Part IV: Europe

Chapter 11: Jersey

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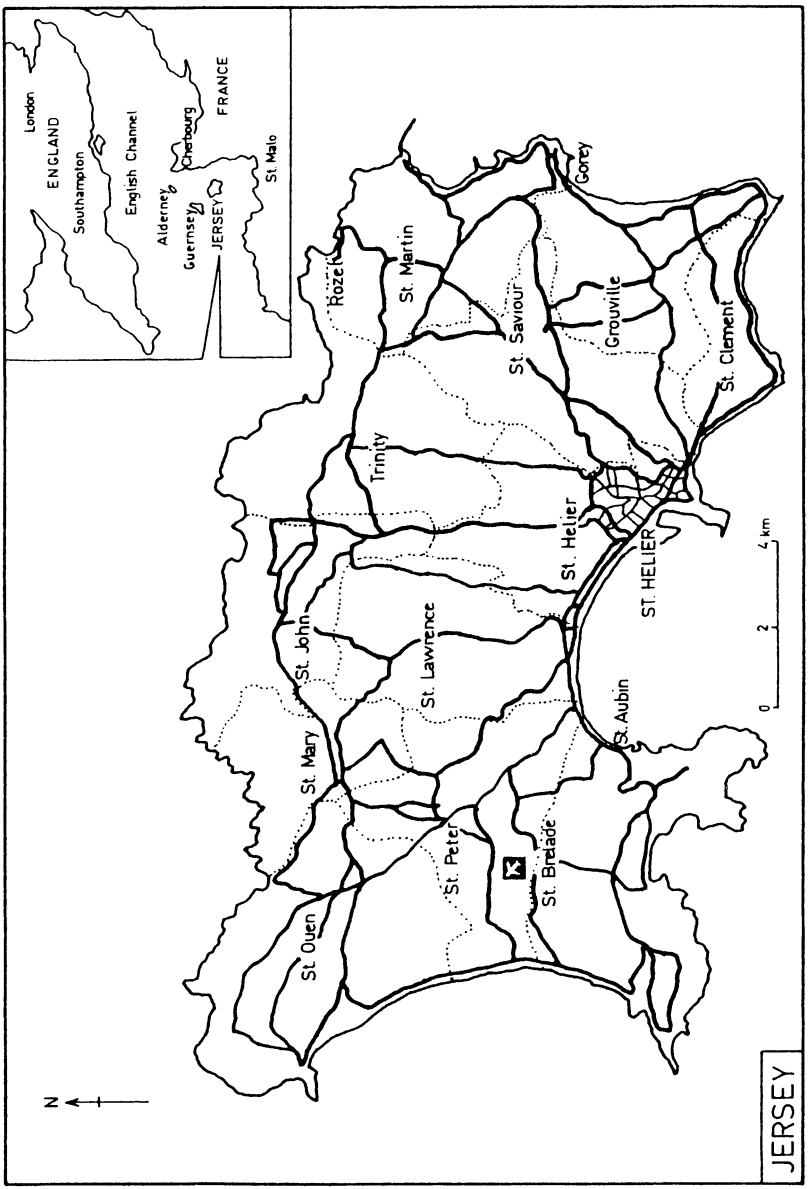
Population (1989): 82,500
Population Growth Rate (1981-89): 0.1% per annum
Land Area: 117 square kilometres
Capital: St. Helier
GNP per Capita (1987): US$17,400
Primary School Enrolment Rate (1990): 100.0%

Jersey is the largest of the Channel Islands, located between England and France. The other Channel Islands are Guernsey, Alderney and Sark. Like the Isle of Man, these islands are dependencies of the United Kingdom (UK). However, they are not part of the UK. Nor do they form a political unit in themselves. The term 'Channel Islands' is a geographic rather than a political descriptor, and Jersey is governed independently from the other islands.

