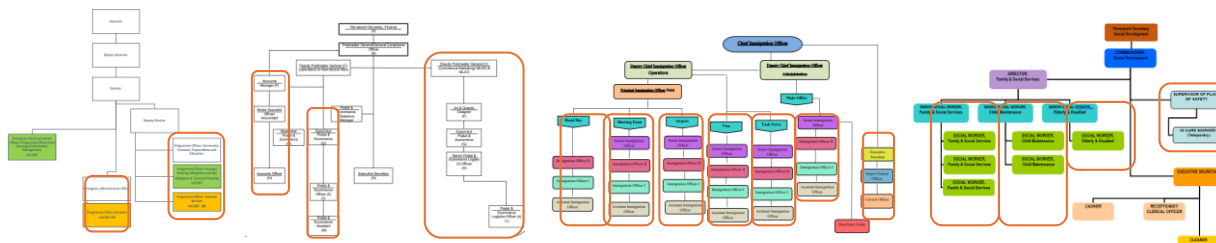
There are also some important factors that suggest the need to better optimise existing structures. A comprehensive review of all structures (Ministries and Departments) was performed across the APS and the following was observed:

- The APS has a hybrid department / unit-based structure which is organised with a focus on delivering specific services (e.g. immigration, health, finance etc). This kind of structure is designed to support focused service delivery and autonomy of decision-making within business units but is not naturally conducive to collaboration and cross-cutting working across the organisation as a whole ([Jerab and Mabrouk, January 2023](#)). That is not to say the structure needs to change to support greater collaboration, but it does mean a more conscious effort and emphasis on mechanisms and practices to support collaboration is needed. Central co-ordinating functions are often helpful in this respect ([OECD, April 2024b](#)).
- Spans of control – the number of employees reporting into their manager – are an important driver of efficiency in an organisation. McKinsey ([Acharya, Lieber & Welchman, December 2017](#)) estimate organisations can save 10-15% of managerial costs by “rightsizing” spans of control, with multiple other benefits, including: helping to break down silos; increasing information flow; reducing duplication of work; decreasing

micro-management (which was seen as a notable issue by staff in the APS); and decreasing the distance between leaders and staff (“detached” leadership was also referenced frequently by staff).

Spans of control in the APS require attention with multiple 1-1 lines of reporting seen across the public service, representing an inherent and systemic inefficiency. Some examples are shown overleaf but 1-1 spans of control are commonplace and present to some extent in almost every Department.

Examples of Departments with 1-1 Spans of Control



It is not clear why this structural pattern has arisen, but in the absence of salary increments over many years it is possible that organisational status and promotions (and a salary increase that comes with a promotion) have become the primary means of reward and recognition. 1-1 spans of control are also symbolic of a very hierarchical organisation where position in the hierarchy and having “authority” over another officer is valued more highly than collaboration, autonomy or functional effectiveness.

- There was some discussion around de-centralising a range of shared services, specifically Human Resources and IT. This focused on the hope of reducing delays in decision-making and empowering individual Departments to make autonomous decisions, rather than promoting more efficient ways of working across the public service overall. There should not be any attempt to decentralise shared services.
- Some important structural elements are under-developed or missing. This specifically includes:
 - There is no centre-of-government function which is typical of most modern administrations and which serves to: provide a formal bridge between the government of the day and the public service; drive policy delivery by setting vision and through effective strategic planning, prioritisation and co-ordination; acts as a stabiliser during times of crisis and disruption; and co-ordinates and delivers internal and external communicates from the centre ([OECD, April 2024b](#)). None of these functions exist anywhere in the public service and it is notable that the Deputy Governor’s Office – where such a function would normally be expected to sit – is considerably under-resourced, with just the Deputy Governor and a very small administrative support team.

The impact of being without these critical functions, either separately or together, contribute to a number of challenges, some of which have already been noted in this report. This includes: the ability to effectively drive policy delivery and deliver the priorities of the Government of the day through effective strategic planning, co-ordination and accountability; the ability to effectively reinforce and communicate the purpose, vision and mission for the public service; too many decisions escalated to

the Deputy Governor which is likely to be compounded by the absence of any mechanism to effectively triage and manage priorities; the absence of any kind of co-ordinated service-wide internal communications which inevitably leads to information gaps, inconsistency of information across the service and can impact trust due to perceptions of information being withheld or other versions of the truth being created in the absence of official communications; the absence of co-ordinated external communications which raises the potential for inconsistencies in the quality of information provided to the public and gaps in information provided; and no mechanism to manage access to information resulting in lack of visibility around key documentation and inefficiencies where information either cannot be found or is duplicated.

- Public Administration is extremely stretched dealing with operational staffing matters and does not have sufficient time for more strategic human resource management such as developing policy, strategic workforce planning (including succession planning), Learning & Development, and driving a practice and culture of performance management. This has a critically important impact given the extent of the people and human resources focused challenges discussed in this report.

Optimise the use of available resources

Insufficient resources were frequently highlighted as an impediment to Departments delivering their services efficiently and effectively, while many staff felt over-worked and attributed this to having insufficient resources. While the overall size of the public service did not form part of the remit for this review, repeated suggestions of insufficient resources led to an analysis of resourcing levels.

This revealed the APS has grown significantly between 2019 and 2025. During this period, the number of filled positions increased by 39.5% (from 859 to 1,198, +339), while the number of established positions rose by 42.1% (from 1,131 to 1,608, +477). It is also notable that the increase in filled posts has not kept pace with the growth in established positions, resulting in a growing gap between the workforce required and the workforce available. This widening gap is further underscored by the 50.4% increase in unfilled vacancies (+137), suggesting that despite efforts to expand the APS, recruitment and retention challenges are intensifying.

It is also worth noting there were around 200 non-established workers in the public service in 2025. Non-established workers do not hold pensionable, permanent posts but often fulfil vital front-line roles e.g. bus drivers, cleaners. Any discussion around the size of the public service must acknowledge the human impact of these roles, especially given the lack of job security and benefits.

The growth of the public service is partly explained by the creation of new business units in recent years but there does not appear to be an effective mechanism for monitoring and therefore controlling growth. This is accompanied by a tendency to automatically fill a post that becomes vacant (e.g. due to a retirement) without considering if the post is still needed in either its current format or at all, or whether there are alternative methods of resourcing e.g. use of temporary / contracted staff to meet seasonal pressures or better use of consultants to deliver discrete pieces of work. Questioning the need for a role is increasingly important, not just in terms of controlling the size of the public service but also ensuring services are effectively delivered. For example, the increased need for digitisation means a

traditional administrative role processing paper-based records is increasingly likely to require digital literacy. In some cases, this digital literacy will require a considerably enhanced skillset and more senior level post.

It is recognised that Small Island Developing States do have proportionally larger public sectors to their size ([OECD, April 2024a](#)) and it is not unusual for a public service to expand and contract on a cyclical basis. The level of growth in the APS in recent years is nevertheless unsustainable.

Employing more staff clearly is not remedying pressures on Ministries and Departments in delivering their work and undermines the argument that yet further resources are needed. This suggests that other factors are at play, which are likely to include:

- **Significant levels of sickness absence** across the APS will directly impact efficiency and productivity. Indeed, many staff described how they continuously shifted roles to fill gaps on any particular day, often due to covering sickness absences. Sickness absence is likely to be a significant factor impacting the effective use of resources.
- Lower than expected productivity among **officers with secondary employment** is not quantifiable but is widely reported to be a contributory factor.
- **Inefficient use of resources** was referenced on many occasions. This included the need to more effectively deploy staff to make better use of their skills and experience, with frequent references to “square pegs in round holes”. It also included staff being under-utilised in roles, with many staff saying they felt “bored” in their jobs, sometimes because they simply weren’t being delegated work and sometimes because the roles outlined in their job description were no longer relevant in today’s work environment e.g. typists.
- A **heavy reliance on paper-based records** is highly inefficient, in terms of creating records, maintaining them, searching for records and information therein, and the movement and transportation of files. Inefficiencies are further compounded where paper-based records are used in tandem with digital systems – something that was seen frequently – resulting in time spent on data entry as well as on printing and filing. It is impossible to even estimate the time and cost of such a reliance on manual processes, but research suggests that considerable efficiencies can be gained by moving to digital processes and document management ([Department for Work & Pensions, October 2024](#); [Kelkar et al, March 2024](#)).
- The **flexibility offered to officers in balancing home and work commitments**, specifically in terms of time allowed to support school runs. It was noted that some officers routinely do not return to work for the remainder of the day following afternoon collections and some parents routinely bring their children to the office after school where alternative childcare arrangements are not available. It is not clear how widespread these practices are but it does raise a number of questions, including operational impact, productivity, availability of childcare arrangements and the absence of formal policy provision allowing equitable access to flexible working arrangements. Additionally, the presence of children in office environments not designed with their safety or needs in mind raises concerns around suitability and safeguarding.

Overarching Conclusions

Focusing on the fundamentals

The overriding message arising from this review is the need to focus on getting the fundamentals right.

This particularly includes robust, transparent, documented and modern policies and processes, along with consistently instilling and supporting the right attitudes, behaviours and practices among officers working in all Ministries and Departments, and at all levels of seniority. Indeed, the findings from this review are overwhelmingly people orientated in terms of levels of trust, public service and professionalism with a need to “invest in people”.

The findings arising from this review should be taken as a sobering, but timely stock take on the current state of the public service. The public service as it operates today “does what it needs to do” but there was an overwhelming consensus that it is increasingly struggling to do so. This is due to dated and manual processes and a range of undesirable practices and behaviours, combined with increasing demands and volumes of work but also the pervading possibility of any other unforeseen future disaster.

Everything that has been uncovered during this review is entirely fixable, but lessons should be learnt from previous (attempted) reform initiatives, with some honest self-reflection on why they did not succeed.

Those who have resisted change – and continue to do so – can only be described as self-serving. By working in support of their own interests, they are doing an injustice to the people of Anguilla and undermining the very reputation of the public service. The people of Anguilla deserve better than this.

That said, there is now a unique and timely opportunity to tangibly affect change.

There is absolutely no doubt that a range of crises at global and national levels mean the APS is only now able to create the space to take stock of where it is at, and what needs to be done to better equip it for the future. Commissioning this reform initiative is the first step and is to be applauded.

There is also a striking, overwhelming desire for renewal and positive change that was heartening to see and hear. Recognising this, embracing it and supporting it are key to unlocking meaningful and impactful change.

This review encountered many capable, competent and inspirational people who are passionate about an improved public service. This included: the most senior leaders right through to the youngest and most junior officers; those who quietly persist in doing their best – often in areas within their own gift – gradually nudging practices and behaviours among their teams and those around them; and those who endeavour to drive change and “do the right thing” by bravely and tirelessly challenging the status quo, often despite quite considerable resistance or even obstructiveness. Every single one of these people are to be commended: they should be recognised, empowered and enabled to affect change, and the APS should nurture them and be proud of them.

There is also an underlying but unspoken culture of resilience and adaptability that can be leveraged and channelled into supporting a more explicit culture and practice of both reform

and innovation. This is demonstrated in the unavoidable need to be creative in using limited resources to best effect and being able to quickly and effectively respond to global and national crises. Examples included everything from using free apps to (e.g. to professionally present information) and utilising the skills of staff creatively (e.g. to deliver localised training, ChatGPT to support the efficient and creative production of social media materials) to leveraging global partnerships to support local initiatives.



Furthermore, several senior retirements will support growth among future leaders but will have benefits throughout the public service, providing opportunities for promotion and movement into areas that provide developmental experience and allow for skills to be better matched to jobs.

Progressing younger officers through the service will also provide greater room for the adoption of new ideas. There is undoubtedly a new generation of officers who feel stifled but bring new ways of thinking that need to be embraced in the interest of the future of the APS. However, this will only be the case if ideas are valued, people are empowered to put ideas forward (and the practice of penalising new ideas is brought to an immediate halt) and there is a focus on actively responding to new thinking. This requires a shift in mindsets and cultural change.

The Journey Ahead – APS is “developing” in terms of its maturity towards achieving its future ambitions but there is a unique and eminently achievable opportunity for a transformational “step-change”

In the interest of this review providing a tangible and transparent baseline for moving forward, the Reform Principles have been used as the basis for a “Reform Maturity Model for the APS”.

Stage	Description
Level 1 - Emerging	A public service in early development, struggling with fragmentation and low trust.
Level 2 - Developing	A service that recognises the need for change, with some early efforts taking shape.


The APS is “developing” but moving towards “established” on the maturity curve


Level 3 - Established	A maturing system with solid foundations and growing consistency.
Level 4 - Advanced	A confident, well-functioning public service driven by purpose and continuous improvement.
Level 5 - Leading	A forward-facing, trusted, and citizen-centred public service that sets the standard for others in the region.

Considering all that has been said, and examining where the APS is in terms of achieving its future ambitions – to be trusted, public service focused, professional, forward looking, efficient and effective – it can be concluded the APS is “developing” but moving towards “maturing” on the maturity curve.

The characteristics of each stage are set out in **Appendix 2** and the level of maturity against each individual Reform Principle is shown. It is notable that the efficiency and effectiveness of the public service “bring down” the overall maturity level, while maturity in terms of being forward looking shows real signs of strength.

Recommendations

This report provides a detailed and evidence-based articulation of the issues currently facing the APS, as well as an analysis of its strengths. A concerted, consistent and determined effort is now needed to reform and modernise the public service by translating these findings into an implementable set of recommendations and a roadmap for change.

