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Ministers & Officials: how to get the relationship right

Australia & New Zealand School Of Government

Ministers & Officials: how to get the relationship right

Insights from conversations at the political administrative interface



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IPANZ and ANZSOG sessions:

- 10 August 2022 Panel: Ministers and officials: how to get the relationship right
 - Speakers: Rt Hon Sir Bill English, Hon Carmel Sepuloni, Wayne Eagleson, Peter Mersi
 - Facilitator: Sally Washington (ANZSOG)
- 14 March 2023 IPANZ New Professionals seminar: understanding and developing political nous
 - Speakers: Deb Te Kawa, Steven Sutton
 - Facilitator: Kate Butler (IPANZ NP)
- 26 April 2023: Ministers and officials: Building the relationship with political nous
 - Speakers: HW Tory Whanau, Paul James, Mike Munro
 - Facilitator: Sally Washington (ANZSOG)







Background and intent



Many organisations across many jurisdictions are working to enhance the quality of policy advice to improve government decision making. Most focus on the 'supply side' of the good policy equation. ANZSOG and IPANZ collaborated on a series of events to also explore the 'demand side' of ledger and the crucial relationships at the political administrative interface.

The relationship between ministers and officials is fundamental to our system of government. The foundation of that relationship, like any relationship, is mutual respect. It needs to be based on honesty, openness, and an understanding of each other's roles and responsibilities. When working at its best, the 'us' and 'them' becomes 'we' – working together in the interests of better government decisions, policies and programmes.



The ANZSOG/IPANZ series of conversations at the political administrative interface were designed to shed light on what both sides can do to ensure the relationship is working at its best. They provided an opportunity to:

- Get the real oil from people on the demand and supply side of the relationship and those working at the interface
- **Discuss challenges and opportunities** for building relationships across the political administrative divide
- **Unpick key capabilities**, skills and behaviours for ensuring good relationships lead to good decision making.

The first session offered an overview of relationships at the political administrative interface, while the two subsequent sessions dug deeper into 'political nous' as a key skill or capability for ensuring those relationships are functioning well. The second session was targeted at new professionals; the third session was for a more senior audience including exploring what they could do to support early in career colleagues develop their political nous muscles.



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Conversation starter:

Dimensions of the relationship between Ministers and officials

Relationships between ministers and officials can be broken down into several key components. The ANZSOG/IPANZ sessions drew on a framework outlining four key dimensions of the relationship (figure 1.) which provided context for the three sessions.

The start of any relationship – for example, when a minister is new to a portfolio – is an ideal time to negotiate rules of the game. Key dimensions of effective ministerial/official relationships include:

- An agreed policy programme
- Ground rules and processes for commissioning advice (and for decommissioning legacy work)
- An operating model for engaging with policy advisors (relationships with the ministerial office, presentational preferences etc.)
- Processes to ensure and assure high quality policy advice.

Like any relationship, if both sides have a common understanding about key priorities and ground rules about how they interact, then it is easier to have 'courageous conversations'. In the case of ministers and their officials, that means better decisions for the public they serve.

The three IPANZ/ANZSOG sessions focused on various aspects of relationships between ministers and their officials.

Good government decision making depends on great relationships between ministers and their departments.



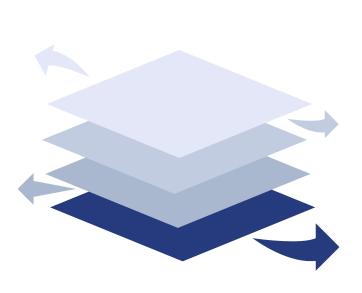
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Relationships between Ministers and officials – key dimensions

Setting a strategic policy programme: agree policy priorities while leaving space for longer-term policy stewardship (emerging and future issues).

Commissioning advice: set ground rules for new initiatives and for adjusting the previously agreed policy programme. Ensure policy demands are recorded, understood, and not 'lost in translation'.



Operating model: spell out the rules of the game for engagement between the minister, ministerial office staff and officials, including a 'free and frank' tone and mutual understanding of presentational preferences and who is in the room for policy discussions.