Jersey's right to independent government was established many centuries ago. Originally the island was part of Normandy, which is in present-day France. The year 1066 brought the Norman conquest of England and the political incorporation of Normandy and England. Indeed, it is sometimes said that as Jerseymen were part of the invading army, England was the Island's first colony! In 1204, however, King John of England lost Normandy to France. For some centuries France and England had uneasy relationships, and for the English kings it was useful to have loyal Channel Islands so close to the French coast from which to threaten their neighbours. To secure this loyalty, the monarchs granted important privileges, including the right to free trade and freedom from English taxes. Jersey also operates an independent education system.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JERSEY

Although the UK government plays very little part in Jersey's internal governance, it does take responsibility for foreign affairs and defence. Jersey has to help pay for defence costs, and in the future it may have to pay for the services of the Foreign Office. It can do this out of its internal revenues. The fact that Jersey can set its own taxation laws has permitted it to establish a thriving off-shore banking sector. The island also gains considerable revenues from tourism.

1. The Structure of Government

Jersey is governed by the States, an assembly comprising 12 Senators elected on an island-wide franchise, 29 Deputies representing parishes or districts, and 12 Connetables elected by the 12 parishes. Most decision-making at the political level is carried out in Committees. Each Committee consists of a President and six members, all of whom must be members of the States.

Committee Presidents are in effect the Ministers for their sectors of the government, and are politically and publicly responsible for decisions and actions. However this responsibility is shared with the Committee members, who participate in decision-making.

No political parties are represented in the States, and each member is elected on a personal basis. Alliances are formed for specific purposes, and have limited lifespans. There is no Cabinet, though the Finance & Economics Committee and the Policy & Resources Committee have considerable influence and power.

The Bailiff, who is also the Chief Magistrate, presides over the sittings of the States and of the Royal Court. Together with the Deputy Bailiff, the Attorney-General and the Solicitor General, the Bailiff is appointed by the Queen. The monarch also appoints as her representative in the Island a Lieutenant-Governor, who serves for a term of five years.

Although the States can make local laws which stand for up to three years, more permanent legislation must be submitted for Royal approval in the Privy Council. At this stage the UK government can exercise a strong influence. The formal channel for all communication between the Jersey and UK governments runs through the Lieutenant-Governor and the Secretary of State for Home Affairs. Jersey officials have frequent contacts with the Home Office and other government departments in the UK.

Some Departments are large enough to warrant the full attention of a Committee of the States. In other cases a single Committee is responsible for several Departments. Table 11.1 lists the principal

Committees and, where it is not obvious, their functions. Several small Committees and Departments which cannot really justify listing as 'ministries' have been omitted.

Table 11.1: Principal Committees and their Functions, Jersey

Committees	*Functions*
Agriculture & Fisheries	
Defence	Police, Fire Service
Education	
Establishment	Personnel services for most States employees
Finance & Economics	Treasury, Taxation, Economic Advice, Commercial Relations, Immigration
Fort Regent	Operates a major leisure centre
Harbours & Airport	
Housing	
Island Development	Planning and land use
Postal Administration	
Public Building & Works	
Public Health	
Resources Recovery	Used to be called the Sewerage Board!
Social Security	Pensions and health insurance
Telecommunications	
Tourism	

There is in Jersey an inevitable overlapping of political and bureaucratic activity. This is one of the reasons why the processes of larger scale organisations cannot be easily applied in a small one. In my experience, small state politicians know -- and want to know -- a great deal about the activities of the bureaucracy, and involve themselves in the bureaucracy's decision making. Larger systems in which I have worked have been able to build 'protective' procedures which create some distance between the politicians and the civil servants. The nature of the society, the range of tasks to be undertaken, the narrower and to some extent sharper political focus in the small system all prevent such procedures arising.

2. Education Department Responsibilities

(a) Grouping of Functions

The official title of what is in effect Jersey's ministry of education is the States of Jersey Education Department. It is responsible for:

- formal education for all children aged between 5 and 15 (soon to be raised to 16),
- tertiary education, both academic and vocational/technical, for those requiring it,
- adult and continuing education,
- library services,
- youth services,
- vocational training outside the education system,
- child care and welfare,
- sport, recreation and leisure services for the community, and
- support for cultural activities.

This grouping of functions in the Education Department has no articulated rationale. In most cases the logic for the grouping seems to rest either on common use of resources (as in sport, recreation and leisure), or on the common nature of the operations and their users (as in child welfare and youth services). In at least one case, that of service to the handicapped, no other States department was prepared to accept an additional workload, and it was taken by the Education Department because staff were convinced of the need. Education in Jersey, as elsewhere, has over the years been like a hatstand on which various pressure groups and interests have lodged a variety of headgear!