Proposed reform measures are summarised below, then are set out in full in the remainder of this section. These recommendations reflect those actions required by the APS if it is to achieve its future ambitions, while also preventing any further decline in the public service.

It is important to emphasise that no single recommendation is a solution in itself. Some will drive forward change more quickly than others, while some will have greater impact overall. Seeing successful reform as the sum of all these component parts should be helpful in “breaking down” what seems like a momentous task into a series of achievable and impactful interventions for change.

Recognising this, several overarching recommendations are presented, supported by a series of more specific action-orientated recommendations.

The overarching recommendations emerging from this review are as follows:

- **Recommendation 1 – Build trust within and in the public service**

Priority should be given to rebuilding trust within the public service by tackling behaviours, practices and cultures that undermine trust, while also better understanding and addressing factors that deplete service users’ trust in the APS.

- **Recommendation 2 – Reinforce Purpose, Values and Standards**

Instil and continually reinforce a sense of public service that is rooted in purpose, values and standards.

- **Recommendation 3 – Invest in people**

Increase the professionalism of the APS by investing in people through fair pay and a greater emphasis on training and development (including leadership development) and health & wellbeing, while also doubling down on performance management, and modernising recruitment and induction.

- **Recommendation 4 – Look forward at an accelerated pace by embracing technology and innovation**

Instil a culture and practice of strategic planning and accountability across the APS and focus on digitising internal and public facing processes and services to improve efficiency and increase transparency.

- **Recommendation 5 – Robustly confront inefficiencies that undermine the effective operation of the public service**

Align and modernise the documented basis for delivering the public service while removing structural impediments to getting thing done by optimising processes and structures.

- **Recommendation 6 – Don't stop what has now been started**

Maintain the momentum that has been created during the next stage of the reform process, taking immediate and practical steps to develop a meaningful and achievable but ambitious programme of reform initiatives that is resourced to ensure success.

Within these recommendations, there are a number of “burning issues” that demand priority attention. Recommendations in these areas are not seen as optional but are essential and immediate next steps. They include:

- **Align and modernise the documented basis for delivering the public service (Recommendation 5.1) [Process].** This recommendation can and should be taken forward without delay and is seen as the number one priority for enabling public service reform. If the APS does nothing else, it should do this.
- **Build a centre-of-government function to provide a formal bridge between the government of the day and the public service and address fundamental structural and capability gaps in the public service (Recommendation 5.4) [Process] [Structure]**
- **Invest in an elevated human resources function with a focus on strategic human resources management (Recommendation 3.7) [People] [Process] [Structure] [Technology]**
- **Systematically invest in leadership development (Recommendation 3.5) [People]**

The remaining recommendations will need to be prioritised for implementation in the short, medium and long term, pending further discussion. This should be done as part of a five-year Public Service Transformation Strategy. Five years may not feel like a long time, but it is realistic and achievable and it is imperative to maintain momentum. The APS must challenge itself to deliver change. Indeed, it has an obligation to all the staff and leaders who inputted into this review, many of whom have done so on previous occasions only to be disappointed.

When considering the recommendations contained in this report, the following should be taken into account:

- All recommendations are categorised and colour coded as follows: **People**, **Process**, **Structure** or **Technology**. Recommendations may fall within more than one of these areas for change, and this is indicated as such.
- Any recommendations that indicate the need for resources do not automatically suggest that additional officers should be recruited to the public service. The findings from this review have shown resources are not efficiently used, with many “square pegs in round holes”. In any case where resources are required, the default should be to find those resources from within the current staff complement of the public service.

Recommendation 1 – Build trust within and in the public service

Priority should be given to rebuilding trust within the public service by tackling behaviours, practices and cultures that undermine trust, while also better understanding and addressing factors that deplete service users' trust in the APS.

Clarify and cement the role and relationship that is expected of and between Ministers

and Permanent Secretaries (Recommendation 1.1) [People] [Process]

The APS needs to move towards establishing a consistent understanding of the legal, documented and expected roles, responsibilities and relationships of and between Ministers and Permanent Secretaries.

It is recognised that a discussion has already taken place between Ministers and Permanent Secretaries around roles, responsibilities and working together as part of a Commonwealth Parliamentary Association visit. This is important foundational work to build upon.

This could be done through formal training for Ministers and Permanent Secretaries in relation to the functional relationship between the two groups. This would be a practical and simple solution that should not be costly or time consuming.

This recommendation does not suggest any lack of capability on behalf of Ministers or Permanent Secretaries but is intended to be equally supportive to both in: providing a solid basis for establishing mutually understood and respected roles and relationships under the recently returned government; ensuring that both seasoned and newly/recently appointed Ministers and Permanent Secretaries have a consistent understanding; and offering value for money with a small investment in training that should result in more efficient and effective ways of working and improved outcomes.

This training should include at a minimum: understanding the legally prescribed duties of Ministers and Permanent Secretaries; legal, policy and administrative boundaries between elected and appointed officials; the political-administrative interface; building respectful and trusted relationships; and agreeing work plans and effective prioritisation and re-prioritisation.

Acknowledge that trust within the public service needs repaired and implement actionable cultural and structural interventions, beginning by setting the highest possible standards for senior leaders (Recommendation 1.2) [Process] [People]

“Trust doesn’t just happen. It is earned person by person” ([Grimm, de Leon, Crawford & Chun, January 2024](#))

Building trust is an extremely complex matter but inevitably starts with leadership ([Soderberg & Romney, 2022](#); [Lewis, October 2022](#)). Practical measures for building trust starting at this level could include:

- **Establishing a public service “Trust Charter”** – This should include several simple commitments for building trust and should be co-created through a facilitated, participatory process across all grades of staff across the public service.

It would support a recommended Public Service Purpose Statement (see below) and should be supported by an Action Plan, containing tangible measures for building trust. Ownership for actions should be distributed across Permanent Secretaries and need not relate to the work of their Ministry and Departments. Each Permanent Secretary should be expected to actively drive and champion the actions for which they are responsible, and the Trust Charter itself.

The Trust Charter and Action Plan should be visibly and collectively launched by the Deputy Governor alongside all Permanent Secretaries and should be visibly displayed in workplaces. It should also be used as an accountability tool in performance reviews.

The Trust Charter and Action Plan should be published on the APS intranet along with annual published updates on progress towards achieving commitments.

- **Transparency and accountability for delivery of work plans** – Leadership was frequently described as “detached” and there is little doubt the visibility and accountability of senior leaders needs to significantly improve. Research shows the number one factor impacting trust in leaders is their willingness and ability to deliver on their commitments ([Partnership for Public Service, Date Unknown](#); [Hunter & Lowe, November 2024](#)).

This should start with publication of work plans at the APS, Ministry and Departmental levels, accompanied by annual “launch” events where the Deputy Governor / Permanent Secretary and HoD respectively: talk through the issues, challenges and opportunities facing the APS / Ministry / Department; set out their priorities for the year ahead; walk through the work plan; and provide the opportunity for Q&A. There should be a mid and end of year review of achievement of work plans with leaders explaining what has been achieved and barriers to achievement, as well as actions and priorities going forward. Any senior leader who suggests there is not time for this, or who feels uncomfortable in doing so, should be seen as lacking essential leadership skills and failing to demonstrate basic leadership behaviours.

- **An annual senior leadership forum / away-day** that includes the Deputy Governor, Permanent Secretaries and all HoDs that focuses on structured leadership development sessions, strategic planning, networking and information sharing. This will support in developing a shared “senior leadership team” identity and support practical leadership skills development and network building aimed at building more collaborative working relationships.

In support of these recommendations, it will be critical to invest in leadership development at all levels of the public service, including those already in leadership positions but also future, emerging leaders. This will require delivering ongoing leadership development programme(s).

Establish a centralised “transparency” function that acts as a dedicated communications function while also ensuring access to information (Recommendation 1.3) [\[Process\]](#) [\[Structure\]](#)

This has the potential to fundamentally shift the dial on trust across the public service and is regarded as a priority recommendation for early implementation.

It could serve both internal (within government) and external (public-facing) transparency goals with a remit that includes internal communications, external communications and transparency of documentation/information.

The transparency function should take ownership of the intranet, providing the dedicated resources needed to maintain a facility like this. The intranet should be developed to provide a repository of important documents and information, including those that would not normally be shared on the GoA external website for reasons of sensitivity or confidentiality.

It should also set professional branding and style standards for the public service including: email signatures (specific to Ministries and Departments but with a consistent underlying

style), style guide (e.g. colour palette, font type) and document format (e.g. Word, PowerPoint templates).

This function would also be pivotal in taking forward the access-to-information proposals contained in the Government's People Plan, co-ordinating responses to access-to-information requests across the public service, ensuring response timelines are upheld and providing expert advice and guidance on how Ministries and Departments should respond to access-to-information requests.

The transparency function should be framed as a practical enabler of trust and accountability. It should be established as part of the proposed centre-of-government function, sitting under the Deputy Governor's Office. This proposed function will be discussed in further detail later in this report.

Implement a social media policy that applies to all officers, with robust standards for senior leaders (Recommendation 1.4) [People] [Process]

Social media is a pervasive part of every aspect of our lives in the modern work, keeping us informed, helping us to stay connected and allowing us to deliver and access a whole range of services. In the context of government, it enables civil servants to: engage actively with service users; promote access to services; draw on new ideas; gain insights on the wants and needs of service users; and represent the views of government and the public service ([Burke, September 2020](#)).

However, inappropriate use of social media by public servants (in either a personal or professional capacity) can undermine trust in the impartiality and professionalism of the public service.

This recommendation focuses on personal social media usage by public servants, not official social media issued by any part of the public service.

Draft Social Media Guidelines were drafted for the APS in 2021 but have not been finalised.

The policy should aim to ensure the responsible use of social media by public officers in a way that: supports responsible online engagement that protects the integrity and reputation of the public service; maintains the trust of elected representatives and the public; provides clear guidance to public servants on appropriate use of social media in both official and personal capacities; and balances the need for appropriate personal expression.

An analysis of several government social media usage policies reveals – first and foremost – an emphasis on taking a common-sense approach and upholding the right to freedom of expression but at the same time expecting the highest standards of propriety ([Cabinet Office, October 2014](#); [Scottish Government, 2017](#); [British Columbia, April 2024](#); [Government of Canada, 2025](#); [Government of Ontario, current](#)).

“It's not rocket science – we must use common sense about everything we publish on digital and social media. Once something has been sent, it's public. Following these guidelines correctly will ensure that your social media activity will enhance your job as a civil servant, while also retaining the highest levels of integrity” ([Cabinet Office, October 2014](#))

This analysis also suggests the characteristics of an effective social media policy include: providing a clear distinction between personal and official use, including awareness around

the use of official social media accounts and prohibiting the use of official titles or branding in personal profiles; emphasising that public servants are expected to uphold the same standards of integrity, impartiality and respect online as they do offline; and a reminder that all online posts have a permanence.

It is notable that these policies set higher standards and expectations for senior leaders, recognising their influential roles and the potential impact of their online activities on public trust and organisational integrity ([Cabinet Office, October 2014](#); [Scottish Government, 2017](#); [Government of Ontario, current](#)).

Efforts should be made to update and finalise the Draft Social Media Usage Policy for the APS, incorporating the higher standards expected of senior leaders.

Baseline and monitor trust (Recommendation 1.5) [Process]

There should be an annual Trust Survey that is used as both a listening mechanism and a signal that the APS is serious about building a more open, respectful and trusting culture. This should not be a significant amount of work and should not be an onerous survey to complete. It could be effectively and professionally administered using MS Forms, which is free as part of the existing Microsoft suite of apps.

The Trust Survey should be owned by the transparency function and findings should be shared across the public service, with a session where the Deputy Governor and Permanent Secretaries reflect on the findings, chart the way forward and provide an opportunity for staff to ask questions.

Potential areas for inclusion in the survey are as follows:

Trust in Leadership:

“I trust my senior leaders to act in the best interests of the public service”

“Leaders in my Ministry/Department are transparent in their decisions”

Trust in Peers and Teams:

“My colleagues are supportive and collaborate well”

“I feel safe sharing new ideas or concerns with my team”

Psychological Safety and Voice:

“I feel safe speaking up, even if I disagree with senior staff”

“Mistakes are treated as learning opportunities, not just failures”

Fairness and Inclusion:

“People are treated fairly, regardless of who they are or where they work”

“I believe opportunities are based on merit in the APS”

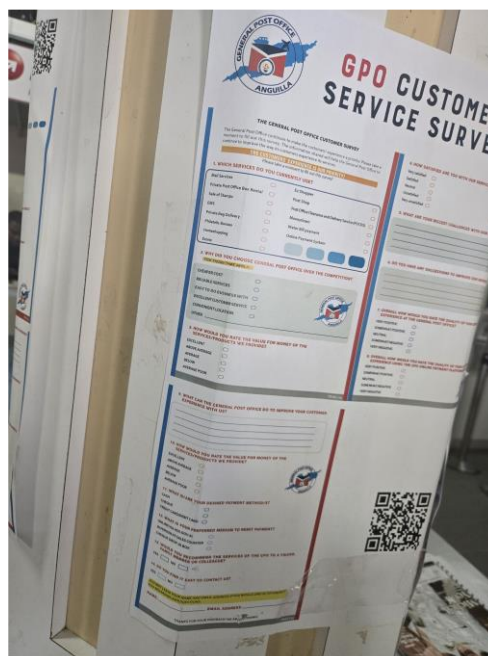
Transparency and Communication:

“Important information is shared openly and in a timely manner”

“I understand how decisions are made at senior levels”

While the focus must be on addressing internal issues impacting the APS, a similar survey could also be rolled out to baseline and track external trust among service users and stakeholders. Topics for questions could include responsiveness, transparency, integrity, fairness and confidence in public service institutions. This a second order priority and should only be done at a time when there is the capacity and resource to begin addressing the feedback that is provided, otherwise there is a risk of raising public expectations that cannot be met.

This is not to say Departments with public facing interactions should not seek regular and ongoing service user feedback. Indeed, it is recommended that every public facing service does so. It is very simple and easy to do so using MS Forms, which creates a QR code, so there is absolutely no reason not to. An expectation should be set that a visible customer feedback mechanism is present for every single public facing service. There are already some examples of this in practice (e.g. the General Post Office – see picture to the right) but they are more notable by their absence.



This approach is “service user centred”. This means designing policies, services and processes around the real needs, experiences and expectations of the people they’re meant to serve. It can only be achieved with the inputs of service users. The public service would benefit from taking this approach in delivering all its services but as a first step, listening to service user experiences by gaining feedback and responding to it would be a very good start.

Recommendation 2 – Reinforce Purpose, Values and Standards

Instil and continually reinforce a sense of public service that is rooted in a sense of purpose, values and standards

Build trust through Foundational Moves, Everyday Practices and Symbolic Reinforcements (Recommendation 2.1) [People] [Process]

Instilling and continually reinforcing a sense of public service rooted in purpose, values and standards would represent a powerful cultural shift, serving to build pride in public service, strengthen integrity, sustain motivation and improve standards — even when resources are limited.

Instilling a sense of public service is multi-dimensional but it is fully achievable if grounded in a series of tangible actions. This should include a series of Foundational Moves, Everyday Practices and Symbolic Reinforcements:

- **Foundational Moves** will set and continually reinforce purpose, values and standards, serving as the bedrock that everything else builds upon.

This should involve co-creating a Public Service Purpose Statement with leaders and staff to ensure it reflects shared values. The process of co-creation would provide an

excellent opportunity to share, reinforce and reflect on the public service values, vision and mission. The Public Service Purpose Statement should be something short, memorable and meaningful. Suggestions that arose during this review included “Working for Anguilla” and “Together Building a Trusted Public Service”.

It will also be important to raise awareness of and the visibility of existing standards and values. This can be achieved through simple measures such as posting in offices across the public service and appearing as screen savers on laptops / desktops as an everyday reminder and should form part of annual “fitness to practice” training (see later).

The Public Service Purpose Statement should be supported by and aligned with the proposed Trust Charter and Action Plan.

- **Everyday Practices** are small, consistent actions that normalise the desired culture and behaviours. This could include:
 - Regular “Stories of Service” where real examples are shared and celebrated of APS staff going above and beyond (e.g. through email communications, videos, the intranet, townhalls). Responsibility for this would sit with the transparency function.
 - Visible reminders of Purpose, Vision, Mission and Values through ongoing service-wide communications, including the use of screen savers and posters in staff areas.
 - Mandatory annual “fitness to practice” or “fitness to serve” training should be introduced as a formal mechanism for ensuring regular reminders of important standards, expectations and policies (e.g. Values, Code of Ethics, General Orders etc). This is typically a series of online modules (in-person but more often online) that refresh and test officers’ knowledge of key standards and requirements. Completing this training should be included as a performance objective for every single public servant, at every grade, with incremental pay increases being tied directly to completion.
- **Symbolic Reinforcements** are rituals, recognition and symbols that signal what matters most. This could include:
 - **Annual staff awards** – These could be re-introduced but should be carefully considered. It is time-consuming and resource intensive to run staff awards and it is recognised that many Departments actively run their own awards. It is noted that buy-in and support for this has been low in the past, with small numbers of poor-quality submissions for awards received. A very strong onus would need to be placed on leaders to drive involvement and support for these awards.

Alternatively, small interventions are likely to be more impactful and sustainable. For instance:

- **Staff Ovations** – This is typically a staff-driven initiative, inviting officers to nominate colleagues who have demonstrated a particular core value or made a specific contribution to their team or the public service. This could be managed using a simple nomination form using MS Forms and could be centrally administered (for

quality assurance purposes) by the transparency function as part of internal communications activities.

- **Visible Symbols of Appreciation** – This includes small but impactful gestures or recognition such as hand-written thank-you notes from senior leaders, “wall of fame” noticeboards in common areas or digital badges for internal platforms.
- **Spotlight Features** – These are typically short articles or features that recognise teams or individuals as a routine part of internal communications and / or on the intranet homepage.

Recommendation 3 – Invest in people

Increase the professionalism of the APS by investing in people through fair pay and a greater emphasis on training and development (including leadership development) and health & wellbeing, while also doubling down on performance management, and modernising recruitment and induction.

Take account of the findings from this review while taking forward the Pay and Grading Review (Recommendation 3.1) [People] [Process]

While this report has commented on pay and grading matters that were raised during the review, it would not be appropriate to make comment on any matters that fall within the remit of the Pay and Grading Review. It is nevertheless recommended that the Pay and Grading Review takes account of the findings from this review and that alignment between both pieces of work is established as early as possible.

Reduce the potential for conflicts of interest among officers with secondary employment (Recommendation 3.2) [People] [Process]

It is acknowledged that it is not currently feasible or ethical to prevent officers from taking up secondary employment when pay is such a critical issue facing the public service and individual officers.

However, there is currently the potential for some very real conflicts of interest to exist and there should be greater controls to uncover and prevent these. This should be achieved by:

- Better supporting the PSIB in doing its job by introducing an individual employee level electronic record of any applications to and approvals (or otherwise) by the PSIB for secondary employment. This should be considered as part of the functionality required of a new strategic human resources management platform.
- Requiring employees to complete a signed Declaration of Interest form prior to entering the public service with approval by the PSIB for any secondary employment prior to taking up employment.
- A service-wide exercise could be completed asking all serving officers to complete a signed Declaration of Interest form along with information highlighting the need to declare secondary employment and the role of the PSIB in respect of this. This is also an opportunity to provide information raising awareness of the impact on health & wellbeing of consistently working long hours through secondary employment. Undertaking such an exercise may seem radical, but it is not believed it will impact the ability of most officers to continue with their secondary employment.

- An alternative would be to initially raise awareness of the need to declare secondary employment and the role of the PSIB in respect of this while also raising awareness of the health & wellbeing impacts of working long hours through secondary employment.

Instill a culture and practice of performance management and strategic data-driven human resources management as an immediate priority (Recommendation 3.3)
 [People] [Process] [Technology]

The challenges relating to instilling a culture and practice of performance management have been well documented in this report. This is regarded as one of the most pressing issues facing the public service and should be seen as a priority.

Specific actions in support of this recommendation include:

- **Introduction of a new strategic human resource management platform** to manage performance and every other aspect of human resources planning and management. In terms of digital transformation in the APS this is seen as a critical area for investing in technology that will positively impact the entire public service. The solution adopted should not just include functionality for performance management but also recording and reporting across the full spectrum of human resources matters including but not limited to: annual leave; sickness absence (this is absolutely critical); vacancies, transfers, secondments etc; staff training records; and budget management for human resources.

This solution should offer a full replacement to the current Best at HR Cloud system and should not just be an add-on. The current system is not fit for purpose as it does not and is not capable of providing a full end-end strategic human resource management solution.

It is essential this new solution supports the complete replacement of paper-based HR records with digital ones to improve efficiency and transparency of process as well as the provision of timely and accurate data to support evidence based human resources management and planning.

Introducing a new end-end strategic human resource management platform requires expertise in business analysis, HR process design and technology evaluation to effectively gather user needs, develop a detailed system specification and select a strategic human resources solution that aligns with organisational goals. This will require external consultancy support, who should assist and advise DITES and Public Administration as the “customers” and subject matter experts in the local context.

- Re-introducing performance-based pay increments should be a priority should pay increments be reinstated. Without this, it is difficult to see how performance can be effectively managed, and it is envisaged that challenges embedding the performance management process will continue to prevail.
- All staff should receive annual training in giving and receiving feedback, not just those with line management responsibility. This supports more effective, positive and constructive performance management as part of the ongoing feedback process and is needed on an annual basis to continuously reinforce feedback practices and to hone skills in this area. This type of training has been provided by Public Administration in the past and there are several online courses available through the UK Government’s

Civil Service Learning (CSL) portal. These do come at a cost but it is not significant, especially when weighed against the potential benefits such as: improved team dynamics; greater individual accountability; and a stronger performance culture across the public service.

- Ensure consistent expectations and standards of performance are set for every person at every grade by introducing a Competency Framework for the APS. The APS does not have a Competency Framework. This is, without question, an omission in terms of providing a consistent framework for recruitment, progression, professional development and performance management. Introducing a Competency Framework could be easily done by adapting those from other jurisdictions, the obvious ones being one of the other OTs (e.g. Cayman and BVI have their own frameworks), UK Government or one of the UK Devolved Administrations.

Continue to invest in educational scholarships but rebalance this with greater investment in Learning & Development (Recommendation 3.4) [People]

This rebalancing should be based on the 70 20 10 model of workplace learning (Abbas, December 2023) which breaks down learning into three parts:

- **70% through experiential learning** where people acquire knowledge and skills through hands-on and practical activities. This includes workshops, webinars, online learning portals and e-learning.
- **20% through social interactions** where knowledge and skills are acquired by interacting with others. This includes subject matter networks, coaching, mentoring, feedback and communities of practice.
- **10% through formal training** which comprises structured and organised methods designed to impart knowledge and skills in a systematic way. This includes placements, secondments and job rotations, shadowing and self-directed learning, and projects and special assignments.

This will require a more strategic and holistic approach to Learning & Development and a critical look at the relative value to the public service of funding educational scholarships versus experiential learning and social interactions.

There needs to be a much more rigorous process for accessing scholarships. This should include a business case process that demonstrates both need and alignment with Departmental and wider public service strategic objectives. This process should be documented and transparent with a consistent set of criteria and using a standard template.

This recommendation also means public servants should have access to a suite of learning interventions that support their ongoing development. This will need to be carefully designed based on the needs of the public service but should be supported by a flexible delivery approach that allows learning interventions to be sourced from a wide range of sources and to meet a range of different learning styles, including:

- **Accessing training available from reputable regional bodies** to deliver training in identified areas of need on the ground in Anguilla and online e.g. CARICAD ([CARICAD, 2025](#)). There is already a longstanding precedent for this but building this kind of provision into a regular and ongoing programme of training is key.

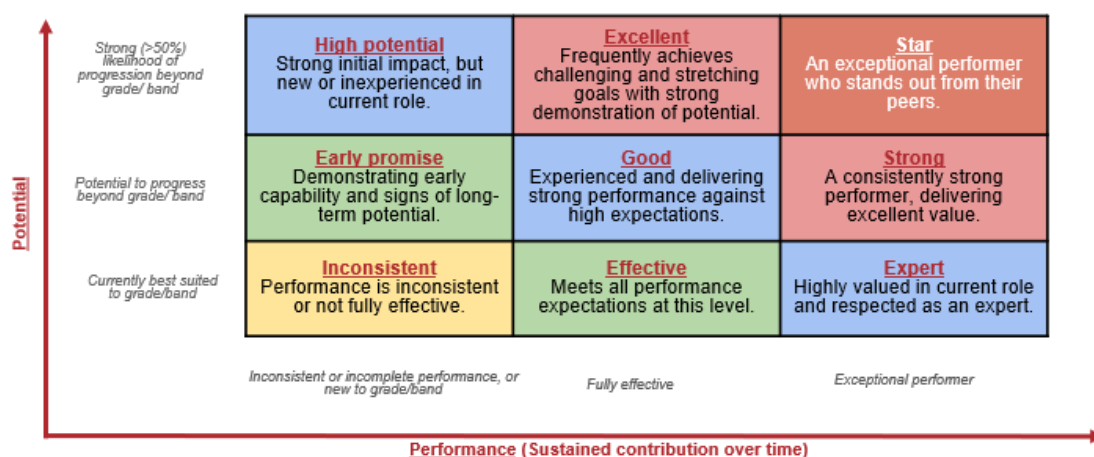
- **Leveraging opportunities available to OTs through the UK FCDO** is a sensible and low / no cost first step. Work is currently progressing on a pilot initiative involving the Public Service Reform Advisor, Governor's Office, Public Administration team and the FCDO L&D team to carry out an individual training needs analysis and to develop a programme of training opportunities that could be delivered online and in-person.
- **Leveraging online learning** – Access to the UK Government Civil Service Learning portal had been unavailable to the APS since approximately 2019 but was reinstated towards the end of 2024. Work is needed to promote the availability of this resource. This has begun as part of this public service reform review, where HoDs were alerted to the training and sent the link during and following individual interviews. CSL provides access to an extensive range of training that is tailored to meet different learning styles, from short videos to multi-module training courses that combine taught, self-directed and reflective learning. Much of it is free and online with some courses costing a small amount of money to access.

Systematically invest in leadership development (Recommendation 3.5) [People]

There are countless reasons why it is not just important but essential to actively develop and invest in leaders.

Leadership is the single greatest driver of organisational performance and culture; it is a critical element of succession planning by helping to build institutional capacity over time and preparing public services for succession and future challenges; leadership development strengthens integrity and accountability which builds trust; it improves leadership effectiveness; behaviour of leaders has a significant impact on the wellbeing, motivation and engagement of staff; and public sector reform efforts often fail not because of poor strategy, but because of insufficient leadership capability to implement and sustain change ([OECD, September 2017](#); [OECD, October 2001](#); [United Nations, 2015](#); [Goleman, January 2024](#); [CIPD, April 2021](#)).