(b) Shared Responsibilities

As in all small states, some functions are undertaken jointly with other government Departments. The five main areas are:

- *Finance.* Although all accounting and control of the education budget is retained within the Education Department, by law only the Treasury can pay out public funds. All payments, including the salaries and wages of the Department's employees, are therefore made by the States' Treasury.
- *Planning.* This is undertaken in the Education Department with the assistance of the States' Planning Department.

- *Building Works.* The Department of Public Building & Works provides architectural and engineering services for capital works. All other building work, including annual maintenance, is dealt with by the Education Department using private contractors.
- *Committee Meetings.* The States' Greffe is a body responsible for organisation and clerical support for all States meetings. The Greffe provides a clerk for the Education Committee, and vouches for the records of all meetings.
- *Legal Advice.* The Attorney-General and the Solicitor-General are the legal advisers to the Committee and the Department. Legislation is produced by the legal draftsman in accordance with instructions prepared by the Department.

The Education Department also works with non-government bodies. Among the main ones are the Arts Council for cultural activities, the Training Council for vocational training, and voluntary organisations including the churches for youth work.

The island also has six private schools. All but one of these schools receive substantial funding from the Department, but they are seen as outside the direct control of the Education Committee. They provide for about 15 per cent of the school population.

(c) Work not Undertaken

Many functions that are normal practice in larger systems, such as long-term planning, compilation of statistics, and regular presentation of reports and policy documents, are not undertaken in Jersey because of lack of staff and time. Some other functions are made possible only by direct agreement and contract with external bodies. These include:

- *Examinations.* These are almost entirely taken from the UK. Local qualifications with examinations have been developed in French and in Financial Trust Management, but most school pupils take examinations set in England & Wales.
- *Curriculum Development.* This follows on the work done in the UK, and is an aspect of dependency. Some truly local curriculum development initiatives have been successful in language teaching and vocational education, but they have been limited. Textbooks are bought from UK suppliers.
- *Inspection of Schools.* Although the local advisory service is expected to monitor the quality of teaching and learning, direct inspection of schools and colleges is performed by Her Majesty's

Inspectors under a contract with the UK government.
- *Higher Education.* In return for a block payment to the UK government, Jersey residents are given access to higher education in the UK as if they were UK residents.
- *Advisory Services.* Some specialist advisers are brought into the Island on a programmed basis under a contract with the East Sussex Local Education Authority.

3. Formal Organisation of the Education Department

(a) The Organisation Chart

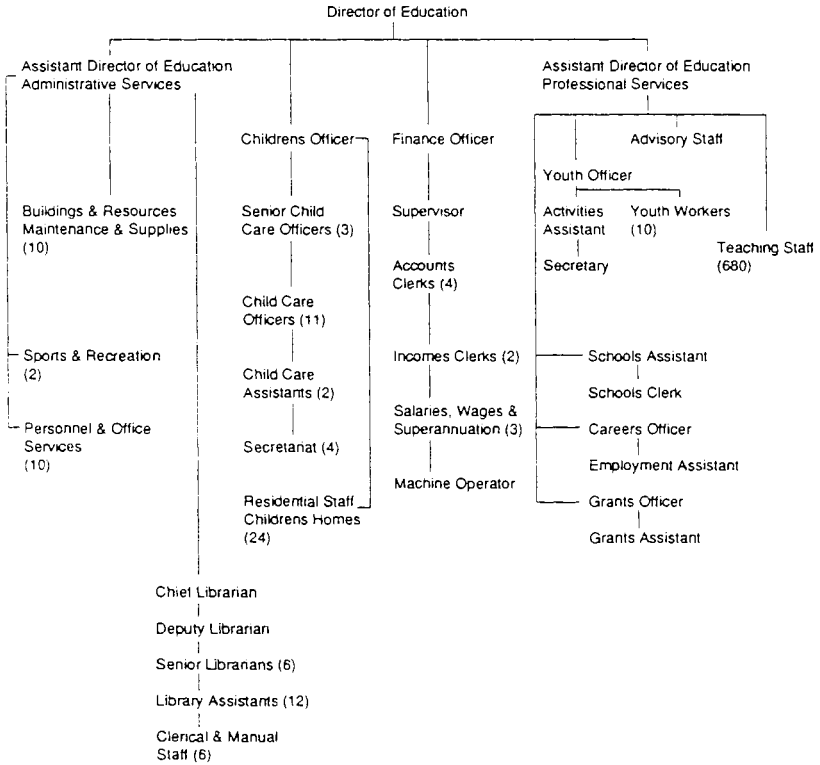
Figure 11.1 shows the Education Department's organisation chart. The structure was developed in the 1970s to give personnel at all levels the opportunity to use and develop their skills. Prior to 1974, decision-making was concentrated in two or three senior staff whose personal expertise was limited and who frequently ignored the experience and qualifications of subordinates. The intention of the structure was to devolve decision-making as far down the line as possible, and to give all officers the chance to bring their own skills and judgement to bear on the Department's tasks. Role definitions were intended to be flexible and to allow variation as required. The Civil Service does not compete very effectively with the local economy in offering employment to able people, and in the last decade restrictions on recruitment of qualified staff from outside the Island have been tightened. It is therefore necessary to develop the abilities that are available, and to deploy qualified staff to achieve the best results.

The organisation chart shows a distinction between Administrative and Professional Services, reflected in the titles of the two Assistant Directors. This is a direct outcome of an agreement to create two second-tier posts to support the Director. Part of the agreement was that the holder of one post would always have teaching qualifications and experience.

When this proposal was initiated it attracted some criticism from those who felt that the system was too small for a top-heavy bureaucracy. However, neither of the Assistant Directors was a deputy in the full sense. In the absence of the Director the Assistant Directors acted as a 'joint deputy'. A subsequent job evaluation did give greater salary and thus status to one Assistant Director, but the separation of administrative and professional matters has remained far from watertight. Officers lower down the hierarchy work as a team and seek advice and decisions from either Assistant Director as appropriate. The profes-

sional staff work readily with the Assistant Director (Administrative Services), and some non-professional staff are supervised and supported very effectively by the Assistant Director (Professional Services).

Figure 11.1: States of Jersey Education Department (1989)



It will be noted from the chart that the Finance Officer reports immediately to the Director rather than through an Assistant Director. The Finance Officer is seen as almost equal in status to the Assistant Directors, and this structure gives him a degree of autonomy within the Department.

However, the rationale for the Children's Officer reporting immediately to the Director is slightly different. When this post was created, neither of the Assistant Directors had appropriate experience or knowledge of child welfare services. Because the Assistant Directors would have found it difficult to give the necessary support and supervision, and it was considered more desirable to place the Children's

Officer immediately under the Director. In this respect the organisation chart reflects the experiences and competences of the people holding particular posts at the time that the structure was drawn up.

The Department has no separate district officers, but wherever possible decision-making authority has been devolved upon schools. This has been partly successful in secondary education, though head-teachers are reluctant to take responsibility for decisions which may have political consequences. Because of this reluctance, full devolution has been limited.

(b) Specialist and Generalist Posts

It is difficult to identify the distribution of staff among the different functions. Almost all senior management have some involvement in some or all education functions. For example the Finance Officer operates in all areas, and although Assistant Directors have specific responsibilities, as members of the Senior Management Team they have an input throughout the system.

Nevertheless, some functions do have specifically-designated posts. These include:

- Child Welfare 45 posts,
- Public Library 26 posts,
- Sports, Recreation & Leisure 2 posts,
- Vocational Guidance 3 posts, and
- Youth Service 13 posts.

The large numbers in child welfare and the library reflect the group of relatively low-grades staff in residential homes and the unqualified assistants in the library service. All are technically civil servants and part of the Education Department, but their roles are specific and limited. The Department has 101 posts altogether.

Almost all senior posts contain elements which lie outside the qualifications and experience of the postholders. This can create considerable problems. The only exceptions are the Youth Officer and the Chief Librarian and his deputy. Even these people have to report to superiors who may not fully understand their specialist concerns.