These are all very good reasons to invest in leaders, yet any form of leadership development is notable by its absence in the APS. This should be addressed as a priority with the introduction of a systematic leadership development programme that includes both senior leaders and future leaders. A tool such as the Talent Management 9 Box Grid (shown to the right) should be adopted to identify those leaders / potential leaders who would benefit most from leadership development support. This provides a consistent and structured approach to assessing performance and potential, supports developmental conversations between officers and managers, and can be used to support wider talent and workforce and succession planning activities.



It will be essential that training is provided to ensure a tool like this is used effectively, fairly and consistently.

Place a systematic focus on health & wellbeing (Recommendation 3.6) [People]

While work has begun to develop a Health & Wellbeing Policy, further efforts are required to ensure there is meaningful support for staff and leaders in this important area. Prioritising health & wellbeing is also consistent with the current Government's focus on prioritising the promotion of preventive health care (AUF, 2025).

Some of this will require financial investment. Practical initiatives to support the policy might include:

- Access to counselling or an EAP (Employee Assistance Programme) with targeted support for high-risk groups (e.g. emergency responders, front-line officers). Counselling in particular has been identified as a critical need across the APS and should be regarded as a priority. It is recognised EAPs are expensive but the potential to leverage the UK Government's programme, or to implement a framework agreement across OTs should be considered.
- Consideration of introducing Mental Health days where officers can take up to two non-consecutive wellness days each year. However, this should not even be considered until the policy and practice of uncertificated sickness absence is controlled and brought to a reasonable and sustainable level.
- Partnerships with local providers that can supply interventions that support wellness (e.g. discounted rates at local fitness centres, etc.). This has the additional benefit of supporting the local economy.
- Increased awareness and visibility of health & wellbeing resources and information through the intranet (there should be a dedicated health & wellbeing section). Information and resources can be zero / low cost given widespread access globally to information, webinars, toolkits etc.
- Training a cadre of Mental Health & Wellbeing First Aiders.

It is likely a dedicated Health & Wellbeing Officer will be needed to adequately take this work forward.

Invest in an elevated human resources function with a focus on strategic human resources management (Recommendation 3.7) [People] [Process] [Structure] [Technology]

The nature and scale of the work required to truly invest in people will require transforming the Public Administration function into an enhanced, elevated, fully developed and modern strategic human resource function. This is a priority recommendation. This means separating operational and strategic human resources with a fundamental shift in focus towards strategic human resource management.

A potential structure and responsibilities for this enhanced function is set out in the diagram below. This should be read as an indicative design and not a final one, with the need to consider resource and budget requirements. Building this function should not be taken as a requirement to employ new staff into the APS.

Strategic Human Resources function



This new model will feature:

- The introduction of a **HR Business Partner (HRBP) arrangement** which would allow Public Administration to provide a supportive role to Departments in operational HR management while freeing them up to focus on strategic issues. This should be a discrete and dedicated team within Public Administration. This model would provide a bridge between staff and managers (at all levels). They would act as independent arbiters between staff and management on issues arising, representing the needs of the Department and providing the psychological safety staff need to report issues. They would also advise and guide managers on human resources policies and processes, acting as “experts” in the application of the General Orders. This would support much greater consistency of interpretation and application. Given the dedicated nature of the HRBP role, responsiveness to queries and issues arising would also improve.
- A continuous emphasis on **policy development** and its adoption and implementation.
- Driving the practice and culture of **performance management**.
- **Empowering and supporting those with supervisory and leadership responsibility** at all levels to take a grip of human resources matters at their own level (without escalation to ever more senior levels unless absolutely necessary).
- **Investment in a leadership development capability** to systematically support current and future leaders to model the practices and behaviours that will be needed to reform the public service.
- **Modernising recruitment processes and practices**, including: the roll out of candidate information booklets that include the job description along with a full “wrap around” of information that provides candidates with everything they need to know about the job and recruitment process, improving both transparency and trust in the process; fully digitising the job application process and completely dispensing with any paper-

based applications; a review exercise to consider and address inconsistencies in job descriptions; and modernise recruitment processes that include more dynamic and testing assessment centre type approaches for senior recruitment.

- **Functional expertise** in specific policy areas, particularly including Learning & Development (including leadership development) and health & wellbeing. This is likely to require an officer(s) who can: take forward policy development in these areas; act as a champion to embed culture and practice in these important areas; lead and support in the design and delivery of L&D, leadership and health & wellbeing programmes and initiatives (e.g. whether through internal delivery, development of digital resources or outsourcing).

The name “Public Administration” implies an administrative, process driven function but any enhanced and elevated human resource function would benefit from a name change that better reflects its new strategic focus. This will serve to clearly indicate and reinforce a change in focus and role.

Recommendation 4 – Look forward at an accelerated pace by embracing technology and innovation

Instil a culture and practice of strategic planning and accountability across the APS, and focus on digitising internal and public facing processes and services to improve efficiency and increase transparency

Invest in DITES so it is empowered and enabled to take forward an extensive programme of digital transformation and technology enablement (Recommendation 4.1) [People] [Technology]

Digital transformation is perhaps one of the most impactful reform opportunities for the public service, but it is also one of the most substantive, complex and costly. Digital transformation will require longer term planning and strategic investment and will need to be delivered as a carefully planned multi-year programme of work.

Digital transformation offers considerable benefits to the public service but also service users and the overall prosperity of Anguilla, by: improving efficiency and effectiveness of processes and ways of working; improved “ease of doing business” across and with the public service, thus reducing frustration in the “ability to get things done”; an opportunity to exemplar the benefits of adopting a whole-of-government approach in taking forward reform; vastly improving service-user experience as well as trust in the public service through greater transparency and improved outcomes; and strengthened economic competitiveness by fostering an environment of collaboration with the private and business sectors to promote innovation and sustainable development.

Digital and data are also at the centre of a substantial number of the current Government’s policy priorities, including: data-driven governance; access-to-information; digitising the economy; developing a National Creative Professional Registry; and improved integration of ICT at the primary to secondary level (AUF, 2005). Technology will be a critical enabler in supporting delivery of these policies.

In taking forward digital transformation and technology enablement at this time, Anguilla has the considerable benefit of being able to learn from the lessons taking forward similar work

elsewhere in the world. This includes avoiding: unforeseen costs; problems with interoperability; and customer experience e.g. inclusion of non-digital options, the importance of educational campaigns.

Like Public Administration this will require an investment in and a shift in the focus and emphasis of DITES, which will in tandem need to continue to provide all of its current operational support functions across the public service as well as expanding its capacity to progress a strategic programme of digital transformation and technology enablement. It is likely DITES role will be to co-ordinate and oversee strategic design and delivery: the most feasible delivery option is using consultancy support, given the technical expertise that will be required in what is a complicated programme of work that will span multiple years and will involve co-ordination and alignment right across the public service. It is also important to note that taking this work forward will be costly and serious consideration will need to be given to investment over multiple years.

This recommendation will need to be supported through a series of components and tangible actions, including but not limited to:

- Developing a whole-of-government digital strategy that prioritises which services and systems should be digitised (e.g. based on citizen demand, potential for efficiency and feasibility) including short, medium and long-term goals. DITES has already signalled its intention to develop a National ICT Policy, Strategy and Implementation Plan in order to leverage the power of information and communications technology (ICT), as well as to develop a National E Government Policy Strategy and Implementation Plan to advance the effective use of ICT to serve citizens. Support to develop these strategies has already been explored and was not costly but could not be progressed due to budget. Taking forward these known priorities should be seen as a critical first step in digital transformation and technology enablement. A pilot is currently underway for a UK Government Fast Streamer secondment to GoA (details are contained in **Appendix 4**) but utilising a Digital Fast Streamer could bring affordable expertise in taking this recommendation forward.
- Modernising legacy systems and processes including: mapping all core systems and processes and auditing existing systems (manual and digital), identifying duplication, inefficiencies and priority pain points (e.g. financial reporting, HR/performance); tackling dual processes where digital tools exist but paper systems persist; introducing a National Document and Records Management System that centralises and secures digital records to reduce file overload and support data-informed decisions. All of these requirements would be fulfilled as part of the proposed National ICT Policy, Strategy and Implementation Plan, and the National E Government Policy Strategy and Implementation Plan. This further reinforces the importance of taking proposals forward in this area.
- A focus on building capability for digital transformation by developing foundational skills and empowering staff to operate effectively in a digital era. This will require training programmes to equip public servants with the skills needed for effective digital service delivery and ways of working.
- Address structural and legal barriers to digital reform, including commissioning a legislative review for digital readiness that identifies laws or regulations that block digital

transformation. It will also be important to clarify and establish Data Governance & Cybersecurity Frameworks to ensure citizen and staff trust in digital services by establishing clear rules for data protection, system security and user privacy. The importance of this is recognised in the proposals for the National ICT Policy, Strategy and Implementation Plan, and the National E Government Strategy and Implementation Plan.

Nourish and cultivate fledgeling ambitions to embrace innovation while increasing awareness of what innovation is and why it is important (Recommendation 4.2) [People] [Process]

There is an opportunity to embed innovation more deeply into the culture, operations and reform agenda of the APS, while recognising existing efforts and addressing key barriers. Supporting recommendations include:

- “Start with the basics” by raising awareness of what innovation is and why it is important. This could be formalised into an innovation masterclass that is open to all staff.
- Reward and recognise innovation by showcasing innovation and sharing real examples of innovation across ministries (e.g. JESCR, Immigration, etc.). This could be as simple as a virtual story series shared by email, on the intranet and showcased in public-facing social media and local media outlets e.g. Radio Anguilla, The Anguillan.
- Include innovation as part of any service-wide staff awards with categories such as: “Best Innovation”, “Best Use of Low or No Cost Tech” or “Emerging Innovator.” This boosts morale and motivation among staff more generally but also shows that innovation is achievable and within the gift of all public servants (OECD OPSI, 2017).
- Include innovation and reform in the proposed Competency Framework for the APS and subsequently in performance objectives, starting with senior leaders who should be expected to champion and lead on opportunities for reform and innovation.
- Innovation orientated questions could also be included in the Trust Survey, such as: “Do you feel encouraged to try new ideas in your role?”; or “Have you seen innovations in your Department over the past year?”.
- Use “Innovation Challenges” to find creative solutions to issues facing the public service. This involves posing a very specific challenge or question that teams of public servants are asked to find solutions to. This could be taken forward as an “Innovation Challenge Day” where teams of public servants register to participate and where the Challenge is set at the beginning of the day with teams working to design and refine their ideas, supported by a panel of judges who assess the ideas and provide feedback to support iteration during the day. This approach has the advantage of being completely time-bound, with no preparation or follow-on required by staff that might take them away from their work. It is also extremely effective in creating a sense of energy and as a team building exercise.

Establish a framework to support strategic planning and re-prioritisation to strengthen focus, responsiveness, accountability and delivery (Recommendation 4.3) [People] [Process]

There is a need for both Ministers and Permanent Secretaries to commit to early agreement

of work plans in a timely manner at the beginning of each year, but this needs to be supported by mechanisms that ensure there is a regular and robust process and cycle of strategic planning. This applies to the agreement of work plans for individual Ministries and Departments but also for the public service as a whole.

In support of this recommendation the APS needs to ensure a robust strategic planning and prioritisation framework is in place. This should include:

- **Annual strategic planning cycle** – This should require each Ministry and Department to develop or update an annual strategic work plan aligned with national priorities. This should include clear objectives, outputs, timelines, responsible officers and performance indicators.
- **Mid-Year review and re-prioritisation process** – Institutionalise a mid-year review process to: assess progress on key priorities; identify bottlenecks, delays or changing contexts; and re-prioritise actions based on relevance, urgency and capacity. This needs to be seen and used as a formal process for adjusting work plans and reallocating resources if needed. This formal process needs to be supported by mechanisms that trigger real-time review of priorities to ensure initiatives are not allowed to simply “drift”.
- **Tiered prioritisation of activities** – Work plans should classify activities into: Tier 1: Core priorities (linked to Ministerial or statutory obligations); Tier 2: Strategic initiatives (value-adding, but flexible); or Tier 3: Opportunistic or lower-impact activities (which can be deferred if needed).
- **Link to budgeting and performance reporting** – Integrating work plans with budgeting and performance frameworks is an extremely effective way of ensuring delivery of priorities. This should ensure alignment between funding and deliverables and have built-in budget reporting on implementation status through quarterly or biannual updates.

These activities should form part of the proposed centre-of-government function.

Recognising dedicated service while supporting renewal through early retirement (Recommendation 4.4) [People] [Process]

Consideration could be given to developing a revised and more attractive early retirement scheme. It is likely there will be considerable work involved in this therefore prioritisation of this recommendation would need to be in the context of resources required, internal capability to deliver and impact.

Recommendation 5 – Robustly confront inefficiencies that undermine the effective operation of the public service

Align and modernise the documented basis for delivering the public service while removing structural impediments to getting thing done by optimising processes and structures

Align and modernise the documented basis for delivering the public service (Recommendation 5.1) [Process]

There is an immediate need to thoroughly review and modernise the General Orders, and to address inconsistencies with the Public Service Commission Regulations and other

documentation to provide an unambiguous “single source of the truth”. This is seen as the number one priority enabling public service reform.

A review of the General Orders commenced quite some time ago but has never been concluded. The proposed revisions – as far as they go – represent minor adjustments within the confines of the existing, dated framework and do not even begin to remedy how the General Orders interface with or incorporate provisions from other related documentation.

The review and revisions to the General Orders should consider the findings contained in this report in relation to:

- **Remove ambiguity** – This will require ensuring the General Orders are an unambiguous “source of truth” and will necessitate drafting a significantly revised General Orders that incorporates any provisions contained in other documents that currently sit outside the General Orders i.e. the Durant Report (or any report arising from the Pay and Grading Review that might supersede it) along with any number of other separate policy documents. This should be taken forward as a dedicated and focused piece of work to review and fundamentally update the General Orders, not as a “side of desk” exercise. Policy development and drafting expertise will be required, and the work should be focused on delivering against a clear Terms of Reference and be very clearly time bound. It is likely to require external consultancy support.

In tandem it will be necessary to revise the PSC Regulations to remove inconsistent and duplicated provisions. The power to do so is vested in the Governor under the Public Service Commission Act (2000) (para 6(a)).

- **Address gaps in policy areas** – At a minimum, policy should be developed and incorporated into the General Orders in the following areas but any review should identify a comprehensive suite of policies: Health & Wellbeing Policy; Equal Opportunity & Non Discrimination Policy; Confidentiality & Data Protection Policy; a considerably strengthened Conflict of Interest Policy and practices; Dress Code and Professional Conduct Policy; and a Remote and Flexible Working Policy.
- **Address unsustainable provisions relating to uncertified sick leave** – A significantly revised, and much more rigorous Sickness Absence Policy is not just required but is critical.

Consideration should be given to aligning sickness management practices with international best practices, focusing on periods of absence rather than the total number of days absent. For example, an absence trigger could be activated if an employee has three separate instances of absence within a rolling 6-month period, or 10 consecutive working days of absence within a 12-month period.

Once one of these thresholds is reached, the absence trigger will prompt a review to assess the underlying reasons for the absence and identify any necessary support. This approach recognises that frequent short-term absences can often be more disruptive to the workplace than occasional long-term absences. By addressing these triggers proactively, the APS can better support employees while minimising disruptions to the service.

It is essential this new approach is accompanied by effective monitoring of sickness

absence by Public Administration to understand trends in the most common reasons for sickness absence as well as overall levels of sickness absence across the service. This will enable data-driven decision-making that supports both employee wellbeing and service delivery. It will allow a strategic approach to be taken to: identifying systemic issues (e.g. high stress levels in certain Departments); targeting health & wellbeing interventions (such as mental health support); improving workforce planning and continuity of service by understanding seasonal trends or high-risk areas; promoting fairness and consistency in how absence is managed across different Departments; and supporting accountability and performance by ensuring managers take timely and appropriate action. Without consistent monitoring, it is difficult to distinguish between isolated cases and broader workforce health challenges and nearly impossible to evaluate whether absence-related interventions are effective.

Introducing the recommended strategic human resource management platform is critical to support this approach in terms of: maintaining an accurate record of officers' absence; ensuring managers receive notifications / reminders when a trigger is reached, alerting them for the need to take action; and supporting effective monitoring through access to real-time data and reports by Public Administration.

- **Declaration of Confidentiality** – A signed Declaration of Confidentiality should be signed by every single officer working in the public service, regardless of grade or position. There is no reason why this cannot be rolled out immediately. This should be supported by an initial and ongoing awareness campaign that highlights and regularly reinforces the reason why confidentiality is important and the impact of not maintaining confidentiality. Breaches in confidentiality should be taken extremely seriously in every single instance and should carry disciplinary consequence for officers.
- **Insufficient detail in policy areas and policy areas that sit outside the General Orders** – The review of the General Orders should include a comprehensive appraisal of those areas where further detail is required (e.g. study leave, adoptions or surrogate leave, special leave).

From a practical perspective, the extent of the revisions required means it is likely to be more feasible for the revised General Orders to take the form of an electronic document that includes a series of links to the current versions of specific policy documents. This is increasingly the direction of travel for similar documents in other jurisdictions. The following is a particularly good example: [Northern Ireland Civil Service Handbook | Department of Finance](#). Incorporating policy updates or new policies should be centrally administered by the strategic human resources function to ensure policies are aligned.

Moving to a document of this nature will ensure the General Orders remain a “living document” and will make ongoing evolutionary updates part of an ongoing process. Measures will need to be put in place to ensure updates go through a process of quality assurance i.e. that new or amended policies are not at odds with others. This should not become a burdensome process but is likely to be at least part of a person's job in terms of General Orders policy co-ordination.

The modernised, consolidated General Orders should be subject to regular and thorough reviews and revisions to ensure they remain fit for purpose.

A series of measures will also be required to ensure the revised General Orders are fully embedded into practice, including:

- An extensive programme of training and awareness across the APS, including: what the General Orders are; why they are important; what has changed; and what this means for managers and staff.
- The provision of a dedicated technical Help Desk that any member of the APS can contact for clarity on procedural matters relating to the new General Orders. This should not be a vehicle for raising or discussing individual staffing matters.

Address structural impediments to getting things done in the Attorney General's Chambers, Procurement and the PSC (Recommendation 5.2) [People] [Process] [Structure] [Technology]

Ensure the right technical expertise, leadership and processes are in place to deliver agreed priorities across the remit of the Attorney General's Chambers while addressing underlying staffing and performance issues that undermine productivity.

Leadership, process and accountability are at the heart of addressing challenges that have been outlined in relation to the AG's Chambers. Taking each in turn:

- **Leadership** – It is a statement of fact, not a recommendation, that strong and consistent leadership is needed in the AG's Chambers. This includes the appointment of a substantive Attorney General who can bring consistency to the role, along with the stability and quality of leadership to systematically address workflow, quality of work and staffing issues. However, a strong and reinforced senior leadership team is just as important. This includes the proposed Deputy Attorney General and the Head of Drafting, Head of Civil and Head of Criminal acting as a collegiate in further driving and supporting administrative cohesion and modelling strong leadership in addressing cultural and staffing issues.
- **Process** – There is a need to establish a clear and transparent process and criteria for the prioritisation and re-prioritisation of work. Lack of transparency around the current process was widely reported, along with lack of responsiveness when matters were followed up. The process was described as “at the discretion of the Attorney General” with immediate needs dealt with first. It is notable that “immediate needs” referred only to pressing court dates rather than legislative priorities or any immediate needs of the public service. This suggests a reactive approach rather than any kind of strategic or planned approach.
- **Accountability** – Despite what has just been said around process, this is effectively meaningless without accountability. The AG's Chambers has several accountabilities: to the Governor for the efficient running of the Chambers and regarding the quality and timeliness of legal advice; to Departments in acting on their instructions in relation to litigation; and to ExCo in taking forward decisions on drafting priorities. Yet reports of taking decisions on litigation without a steer from Departments, not briefing ExCo on litigation risks affecting contingent liability and resisting direction from Ministers on legislative priorities suggests the AG's Chambers does not feel accountable to any of these.

Reinforcing accountability through a practical mechanism such as a Memorandum of Understanding between the AG's Chambers, GoA and the Governor's Office would protect prosecutorial independence but also ensure there is clarity on the duty to comply with the Code of Conduct.

Unlock barriers to “doing what needs to be done” to modernise and improve the efficiency and effectiveness of procurement processes, specifically prioritising amendments to legislation that allow e-procurement and raising procurement thresholds

Despite the level of frustration that procurement gives rise to across the public service, the recommendations in this area are relatively simple and known.

e-procurement is likely to address many of the known inefficiencies but cannot be implemented until amendments to procurement legislation are passed: these should be considered as a priority given the impact of procurement inefficiencies across all areas of the public service.

Amendments to legislation are also a barrier to raising procurement thresholds. The agreed threshold increases will contribute to improved efficiency by empowering Departments with greater delegated responsibility, while still maintaining “safe” spending limits. This should also be considered a priority given the impact of procurement inefficiencies across all areas of the public service.

The introduction of a Framework Contract has further potential to improve efficiency in the procurement process, reducing the number of individual procurements in areas of common need across the public service and increasing the potential to reduce costs through better value for money resulting from economies of scale. A specification has already been drafted and incorporated into a Draft Invitation to Bid pending feedback and assistance from the AG's Chambers.

Modernise the role of the PSC with an emphasis on empowering and restoring trust in Ministries and Departments to manage recruitment, grievance, disciplinary and training matters in relation to their own staff

Public Service Commissions take different formats in terms of structure/composition, legal basis, whether their decisions are advisory or binding, and how far the Head of the Public Service is bound by PSC recommendations (especially on appointments, promotions and disciplinary matters). Research across other OTs and Independent States in the Caribbean suggests there are three broad PSC models:

- 1) A **decision-making body** where full and final authority for hiring decisions rests with the PSC. This model aims to: provide a high level of independence from Ministries and Departments; reduce risk of bias, favouritism, nepotism, or political interference; provide strong external assurance that all appointments are based on merit and due process; seeks to protect integrity in politically sensitive or contentious decisions; and offers a clear and consistent standard across the public service. However, it brings disadvantages, such as: reinforcing any existing trust deficit, as staff and managers feel removed from decisions and question the transparency of the process; does not build capability in Ministries and Departments to deal with human resources matters; and does not provide an opportunity to build ownership, leadership and accountability.

- 2) An **oversight body** that acts as a custodian of the process and appeal body if the validity of hiring or disciplinary decisions are called into question. This model has the advantage of: empowering Ministries and Departments to manage staff-related decisions within a clear framework of accountability; avoids bottlenecks in hiring and disciplinary processes; strengthens trust and perceptions of fairness by focusing on integrity and consistency, rather than daily decision-making; encourages a culture of process literacy, responsibility and fairness among line managers; and offers clear, independent recourse and redress mechanisms, which builds confidence in the system. However, the strength of institutional safeguards are critical to the success of such a model, including the need for strong deterrents to impropriety and a robust system of checks and balances. The transition to such a model also requires capability building to support Ministries and Departments in making effective hiring decisions and running fair and robust processes.

This model currently exists in the Cayman Islands in the form of its Civil Service Appeals Commission. A move to this model since the 1990s has led to a significant shift in the effectiveness and accountability of decision-making by Departments and is supported by a system of very strong deterrents to impropriety and a robust system of checks and balances.

- 3) An **advisory body** that seeks to protect the principles of merit, fairness and transparency while enabling a responsive and accountable public service. This has the advantage of: helping to promote merit-based recruitment by offering impartial advice and external assurance, which can strengthen trust and reduce perceptions of bias or political interference; empowering Ministries and Departments by supporting decision-making; and allowing agility to be maintained by not requiring formal approvals on decisions. Yet, the potential strengths of this model can be undermined by its vulnerabilities, which include: over-reliance on the PSC or over-involvement which can result in bottlenecks that erode trust in the recruitment process; an erosion of confidence, capability and accountability in Ministries and Departments who become increasingly disempowered to make their own decisions; and an associated tendency for decisions to escalate yet further, often to the Deputy Governor. This model works best where: there are robust and transparent HR policies and procedures; HR support is embedded in Ministries and Departments to build capability, responsibility and accountability; and processes are complemented by clear escalation mechanisms, audit trails and penalties for misconduct to deter abuse and uphold integrity.

An optimised advisory PSC in the BVI has considerably improved efficiency and removed bottlenecks while also empowering Ministries and Departments and building trust in recruitment and disciplinary matters. This has been achieved through a process of “devolution” where full responsibility for recruitment has incrementally been passed back to Ministries and Departments with the PSC now only involved in senior level recruitment. This has been supported by: the introduction of robust penalties for impropriety and an enhanced strategic human resource function that has built capability within Ministries and Departments and provides better operational support through a HR business partner model.

The PSC in Anguilla is constituted as an advisory body but does not offer all the benefits that would be expected of this model. The way in which the PSC currently operates leads to inefficient processes, protracted decision-making timelines, recruitment decisions routinely taken at the highest levels (i.e. by the Deputy Governor) and loss of autonomy, empowerment

and accountability over hiring decisions by Ministries and Departments. These challenges have become compounded over time due to increasing workload and inefficient supporting processes and are likely to worsen as demands on the public service grow. This is not sustainable.

It is recommended the APS modernises its PSC model as a priority.

This should involve a process of incremental devolution that transfers responsibility and accountability for recruitment and disciplinary matters to Ministries and Departments, while retaining the PSC's involvement in senior-level appointments and as an oversight and assurance body. This shift would be an important step in strengthening the professional leadership of the public service, restoring authority to Ministries and Departments and enabling decisions to be made closer to the point of delivery. By reducing the operational burden on the Deputy Governor, it would vest greater responsibility and accountability within Anguilla's own public service to shape its future.

It is strongly recommended that moving towards a decision-making model is a retrograde step that is likely to entrench inefficiencies, weaken accountability at the Ministry and Departmental levels, and erode the trust essential for building a high-performing public service.

The PSC is enshrined in the Constitution and its remit and ways of working are further detailed in the Public Service Commission Act and Regulations. This, however, does not mean the way in which the PSC operates is inflexible or fixed. Indeed, the PSC Act (2000) includes provision to make / amend the PSC Regulations in terms of "the organisation of the work of the Public Service Commission and the manner in which it shall perform its functions" (para 6(a)). This means it is entirely possible to exercise flexibility to modernise the PSC.

Within this context it is critical to recognise the Government's commitment to Constitutional Review in Anguilla as a major priority for 2025-2030, and the importance of this in moving towards a more participatory and accountable governance structure (AUF, 2025).