For example, the Assistant Director (Administrative Services) has responsibility for the Library Service and for Sports & Recreation. The post also carries responsibility for capital works and maintenance. On appointment, the current postholder had no qualifications or experience in these areas. Difficulties can arise when the judgements of specialists

reporting to the postholder, such as the Chief Librarian or the Building Inspector, are called into question.

Likewise, in addition to work directly related to schools the Assistant Director (Professional Services) is responsible for Higher Education Grants and the Youth Service. The present incumbent is a teacher by training and experience. Since he has no direct knowledge of youth work, he is necessarily dependent on the Youth Officer's judgement.

In the main, these problems are solved effectively. Generalists normally defer to specialist judgement on those issues which are strictly specialist. However, success is heavily dependent on the strength of personal relationships between generalist and specialist staff. And if the generalists defer too much to specialist opinion, the specialists may be insufficiently challenged in their thinking and planning.

The posts of Chief Librarian and of the library staff have been able to remain specialist despite the demand on manpower. Partly this is due to the self-contained nature of the library service; but it also reflects reluctance on the part of the individuals to undertake other tasks.

The educational psychologist post has become more specialised in recent years because the demand for specialised services has increased. The postholder used also to manage Special Education services, but that responsibility has now been given to a part-time Adviser for Special Education who combines the post with the headship of a special school.

To date, serious underemployment of specialist postholders has arisen in only two cases, both in teaching advisory/support work. Originally the Department had an Adviser for Physical Education and an Adviser for Outdoor Education (sailing, climbing, etc.). When the latter retired, the Adviser for Physical Education took on responsibility for Outdoor Education in schools while the Youth Officer took over the management of outdoor centres. In the second case, a Senior Remedial Teacher's role changed because schools had appointed their own Special Needs Teachers. Following prolonged negotiation the teacher was redeployed as Manager of the Teachers' Centre. These redeployments helped the system to make the best use of its scarce resources.

4. Ministry Personnel

(a) Recruitment of Staff

The Education Department suffers from serious recruitment problems. The restrictions on immigration result in limited choice of candidates

and lack of competition. Expatriates are regarded as a regrettable necessity, and are usually recruited only on three to five year contracts. These short contracts detract from commitment to the long-term interests of the community.

Personnel shortages are made worse by a high emigration rate. However, emigration is less serious than it was a decade ago. Greater numbers of qualified Jerseymen people remain in or return to the Island, and when they do so they can choose from job opportunities which, though limited in range, are numerous and generally well paid.

The shortage of local personnel has encouraged employment of people without full qualifications for particular jobs. There is a local belief that all Jerseymen can if necessary turn their hands to anything. This causes problems of quality, though of course the belief is helpful when people are asked to undertake tasks outside their experience and professed skills! The government does provide on-the-job training; but since the private sector can usually offer more attractive conditions, the public sector suffers from high staff turnover rates.

(b) Job Definition and Appraisal

In a small department, jobs should be defined sufficiently broadly to allow flexibility. Jersey now has a job evaluation scheme which is linked to pay and which depends on detailed and specific job descriptions. In some respects the new scheme is problematic, for it has reduced flexibility. The scheme also requires considerable time and effort which cannot easily be afforded in a small system.

The content of senior posts can only be defined in detail by the postholders. Because in a small system there is no way to check in detail on what people do, much must be taken on trust. This is especially true of specialist work, in which outsiders have to accept the postholders' decisions on activities and priorities.

A poor performer at any level can create considerable problems in a small organisation, and problems are especially serious when poor performers hold senior positions. Given the right attitudes and commitment of staff, however, vulnerability might be considered a price worth paying to enable the good performers to give their best.

Appraisal in small systems always presents special problems. It is vital to successful use of manpower, but working relationships often reflect the close social relationships of kinships in a small community. In the Jersey Education Department the solution has been to develop an appraisal system that centres upon self-appraisal and which is mainly directed to iob satisfaction.

(c) Promotion and Morale

The emphasis on job satisfaction is especially necessary because promotion prospects within the Department are limited. This is particularly true for specialist officers. Generalists are in a better position because they can seek promotion in other Departments. One example is the former Assistant Director (Administrative Services), who came to Education from the Public Health Department, and who is now chief officer of the Tourism Department. Specialist staff are faced with the choice of accepting the limitations of the system, turning generalist (as intended by the Careers Officer), or seeking promotion outside the Island.