Taking forward any proposals relating to the PSC will require developing legal, regulatory and operational frameworks. This will require expertise to ensure reforms are coherent, Constitutionally and legally sound and aligned with international good practice, while also tailored to Anguilla's specific needs and context. Ongoing pressures in the AG's Chambers are likely to necessitate external support to take this work forward within timescales that are aligned with the Government's current term of office.

Implement critical structural changes as the conclusion to the reform process, while adopting interim measures to curb the growth of the public service and optimise resource utilisation (Recommendation 5.3) [People] [Process] [Structure] [Technology]

Structural changes do not feel like an immediate priority for the service at this time because re-working structures (1) Will not address many of the core underlying issues identified, which are largely people orientated and are key to reforming the public service (2) Is likely to exacerbate them, as structural change is inevitably a highly disruptive process and can have a very negative impact on morale and productivity.

Yet this creates somewhat of a dilemma in that:

- The growth of the public service, the disproportionately large number of Departments

(including many with only a handful of staff) and the prevalence of 1-1 spans of control cannot be ignored.

- It is difficult to see how it is possible to reduce the overall number of Departments without the ability to shed staff, particularly HoDs where a stand-alone Department is no longer needed.

It is therefore recommended that:

- **Structural change remains a key component of the reform of the public service but is addressed as the final but critical part of the five-year Public Service Transformation Strategy**, following on from an initial focus on more immediately impactful reforms. This latter phase of work should be used as an opportunity to prepare the public service for structural change by putting in place mechanisms that will support it. This includes building capability for change management to support making structural changes, taking practical steps, such as designing the future structure and preparing the public service through strategically framing the need for change.
- **Designing a future structure for the APS should still proceed during the next phase of reform**, aimed at reducing the number of Departments. Having this future design in place allows the public service to take advantage of natural attrition, especially at the HoD level. This means structural change can begin more incrementally by not replacing departing HoDs and transitioning their Departments to the new structure.
- **Structural change should be taken forward holistically, as part of a single programme or work, in a co-ordinated way and with bold intent.** Any temptation to undertake structural changes forward as “pilot” exercises should be strongly resisted. Pilot exercises send confusing messages to staff that “we are just trying out structural change, but it may not happen to you” and they lack coherence, focus and momentum. It should be noted a pilot approach was taken as part of previous reform with little sign of any benefits.

The impact of structural inefficiencies should be mitigated in the meantime by:

- **Pausing further growth of the public service** – Continued growth is not sustainable and existing structures are not adequate to support it. Continued growth is also costly, and this will be compounded exponentially in the event of any salary increases.

New recruitment should be carefully considered and only permitted in very compelling cases (these would need to be clearly and transparently defined and consistently adhered to in the interest of building trust) until such time as a much more robust process is put in place that takes a holistic and strategic approach to workforce planning. This means HoDs will need to make the best use of the resources they already have, which is likely to involve re-shaping individual roles and a more strategic focus on reviewing the need for existing posts and reshaping redundant posts to better meet the needs of the service.

It seems the current process for agreeing new posts is primarily a budget exercise focusing on new posts within individual Departments, rather than one that first considers the overall capacity for or impact of growth. This risks uncontrolled growth and a much more robust process should be implemented going forward.

- **Taking forward recommendations that have already been made to tackle the underlying causes of inefficiencies:** reducing sickness absence through a much more rigorous Sickness Absence Policy; phasing out the practices of officers routinely having secondary employment; and much greater technology enablement.
- Instilling a practice of **Strategic Workforce Planning** under the enhanced strategic human resource function to identify redundant posts and reposition officers into posts that maximise organisational capability.

In planning towards structural change, several steps can also be taken:

- **Designing a Voluntary Exit Scheme** could provide a useful mechanism for exiting staff in posts that no longer meet the needs of the service. For the avoidance of doubt, this does not in any way suggest redundancies but an entirely voluntary scheme. It is understood such a scheme had been considered in the past but not deemed feasible. Designing this kind of scheme is legally and financially complex and requires upfront investment but this is not a good reason to rule it out. A successful scheme will be financially beneficial to both officers who exist the public service and to the APS itself.

A Voluntary Exit Scheme in the Northern Ireland Civil Service cost £90.4m and realised savings of £24m in its first year and annual savings of £87m with individual officers receiving an average pay out of £38k ([NIAO, October 2016](#)). The scheme was significantly oversubscribed with more officers applying than the public service was able to release.

- Developing a **revised and more attractive early retirement scheme** could also play a role.

Build a centre-of-government function to provide a formal bridge between the government of the day and the public service and address fundamental structural and capability gaps in the public service (Recommendation 5.4) [Process] [Structure]

The fundamental purpose of this function should be to provide a structural interface between ExCo and the public service and drive policy delivery through effective strategic planning and co-ordination and build a culture of collective responsibility and collaboration. It is recommended this is built around the Deputy Governor's Office with the following functional units:

- **Office of the Deputy Governor** – To facilitate effective decision making and commission and coordinate policy. It would also provide dedicated support to the Deputy Governor, acting as a central coordination point to manage the Deputy Governor's priorities, streamline their workload, and ensure effective engagement with both internal and external stakeholders. Establishing an Office of the Deputy Governor supports recommendations arising from previous pieces of work (National School of Government International, 2018).
- **Information and Transparency** – To provide a practical enabler to build trust, transparency and cohesion within the public service and with the public by ensuring timely, accurate, and consistent communication that supports effective governance, promotes transparency, and amplifies the work and priorities of government. It would co-ordinate and provide internal and external communications, and significantly improve

access to documentation and information in anticipation of taking forward the government's access-to-information agenda.

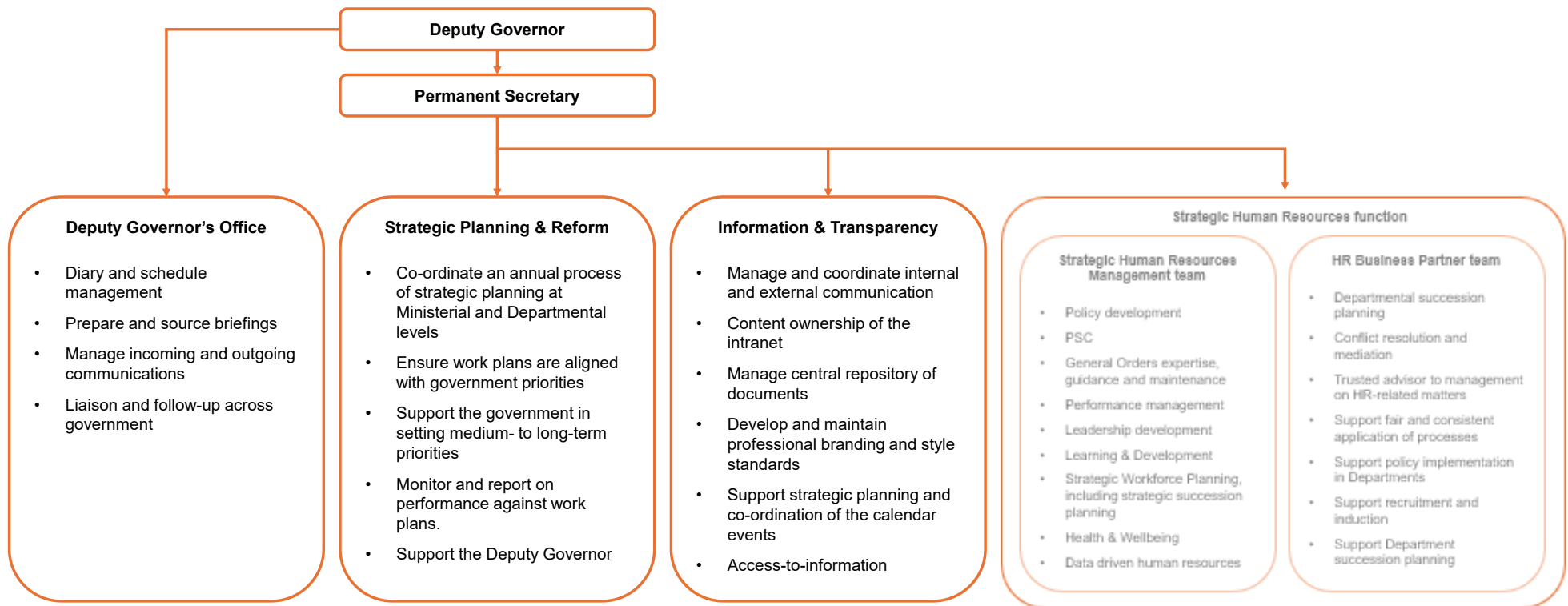
- **Strategic Planning and Reform** – To guide, support and co-ordinate the public service in setting and delivering on clear, long-term priorities; align resources, policies and initiatives with national priorities; improve accountability around delivery; and administer governance for the implementation of government policy priorities and public service reform.

It is imperative this function is supported by a mechanism to effectively and accurately track progress and support management of its work, including intuitive and real-time reporting of data in the form of dashboards. This will require investment in technology.

This centre-of-government function should sit within the remit of the Permanent Secretary Public Administration but with a new title that better reflects the role e.g. Permanent Secretary Deputy Governor's Office, Permanent Secretary Public Service, Permanent Secretary Centre-of-Government. This would remain a Permanent Secretary level role.

A potential structure and responsibilities for this function is set out in the diagram below. This should be read as an indicative design and not a final one, with the need to further consider functions, along with resource and budget requirements. Creation of any such function should not be taken as an automatic requirement to employ new staff. Neither should it be taken as the creation of new Departments with a requirement for a Head of Department. These will be small functional areas.

Centre-of-Government function



Recommendation 6 – Don't stop what has now been started

Maintain the momentum that has been created during the next stage of the reform process, taking immediate and practical steps to develop a meaningful and achievable but ambitious programme of reform initiatives that is resourced to ensure success.

Prioritise recommendations and develop a tangible programme of reform initiatives (Recommendation 6.1) [Process]

There is much to be done in the public service, and it will not be possible to do everything at once. That does not mean there should be a protracted reform process: focus and setting demanding timeframes will ensure the greatest chance of successful reform and avoid this report being yet another one that sits on the shelf. Several recommendations have already been put forward as immediate priorities due to their impact, importance and achievability. Consideration will also need to be given to how other recommendations are prioritised, so they can be developed into a tangible programme of reform initiatives.

Prioritisation will need to be completed in a systematic, transparent manner using a recognised assessment framework that considers: Benefits / Return on Investment / Attractiveness and Delivery Effort / Risk / Cost. This should be a facilitated and collaborative exercise involving the Deputy Governor, all Permanent Secretaries and HoDs with subject matter expertise, especially in shared service areas with whole-of-government remits (e.g. HR, IT). This prioritisation exercise should inform a five-year Public Service Transformation Strategy, along with an Action Plan and roadmap for reform. It should support the Government's national priorities and include several immediate priority projects that are achievable and impactful. This Strategy and Action Plan should be made available to all staff and should be presented by the Deputy Governor. Progress towards achievement of the Strategy and Action Plan should be reported to staff at least every six months. This will build confidence and transparency in the reform process and in its ability to realise change.

Understand what is needed to support implementation and invest in it (Recommendation 6.2) [People] [Process] [Structure]

During the next phase of work, serious consideration will need to be given at an early stage to how reform will be taken forward. This will include what capabilities, structures, processes, governance, resources and budget are needed. It is observed that these important considerations do not appear to have been taken sufficiently into account during the process of previous reform initiatives. While there was justifiable focus on capability building to support reform, this in itself is insufficient if people do not have the mandate, authority, support and resources to act.

Be transparent (Recommendation 6.3) [People]

Building trust is critical to successful public service reform and transparency is critical to building trust. It is recommended this report is made available to all staff following its finalisation and agreement. This will avoid an information void that could give rise to perceptions that work is not progressing as planned, or to conspiracy theories around the findings.

Appendix 1 – Scope of work

Ministry (in scope)	Departments (in scope)	Statutory Bodies (not in scope)
Governor's Office	<ul style="list-style-type: none"> Public Administration His Majesty's Prison House of Assembly Disaster Management Financial Intelligence Unit Royal Anguilla Police Force High Court Magistrate's Court Attorney General's Chambers 	<ul style="list-style-type: none"> Visiting Justice Committee Parole Board Financial Services Commission Public Service Commission* Public Service Integrity Board*
Home Affairs, Lands & Surveys, Physical Planning	<ul style="list-style-type: none"> Immigration Information and Broadcasting Labour Lands and Surveys Physical Planning 	<ul style="list-style-type: none"> Anguilla Status Commission Land Development Control Committee Labour Tribunal
Finance and Health	<ul style="list-style-type: none"> Treasury Customs Post Office Inland Revenue Ministry of Health Health Protection Internal Audit Department of Health Services 	<ul style="list-style-type: none"> Anguilla Development Board Social Security Board Public Service Pension Board National Commercial Bank of Anguilla Ltd (NCBA) Procurement Board Medical Board Mental Health Review Panel

Social Services	<ul style="list-style-type: none"> • Education • Social Development • Library Services • Probation • Sports • Youth and Culture 	<ul style="list-style-type: none"> • Social Protection Board • Anguilla Community College • Technical and Vocational • Education and Training Council • Higher Education Licensing Board • Board of Governors of the Albena Lake Hodge Comprehensive School • National Child Safeguarding and Harm-Reduction Board • Anguilla Youth Business Foundation
Infrastructure	<ul style="list-style-type: none"> • Infrastructure • Fire and Rescue Services • Department of Water Services 	<ul style="list-style-type: none"> • Anguilla Air & Sea Ports Authority • Public Utilities Commissions • Building Board • Anguilla Tourist Board
Sustainability, Innovation, and the Environment	<ul style="list-style-type: none"> • Information Technology and E-Government Services • Statistics • Natural Resources 	<ul style="list-style-type: none"> • Anguilla National Trust • Select Anguilla Agency Board • Special Economic Zone Authority Board

* *While the Public Service Commission and Public Service Integrity Board are statutory bodies, the cross-cutting nature of their work means they are included within the scope of this work*

** *While the organisation of Departments across Ministries changed during the course of this work, the list of Departments themselves remained unchanged.*

Appendix 2 – Reform Maturity Model for the APS

	Level 1 - Emerging	Level 2 - Developing	Level 3 - Established	Level 4 - Advanced	Level 5 - Leading
Trusted	Low trust between staff and leadership; limited transparency; fear of speaking up.	Some transparency efforts; some examples of inclusive leadership.	Clear accountability; open communication encouraged; staff generally trust the system.	High levels of staff engagement; feedback mechanisms in place and acted on.	Trust is deeply embedded in culture; transparency and integrity are norms; staff feel safe and heard.
Public service focused	Siloed operations; little sense of common mission or service ethos.	Awareness of service principles, but practice is inconsistent.	Core values of public service are present in some teams; service users are somewhat considered.	Majority of departments align with service values; service is citizen-centered.	Unified, citizen-first culture; service delivery is proactive, responsive, and user-informed.
Professional & people Focused	Roles and responsibilities unclear; limited training or standards.	Some departments use job standards or development plans; professionalism varies.	Performance standards and ethics exist; professional development is available.	A culture of accountability, continuous learning, and peer development.	Recognised regional model of professionalism; strong mentoring, and talent pipelines.
Forward looking	Reactive to problems; resistant to change; short-term focus.	Some openness to innovation, but lacking structure or support.	Innovation is supported in pockets; planning includes medium-term goals.	Strategic planning is future-focused; innovation is encouraged system-wide.	Culture of experimentation; consistently anticipates and adapts to future needs.
Efficient	Processes are manual, redundant, or unclear; waste is common.	Some streamlining underway; basic performance data collected.	Processes are being standardised; some automation; data used to inform decisions.	Most systems are streamlined; cross-department efficiency gains.	Processes are optimised, agile, and constantly improving based on evidence.
Effective	Output-focused, but with inconsistent delivery and unclear impact.	Some outcome tracking; results vary across teams.	Clear KPIs and goals; services mostly meet expectations.	Most services are high-performing and responsive; decisions are evidence-driven.	Outcome-focused, highly impactful, and continuously improving based on results and feedback.

Appendix 3 – Stakeholder group specific findings

This Appendix provides a summary of the key findings arising from the key stakeholder groups that participated in the review process. These findings individually and collectively form the basis on which the overall findings, conclusions and recommendations of the review were arrived at.

Ministers, Permanent Secretaries and Assistant Principal Secretaries individual consultations

The purpose of these individual consultations was to gain a broad perspective of the current operation of the APS, from those who it operates on behalf of and who are ultimately responsible for it. The Reform Principles were used to structure the interviews to provide consistency while also supporting a flexible, open approach to allow individual experiences and new / emerging ideas to be explored in further detail.

Key themes arising from consultations included:

- Both Ministers and Permanent Secretaries expressed frustration around the agreement of and **delivery of work plans and priorities**. On the one hand, Ministers expressed concern where priorities contained within agreed work plans had not been delivered, sometimes after lengthy periods of time. On the other hand, Permanent Secretaries expressed concerns that priorities frequently changed without any documented basis, blurring the clarity of priorities and resulting in undeliverable numbers of initiatives, and that priorities and changing priorities were not always effectively communicated. Comments around failure or slowness to deliver extended to previous reform initiatives.
- Ministers' **trust in the public service** was raised. This included trust in the impartiality of public servants at all times, and in the ability of the public service to deliver Ministerial priorities. Concerns about the public's trust in the APS – in terms of the confidentiality of the information provided and to deliver services efficiently and in an equitable manner - was raised by both Ministers and Permanent Secretaries.
- **Strategic planning and co-ordination** across and within Ministries and Departments was thought to be insufficient. This included the absence of a single "Programme for Government" or "National Development Plan" type document to which Ministry and Departmental work plans can be aligned. It was felt there could be documented and published national level priorities in the form of a multi-year plan.
- Permanent Secretaries repeatedly highlighted challenges relating to the **General Orders and the PSC Regulations**, including inconsistencies between the two. These were regarded as out of date and particular frustration related to recruitment / transfers / promotions and the disciplinary process. Particular reference was made to the role of the PSC and extent of their involvement in the recruitment process, with the approvals required through the PSC seen to delay both crucial and routine appointments.
- Ministers and Permanent Secretaries both expressed concerns around **staff attitudes**. This included an apparent lack of commitment to their work, poor timekeeping, performance issues and behavioural issues (e.g. lack of respect for managers and colleagues, low levels of customers service). This was often tied to questions around

how performance is managed, and how good performance is recognised and poor performance managed. Permanent Secretaries commented specifically on the performance review process with a focus on challenges re-establishing the process, compounded by limitations with the technology and poor practice in providing and receiving feedback during performance reviews and on a routine basis.

- Permanent Secretaries in particular highlighted a range of **further human resource related challenges**, including: how career progression can be stifled, sometimes due to opportunities not being available but also because of inequitable access to opportunities - this included both favouritism on the one hand and victimisation on the other; insufficient and inconsistent support available to staff, particularly on their appointment to a new role; and the vital importance of a review of pay.
- **Structural impediments to getting things done**, most overwhelmingly relating to bottlenecks through Public Administration, Procurement and the Attorney General's Chamber.

Staff workshops and other engagement activities

The purpose of the staff workshops was to: “understand your lived experiences of working in the Anguilla Public Service and explore how it can work better for us all”. The workshops also provided an opportunity to provide further context to public service reform and to the reform of the APS.

Two workshops were held on consecutive days with 37 participants on each day (a total of 74). The vast majority of Ministries and Departments were represented with staff at all grades (B through to K).

The format consisted of two group exercises. One reflective exercise that asked participants to think about their lived experiences of working in the APS, first condensing their overarching experience into one word or image within a speech bubble. The second was forward looking and asked participants to imagine they were writing an article in The Anguillian in 2030, talking about a reformed APS.

Key themes relating to lived experiences included:

- Many staff said they felt **over-worked** and attributed this to having insufficient resources. Some described how they continuously shifted roles to fill gaps on any particular day, often due to covering sickness absences. Despite this, there were also a notable number of mentions of how resources are under-utilised or wasted.
- Closely linked, and unsurprisingly, was the matter of pay. **Compensation and pay** were seen as inadequate with the historical pay reduction and pause on incremental pay rises being highlighted. The phrase “over-worked and under-paid” was used on multiple occasions.
- The APS was often described as a **challenging environment**, with days and roles feeling unpredictable. Some staff found the challenges empowering and said the diversity contributed to their professional development. Others described the uncertainty as a “rollercoaster” with “some days good and some days bad” while others felt overwhelmed. This was especially in the case where job roles carried considerable

responsibility (e.g. frontline services like the police and fire & rescue) or where expectations felt unreasonably high based on the resources available.

- **Working environments** emerged as an important matter, with some describing theirs with words such as “toxic”, “emotional” and “uncomfortable”. This related to the professionalism of working environments, which also included poor standards of customer service. However, physically poor working environments were also highlighted, including mould and health safety concerns.
- A range of matters under the broad theme of **human resources policies and support** emerged. (1) **Health & wellbeing** was seen as critically important by staff yet “uncaring” management, and the absence of support in this area was particularly commented on (2) A strong appetite for documented and consistent **work life balance** policies and practices was highlighted and seen as a notable gap for the APS in supporting a modern working environment (3) **Conflict resolution and Disciplinary processes** were felt to be inadequate, taking too long for issues to be resolved (4) **Equity of opportunity** was sought but often reported as absent, with some participants noting double standards, shifting/ unclear expectations and favouritism (5) **Succession planning** was noted on a number of occasions as being absent (6) **Other HR related matters** included: the need for a structured onboarding programme and an inadequate pay grading process.
- **Growth** emerged strongly as an important issue for staff. This often related to lack of formal training opportunities but also concerns about opportunities for upward mobility and the ability to transfer to posts in different areas in order to gain a greater breadth of experience.
- **Leadership and management styles** were a strong theme with “detached leadership” referenced several times. This related to leaders who: were not seen as visible or transparent; were regarded as either inaccessible or who micro managed; who did not set a clear vision for the Department; and who demonstrated toxic leadership behaviours that left staff feeling voiceless and vulnerable, including multiple references to victimisation and staff views not being listened to or not feeling they could speak openly without reprisal. There was a very strong feeling among staff that they did not feel appreciated or valued and that leaders are “uncaring” and unsupportive.
- **Accountability** was widely referenced, particularly in relation to staff being held to account for their performance. The need for an effective performance management framework and the importance of rewarding “good behaviour”, while having consequences for “bad behaviour” were highlighted. The inadequacy of the current disciplinary procedure was noted by quite a number of staff.
- The lack of and need for **documented policies and standard operating procedures** were raised by numerous staff, while obstructiveness, rigidity and red tape were seen as deterring progress. These latter factors gave a sense of stagnation that resulted in poor implementation of initiatives.
- All of the above culminated in a very strong sense of **frustration** (this was the single most “one word or image” used in speech bubbles during the workshops) with further references to apathy, demotivation, disappointment and feeling unfulfilled.
- A varied and extensive range of **positive experiences** of working in the APS were

expressed. By far the most was the security provided, in terms of a dependable monthly income, job security and medical insurance. Others described their work as interesting and rewarding and used words such as “honoured”, “grateful”, “supported”, “relaxed” and “comfortable”.

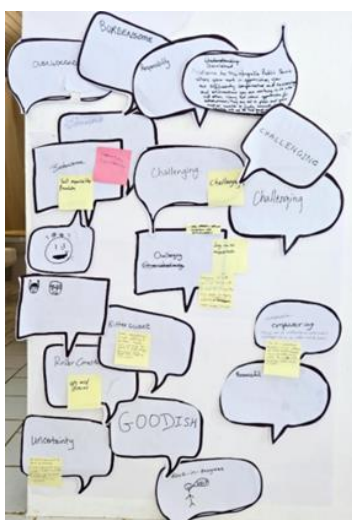
- The need for **improved communications** was a point of note, including poor and ineffective staff communications, and communication barriers.

The most prominent themes relating to the APS of the future included:

- Strong ambitions for the APS to be seen as leading the region as the most “sought after” public service to work for.
- The future APS was described as “innovative”, “progressive”, “agile” and “sustainable” on a number of occasions.
- An APS that has repeatedly earned the Anguilla “best place to live and work title”, including opportunities for staff to be the best they can be in an opportunity where they can thrive and feel empowered and enthusiastic.
- A strong Health & Wellbeing Programme, including having wellness / mental health days and a caring working environment.
- Modern, flexible working practices relating to work life balance, maternity & paternity leave, and retirement options as well as “progressive and open-minded policies” including a focus on diversity.
- “Top tier” feedback and conflict resolution policies and practices combined with an environment that enables productivity and recognises and rewards performance, and opportunities for training and growth, including work shadowing opportunities, mentoring and participative decision-making.
- Job security followed through as a strong common theme from the previous exercise.

An illustrative summary of some of the workshop outputs are shown below:

Understanding your lived experiences of the Anguilla Public Service



Imagining the future of the Anguilla Public Services



Heads of Departments workshop and individual consultations

The purpose of the HoDs workshop was to: “reflect on what others have said so far and explore your aspirations as Senior Leaders for the future of the Anguilla Public Service and how to achieve them”.

It provided an opportunity to share and validate the Reform Principles, for senior leaders to contribute their own experiences to the reform process and to begin the process of looking forward to the future design of the APS. The workshop was an important means for capturing HoDs views as a collective, and for ensuring timely engagement across this large group (34 HoDs in total).

The HoDs workshop was scheduled to fall immediately after the staff workshops. This was a very deliberate choice, designed to ensure that findings arising from the staff workshop could be fed into the HoDs workshop: it provided the opportunity for senior leaders to reflect on the views of staff and build upon these views.

A total of 38 HoDs / their Deputies attended the workshop.

The format focused on two interactive group sessions. One that asked senior leaders to reflect on what others had said to date as part of the reform process and to discuss what they agreed with, disagreed with, and wanted to add. The second presented each group with one of the reform principles and asked them to discuss what factors supported and inhibited achievement of each principle.

Key themes arising from reflections on what others had said to date included:

Agree

- There needs to be better documented and more efficient, consistently applied processes along with the introduction of Standard Operating Procedures.
- It was felt resources are inefficiently used and often wasted (e.g. excessive sick leave, wasted supplies such as electricity and paper etc) with a mismatch between resources available and expectations around what can be delivered. In tandem there was also agreement that compensation packages are inadequate and that pay needs reviewed immediately.
- Agreement with a number of feelings expressed by staff, including not always feeling appreciated or cared for, some feelings of victimisation, lack of accountability & confidence, and transparency in decision-making.
- There is stagnation, in terms of limited opportunities for growth and it taking too long to do things.
- Communications were seen as inconsistent and sub-standard.

Disagree

- 3 out of the 6 groups did not note any points of disagreement.
- There was disagreement with comments from some staff that they feel “used and abused”, that the APS lacks vision and that leadership do not appreciate staff.