Recognising the lack of promotion opportunities, senior management counsel staff to see their careers in ways that both satisfy their personal ambitions and meet the needs of the system. They also encourage sideways transfers. The possibility of compulsory transfers has been discussed, but has proved unpopular.

Another strategy to reduce staleness is to offer staff periods of three or four months away from the job either to undertake research or development projects locally, or to follow a course of study or experience outside the Island. This offer, made after seven to ten years of service, has proved very effective among headteachers. However, the arrangements have not yet been extended to headquarters personnel.

5. International Linkages

(a) Formal and Informal Relationships

From the above comments it will be apparent that most of Jersey's external links are with the UK. Formal links are maintained with the UK Department of Home Affairs, and informal links exist with the Department of Education & Science. UK inspectors, and advisory staff from the East Sussex Local Education Authority, are contracted to visit the Island on a regular basis; and the National Curriculum Council is always willing to provide information about developments in the UK.

The Island suffers from the absence of a local university offering part-time in-service training courses. However, it has close contact with the Universities of Exeter and of Southampton, and with Portsmouth Polytechnic. Staff of these institutions come to Jersey, and local teachers go to the UK to study. B.Phil. and other degree courses are available for local teachers in the Islands and are validated by these institutions.

The most significant external bodies of which the Island education system can be described as a full member are the examining boards. The Southern Examining Group sponsors the General Certificate in Secondary Education (GCSE), and the Cambridge Examinations Board sets the 'A' level examination. These are the two major external examinations used by the system. Jersey teachers have played a considerable part in the development of the GCSE.

The Island also has links with other professional bodies in the UK. However, participation tends to be restricted to attendance of major conferences. Jersey is an Associate Member of the Council of Local Education Authorities, but derives little benefit from the organisation. Nevertheless individuals in the Department are members of various organisations, and are encouraged to attend professional meetings.

Jersey also has connections with the other off-shore British Islands which are not part of the UK, i.e. the other Channel Islands and the Isle of Man. These connections are based on the common relationship with the UK, and are especially important when there is a threat to the Islands' autonomy. Links with the Isle of Man are very loose, but the Director of the Education Department in Jersey has regular meetings with his counterpart in Guernsey.

Because the Island is just 22 kilometres off the French coast, many connections are also maintained with France. Reciprocal visits are made from time to time, and the Island's education department has a twinning arrangement with its counterpart in a town in Normandy. Schools and colleges are encouraged to make direct links with counterpart institutions in France, and a Jersey scholarship is maintained at the University of Caen.

Finally, the Jersey government maintains a small aid programme. Much of this aid has been channelled to other small islands. It has included education projects in Seychelles and Montserrat, for example.

(b) Absence of Individuals

International links cause individuals to be away from their desks from time to time. For example, they may:

- attend professional courses and conferences,
- visit UK schools and colleges to identify good practices or study new developments,
- attend meetings in the UK with government departments,
- monitor the progress of Jersey pupils in UK special education institutions,

- take part in the working groups of the examination boards, or
- undertake an attachment to another education system for further training and experience.

Except for the last category, the majority of these absences are for a week or two at most. The problems arise not from the lengths of these absences but from their frequency. Work always has to be done, and often in the specialist areas there is only one person to do it. People therefore know that if they go away, they will have to work even harder when they get back. After a time staff feel that the price of such absence is too high, and they begin to find excuses to avoid going 'off-Island'. Then senior management has to take a hand and rearrange work to ensure that the necessary visits and meetings are undertaken.

Reference has already been made to the development of team approaches to the work of the Department. This is especially important for senior management, who often themselves have to undertake the work of absent staff. In order to do this, they must acquire skills and understanding in areas of work outside their main expertise. This is perhaps the most distinctive characteristic of small education departments. Every small department or ministry has to develop the skills of staff so that there is some back-up to cover absences and periods of staff shortage through sickness and vacancies. Training of multi-skilled administrators is a basic necessity for survival, not a mere theoretical interest.