Additional thoughts

- The APS would benefit from a horizontal operating model to better assist with resource management.
- There is insufficient collaboration across all Ministries and Departments, with a siloed mentality. This was seen as resulting in a lack of understanding between different parts of the public service with a need for genuine collaboration.
- At a Ministerial level, there was seen as a lack of awareness of and regard for the legal and policy frameworks in which the APS operated and for technical expertise.
- General Orders were seen to be outdated.
- Despite the agreement of some, there was stronger agreement of the need for a strengthened strategic direction including the potential for a National Development Plan.
- There was seen to be a need for greater active talent management to ensure better use of people’s available skills across the service.

To achieve a future APS that is characterised by the Reform Principles, it was agreed the APS need to:

Keep doing

- Invest in people through: provision of continuous learning; provision of training and personal development opportunities; carrying out performance appraisals; use of technology to support personal development and learning; team building; recognition through public service awards.
- Reinforce positive behaviours such as: openness; transparency; approachable and accessible leadership / staff; open door policies / approaches.

Start doing

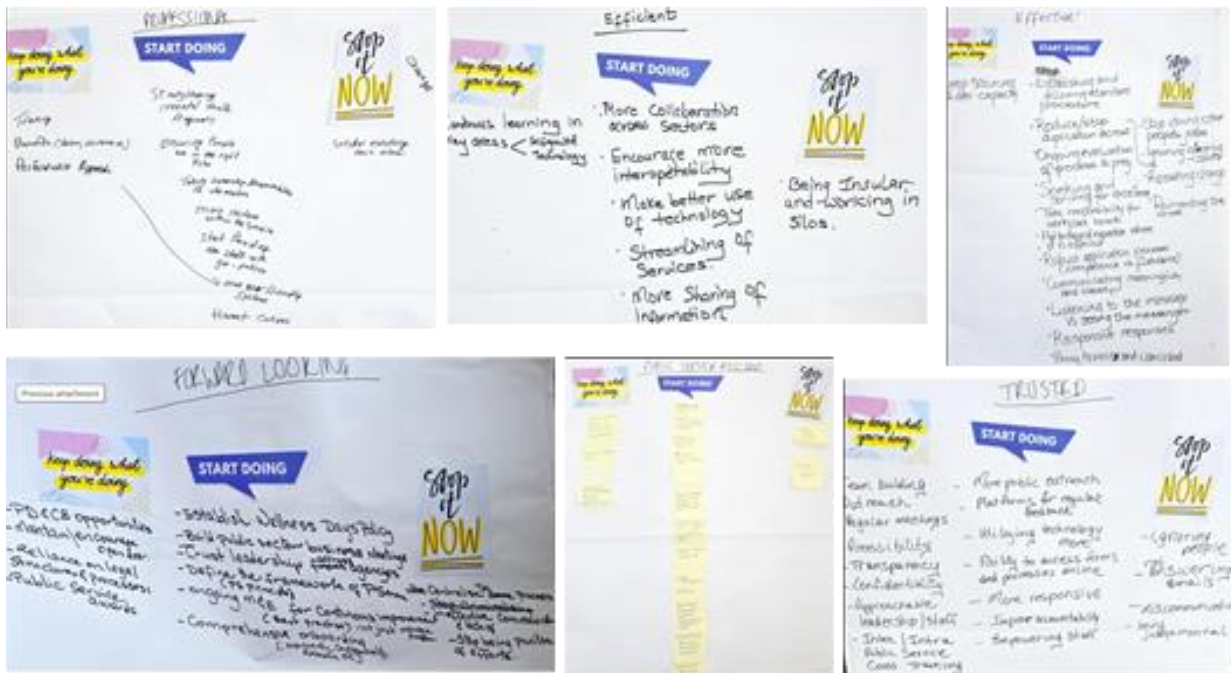
- Leaders taking greater personal accountability, responsibility and ownership.
- An enhanced performance process, including a strengthened system to support it. This included having more honest conversations with an emphasis on ongoing feedback.
- Greater collaboration and inter-operability between Ministries and Departments, including greater sharing of information. Sharing information included celebrating success by sharing examples of “good service” and a greater emphasis on the ongoing evaluation of programmes and processes. Related to this was how the APS is structured in a way that optimises both the use of resources (especially specialist resources), enables greater collaboration and optimises processes. There was some discussion around de-centralising currently shared services (e.g. HR, IT) although this focused on reducing delays in decision-making and better empowering individual Departments / Heads of Departments to make autonomous decisions.
- Greater use of technology, including increasing online services and processes. This was not about simply putting current, sub-optimal processes online but optimising technology enabled processes.
- Investment in more modern human resources policies and processes, as well as taking greater responsibility for workplace health & wellbeing. This included: having more of a person centred APS with the introduction of health & wellbeing policies and initiatives, including a suggestion for Wellness days to replace sick days; introduction of a structured Performance Management Framework; a structured onboarding programme that established consistency of value and expectations; knowledge and skills transfer through initiatives through a buddy system and coaching and mentoring; robust recruitment and application processes; continuous customer service training; and better conflict management and resolution processes.

Stop doing

- The things that participants suggested the APS should stop doing were strongly focused on negative behaviours, including: undermining each other; being insular and working in siloes; ignoring people; not answering emails; miscommunicating; being negative and judgemental; ignoring issues; stifling talent; and resisting change.

An illustrative summary of some of the workshop outputs are shown overleaf:

Achieving a future APS that is characterised by the Reform Principles



A total of 30 individual consultations involving around 40 people took place with HoDs, often involving Deputy HoDs and other members of the team. The consultations focused on: the services delivered by Departments; capabilities within Departments, including gaps in capabilities that allow Departments to "get things done"; the structure of Departments; and strengths, or areas to build upon.

Key themes arising from the HoDs workshop were often revisited and reinforced with the consultations providing an important opportunity to explore these issues in further detail, including discussing specific examples. Details of issues already explored in previous sections above are not repeated but there was a particular emphasis on the following:

- Bottlenecks relating to the AGs Chambers, procurement and recruitment were highlighted by almost every Department and were seen as considerable barriers in delivering their services. Specific examples of delays and their impact were explored in some detail during the meetings and are reflected in the main body of this report.
- The need to update legislation governing several functions of government were highlighted e.g. Fire and Rescue Service; procurement (to allow for e-procurement); and Physical Planning.
- The impact of pay on recruitment, retention and staff morale was emphasised repeatedly with HoDs emphasising the critical importance and urgency of the planned job grading exercise. The adequacy of the job grading process / methodology was questioned on several occasions with apparent inconsistencies in the grading of similar jobs across Departments.
- Concerns around the security of staff were raised in small number of consultations. This included both the protections offered to staff from other officers (e.g. who might have felt aggrieved regarding a particular matter) and to staff from members of the public.

- The number of staff vacancies being carried in Departments and slowness of recruitment processes were highlighted frequently, although this was often balanced against discussions around the need for more modern, technology enabled processes to support more efficient, effective and transparent service delivery. It was also noted that challenges delivering services were less a matter of not having sufficient staff and more often a result of staff “not doing what they are supposed to do” or low productivity because of staff working secondary employment. Staff working secondary employment was noted on a number of occasions as presenting direct conflicts of interest.
- There was widespread agreement that there is an under-investment in technology with several examples of partly technology enabled processes where budget was not available to support full implementation. It was also highlighted that, with an increasing move towards digital processes, there was a need for the service to adapt to different methods of service delivery, including re-skilling officers to deliver their jobs in a different way.
- Challenges carrying out comprehensive background checks for officers being recruited from overseas was highlighted on several occasions as both a concern and a risk. This primarily stemmed from either not being able to get police checks from other islands / countries or not being able to validate their authenticity.
- Succession planning was widely regarded as inadequate across the public service, especially in the context of multiple planned and known senior retirements due in the upcoming years. This was highlighted as a fundamental vulnerability in several Departments, particularly those with a more technical focus requiring specialist skills.
- Concerns were expressed in almost every single meeting around the role of Public Administration in matters concerning staff. It was suggested that staff felt empowered to by-pass line managers and HoDs by taking grievances directly to Public Administration, and that staff were automatically given the benefit of the doubt in support of whatever matter had been raised. This was seen as fundamentally undermining the credibility of the line management and disciplinary processes, and disempowering HoDs in dealing with their own internal staffing matters.
- The process for approving requests for staff training as a result of the annual Training Needs Analysis process was seen as lacking transparency: the process for approving requests was not understood, and it was reported that the rationale for decisions to grant or deny approval for training was not communicated back to HoDs.
- The inadequacy of the public service’s physical infrastructure was frequently commented on, including aged building structural disrepair (e.g. mould, termites), insufficient maintenance (e.g. painting) and insufficient space for staff, sometimes leading to teams in larger Departments being dispersed across several buildings with an impact on the efficiency of doing business in the Department.
- Particular capability gaps or weaknesses were commonly highlighted in relation to the following areas: public / customer service; training and development, specifically including leadership development; technology adoption; communications; strategic planning and co-ordination; fleet management; document management; background

checks; succession planning; dispute resolution; project and programme management; and performance management.

Appendix 4 – Beginning to deliver reform

There is always an important balance to be struck between ensuring the focus of a review such as this is maintained, while ensuring that important opportunities for reform that present themselves during the review process are not missed. Several opportunities emerged during the course of the review and have been taken forward. These are described below and their alignment with the recommendations contained in this report is highlighted.

UK Government Fast Stream pilot

Systematically invest in Leadership Development (Recommendation 3.5) [People]

During the review Anguilla was offered the opportunity to host a Civil Service Fast Streamer as part of a pilot secondment initiative. This secondment was offered for a period of 6 months, with Anguilla serving as the pilot jurisdiction before the initiative is rolled out across the Overseas Territories.

The Civil Service Fast Stream is an accelerated leadership development programme designed to equip talented graduates from diverse backgrounds with the experience, skills, and knowledge required to become senior leaders within the Civil Service. Fast Streamers are known to be highly capable individuals with significant leadership potential and their skills are highly sought after across the UK Civil Service, with considerable competition for securing any such person.

An application for a Finance Fast Streamer was submitted in April 2025 with the intention to submit a second application for a Commercial Fast Streamer in September when the Autumn intake opens.

The application for a Finance Fast Streamer was successful with the Fast Streamer taking up post in the Ministry of Finance in September 2025.

This was taken forward by the Public Service Reform Advisor working together with the FCDO, Cabinet Office and GoA Ministry of Finance.

FCDO Learning & Development Pilot

Continue to invest in educational scholarships but rebalance this so the greater investment is in Learning & Development (Recommendation 3.4) [People]

An opportunity also arose during the review for Anguilla to service as the pilot jurisdiction, with potential roll out across the Overseas Territories, for a project with the FCDO L&D team to offer online and on-the-ground training. This training could be provided in several priority areas for the APS: leadership development (senior leaders and those with ambitions as potential leaders), building team dynamics and giving/receiving feedback.

This pilot arose in response to the timely convergence of conversations between the Governor's Office and the FCDO L&D team, and emerging findings from the public service reform review where "growth" was emerging as one of the top priorities for officers at all levels across the APS. This refers specifically to smaller training and developmental opportunities outside of formal educational scholarships (i.e. Bachelors and Masters degrees).

The first step was to issue an online Training Needs Analysis form to a sample of officers at

all grades across the service during April 2025. This included those individuals who have already engaged in the reform process and represented a good cross-section of individuals from across all grades and all Departments.

The second step will be to use the findings from this exercise to tailor course content, then to establish a programme of online and in-person training.

This initiative is being taken forward as a collaboration between the Public Service Reform initiative, the Governor's Office, Public Administration and the FCDO L&D team.

Service-wide communications on reform

Establish a centralised “transparency” function that acts as a dedicated communications function while also ensuring access to information (Recommendation 1.3) [Process] [Structure]

The absence of a dedicated communications function for the APS was noted very early in the review process. Consequently (and inevitably) this means internal communications are ad-hoc, often issued by individual Departments or else service-wide through DITES.

Several fledgeling communication activities were delivered during the review. It is recognised these were limited by the capacity of the Public Service Reform Advisor but are nevertheless important in building awareness and trust in the reform process. They included: support to the Deputy Governor to deliver the first ever service-wide address online using MS Teams; several service-wide updates and communications raising awareness of reform related events and resources using the publicsectorreform@gov.ai dedicated email address; and establishing a MS Teams reform channel.

Communications are essential for successful reform from both a strategic and practical perspective because they:

- Provide the strongest possible foundation for successful implementation of reform;
- Build awareness and understanding of the public service reform review and the need for reform;
- Earn trust and ensure transparency in the reform process;
- Support the development of meaningful solutions, that solve the most important and pressing issues, by leveraging a broad range of expertise and perspectives; and
- Ensure a broad range of insights are sought in a way that supports confidence in the review and reform process, and its outcomes.

Capacity building for reform

Understand what is needed to support implementation and invest in it (Recommendation 6.3) [People] [Process] [Structure]

A two-part online capacity building workshop entitled “Delivering Value in the Anguilla Public Service” was delivered jointly by Local Partnerships, a UK based publicly funded consultancy with funding available to OTs for use of its services. The purpose of the workshop was to:

"Engage with a cohort of Anguilla public servants to create a wider understanding of both public service and public value, and to share the case for public sector reform; with a view to

stimulating both engagement in and contribution to the reform process"

The first workshop was designed to build capability, focusing on how to use Miro as an online engagement tool (which was then used to run the workshop itself) and to discuss the concepts of delivering value. The second was the workshop itself, which explored what value means in the APS and how public servants can drive value in the public service.

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