Maintenance of good records is another basic necessity. Certainly in Jersey the central filing system is a crucial part of the Department's operations. This is made abundantly clear when it fails, as sometimes happens in any human operation. Senior staff, including the Director, are required to circulate to colleagues copies of letters and documents before they are placed on file, so that all are aware of the current state of play in most of the Department's business.

6. The Culture of the Ministry

(a) Interpersonal Relationships

In a small organisation and society the closeness of interpersonal relationships has many advantages. Intimacy can contribute to excellent teamwork in which the strengths and weaknesses of individuals are well known, and in which 'playing to strengths' produces good results. Close relationships may also speed decision-making, and can generate trust and confidence.

Several examples may support these observations. The Youth Officer, the Director of Education and the Assistant Director have worked together over several years. When any two meet to discuss some aspect of youth service policy or practice, they can accurately forecast the views and reactions of the third. On a wider framework, the Senior Management Team know each other both in and out of the office. They share a common purpose, and they share each others' jokes. Difficult decisions can be taken with a degree of goodwill which would be missing in a larger organisation. Any member of the team opposed to the final decision is 'comforted' by colleagues, who go out of their way to make the decision easier to bear.

Further, when Education Department staff meet to consider any matter of policy or operation, they can dispense with the preliminary period of 'statement of positions' that is normally a major part of such meetings. This point is demonstrated whenever Department staff attend meetings with colleagues from other Departments and complain about how long it takes to reach a conclusion. They claim the faster processes of their own Department as a virtue, not recognising the contribution made by their own personal relationships in the Department.

However, close interpersonal relations may also have a negative side. First, innovation can be more difficult if it is 'known' that a particular person will be opposed to the new ideas. Second, differences of personality may produce conflicts which are not easy to resolve in a small organisation. Conflicts can consume energy and time which would otherwise be directed at the Department's objectives, and the loss is proportionately greater in a small Department. Also, an antagonistic relationship between two individuals may have consequences for the whole organisation.

In the previous paragraph the word 'known' was placed in inverted commas because perceptions are not always accurate. Once perceptions have formed, they may be very difficult to change. In this sense a good reputation can be as undeserved as a bad one. The onus is on senior management to be open-minded, and to maintain impartiality even under political pressure.

One example of the impact of reputations concerns an individual appointed in the mid-1980s who had a reputation for insensitivity and ruthlessness. Initially the staff reacted to the reputation rather than the real person. Eventually they slowly realised that the reputation was not deserved. The postholder showed great ability and capacity for work, and at the same time was sensitive to colleagues' feelings. But there is no doubt that the officer's effectiveness was reduced for more than a year.

(b) Personal Impact

Another feature of the culture of a small Department concerns the extent to which individuals can have a personal impact. This is especially true of specialist staff.

The careers office over the last 15 years presents a good example of this. There have been five Careers Officers during that time, and the quality and character of the service has been distinctively different under each one. The first was a local teacher without qualifications or experience who was appointed as a result of some political pressure. After a short and difficult tenure, he resigned and was replaced by an expatriate with high qualifications and long experience who had been running a large careers service in the UK. He was followed by another expatriate who had good qualifications but was much younger. This person was an innovator with great energy, but found the scale of the operation too small. During his tenure the Department's Grants Officer, a mature woman, trained as a careers officer. She followed the young expatriate in the post, but retired when her husband also retired. She was succeeded by a young Jerseyman who had been working as a Careers Officer in the UK. Under each individual, the nature of the careers service was markedly different.

The most 'anonymous' people in the Jersey Education Department are the accounts clerks, who receive and check all authorisations for payment from every cost centre. They rarely have direct contact with school clerks and teachers. Yet even they become known to staff of the establishments, who identify 'their' accounts clerks and seek personal assistance when necessary.

(c) Styles of Decision-Making

All significant policy decisions are made by the Education Committee, subject in some cases to the States and the President of the Committee. The latter, as the States member with responsibility for political leadership in all education matters, plays the most important role.

Each member of the Committee is responsible for a specific part of the services under the Committee's political control. In that role each member works closely with a senior member of the Department's staff.

In coming to any significant policy conclusion, the President must gain the support of Committee members. If a major policy issue has to go before the States, the President will by informal means try to ensure that there will be majority support before presenting it. Thus all

political decisions rest on consensus, and the test of new proposals is their perceived level of political and public acceptability.

As the members of the States have no party affiliations, assessment of the acceptability of any policy change is made by the President and the members of the Committee on a personal basis, in every sense of that phrase. It is customary to involve the Director of Education in this process of assessing the acceptability of policy, and the Director in turn takes advice from the senior staff who work in close contact with individual members of the Committee. As the Head of the Department, the Director is personally responsible to the Committee for the implementation of policies.

In areas where the Committee has made no policy decisions, the Director is expected to act according to his judgement, which must include an assessment of political dimensions. Administrative decisions are made by members of the Department at all levels. Compared with larger education systems, administrative decisions which have considerable impact on the operation of the system are in Jersey taken at quite low levels.

Although constitutionally powers are delegated by the States to a Committee, the President is very powerful and influential. No policy is ever made or changed without the consent of the President, and many decisions in the political area are left to the President, subject to formal ratification at the next Committee meeting. One man held the office of President from 1969 to 1984. His predecessor was in office for 19 years. During these long periods, the personal beliefs and political philosophies of the two men were reflected in numerous ways throughout the Education Service.

(d) Information Flows

The flow of information is a problem in any organisation. The danger in a small system is that people will assume that it flows through informal channels, with the result that formal channels are left unused or even unformed. The practice in Jersey is based on the belief that the small size of the system creates an imperative need for as many staff as possible to know as much as possible about the business of their Department.

Staff meetings are held at least fortnightly with all section heads, including for example the head of the typing pool. At those meetings the Director, or in his absence one of the Assistant Directors, discusses developments in the work of the Department and policy or major administrative decisions taken since the previous meeting. Confidential

limits are set as necessary, and section heads are expected to pass on all the information to the staff of their sections. The aim is not only to try to ensure that information is passed on, but also to give all staff a sense of the total business of the Department.

Formal systems exist for the passage of information. Standard instructions ensure that documents and letters are copied to appropriate section heads, and documents and letters (other than routine correspondence) dealing with current business are circulated among senior managers before filing. Also, of course, informal exchanges take place throughout the day when members meet for one reason or another or simply pass in the corridor. Yet despite all this there are occasions when important information does not pass to the right person. Technology may hold part of the answer; but in the end it all depends on people, who are fallible.

It is also useful here to comment on external information flow. While the absence of financial dependency enables the Department to be selective in dealing with external requests for information, those which are received from the European Community via the UK government have to be taken seriously. However, they generally call for a great deal of research and careful consideration, and they tend to be put to one side waiting for a quiet spell. In practice the quiet spell never comes, and when the officer concerned suddenly finds that a reply is urgently required the request has to take priority over everything else.

A vast amount of information comes into the Department. Most of it is 'skim read' and may be put to one side for closer attention or passed to the Teachers' Centre library in the hope that someone will find time to deal with it. This weight of information and the sense of guilt and inadequacy it produces has a considerable psychological effect upon the professional staff of the Department. There is an anxiety that somehow a vital piece of research or a report with considerable implications for local schools or teachers has been missed, and therefore that the system has suffered.

7. Conclusions

Constitutionally, Jersey's status is not dissimilar to that of such other UK dependencies as Montserrat and the Turks & Caicos Islands. However, geographic and cultural ties ensure a much closer relationship with the UK than is found in among the Caribbean or other dependencies. The Island does have an autonomous education system, but in practice follows many UK patterns. Influences operate through informal channels as much as formal ones, e.g. when Jerseymen study in the UK

and when UK nationals are recruited for posts in Jersey.

Nevertheless Jersey has strong traditions, exemplified in its unique structure of government. These traditions give the organisation and management structures a distinct shape and flavour. The Jersey education system is certainly not a carbon copy of that in the UK. Nor is it exactly the same as that in such other dependencies as Guernsey and the Isle of Man.

At the same time, the chapter has highlighted features of Jersey's administrative system which have parallels in most other small states. Although in recent years the Island has become very prosperous, limits on immigration have constrained the extent to which the Education Department can recruit staff. The need to maximise use of scarce talents has been a major determinant of the organisation and management of the Education Department. The fact that Jersey is also a highly personalised society is reflected in much of the culture of the Education Department and has parallels in almost all other small states.