Quality policy advice: ensure advice supports the decision maker to take a fully informed decision. Set expectations about the quality of advice tendered.

Figure 1. Adapted from: Washington, S. The 'demand side' – helping ministers to be intelligent customers of policy services, Public Sector, July 2022



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Event 1 – High-level Panel

Ministers and officials: how to get the relationship right

The high-level panel* was asked to focus on the positive question of 'what does good look like?' How might we build excellent relationships between ministers and officials in the interests of better decision-making? Under Chatham House rules, the panel shared their views on:

- What are the vital things that make this relationship the best it can be?
- What do Ministers and ministerial offices need from their public service advisors?
- What are the biggest failures and frustrations on both sides?
- How do public servants develop political nous while preserving the principles of political neutrality and free and frank advice?
- Do Ministers receive the training they need to operate effectively?
- How might the public service support ministers to be more intelligent customers of advice?



*The panel was: Hon Carmel Sepuloni (Aotearoa New Zealand Minister and now Deputy Prime Minister); Sir Bill English KNZM (former Prime Minister and Minister of Finance); Wayne Eagleson (former Chief of Staff to Prime Ministers Sir John Key and Sir Bill English); Peter Mersi (Chief Executive of the Inland Revenue Department (IRD) and Acting Head of the Policy Profession). Sally Washington, facilitator.



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Key Insights

How can Ministers ensure good relationships with officials? The panel concluded that to establish and build a great relationship with their officials Ministers can:

- Be clear about what you want to achieve the 'what' and the 'why' – but ask for help from officials on how to make it happen – the 'how' and 'who'. Have open discussions with officials early and often so you are both clear on the direction of travel.
- Get your office in order set expectations that political advisors and others in the office act as a bridge not a barrier, and work constructively with departmental officials to achieve results.
- Ask good questions be able to interrogate advice and the analysis that underpins it. Even 'dumb' questions can often expose group think and encourage innovative options from officials. There are no dumb questions when it comes to process and procedures and how policy will be implemented.

- **Invite 'scary' new ideas.** Explain to officials that 'no surprises' just means that "bad news should travel faster than good news". It doesn't mean avoiding new things or 'good surprises'.
- Allow space in work programmes for longer-term thinking and stewardship responsibilities the investment might be part of your legacy.

Confident ministers generally have an appetite for free and frank advice.





How can officials build good relationships with Ministers?

For their part officials can:

- Advise freely, frankly, and fearlessly and implement enthusiastically. You are there to support good decision making but you are not the decision maker. Understand yours is only one source of advice – you will need to be 'best in class' to have influence. Bring multiple perspectives into your advice – help the minister to see beyond the silo of the portfolio and where collaboration at the political and administrative levels is required for effective implementation.
- Avoid trying to be a 'ministerial whisperer' ask, don't assume, or second-guess what the minister is thinking or wants. Allow the minister some space for 'throat-clearing' or debate understand that musing or thinking out loud does not equal commissioning or a decision to be implemented. Clarify the commission what advice is required, on what, and by when?



- Be free and frank
- Don't second guess ministers
- Show political nous
- Build trust
- Be bold
- Exercise political nous being politically neutral or nonpartisan doesn't mean being apolitical. Understand the politics without getting involved in the politics. The political administrative interface is more a fuzzy than a hard line. Support less experienced officials to build their muscles in political astuteness. Keep talking about what political savvy means – in theory and in practice.
- Build trust by showing that you understand the overall government programme and your minister's interests (articulated in manifestos, speeches, social media posts) and that you are there to help them achieve their goals. Remember: you earn trust with Ministers very slowly, but you can spend it very quickly.
- Be bold don't wait to be asked for advice. Be proactive in articulating current or emerging challenges or opportunities and how they could be handled. Flex your stewardship responsibilities.



Event 2 – New Professionals

Ministers and Officials: **Building the Relationship with Political** Nous

The second event in this series was tailored specifically to new professionals, focusing on how those starting out in their careers can understand, develop, and exercise political nous. New professionals had the opportunity to hear from two skilled practitioners* about what political nous looks like in practice. The group reviewed the Policy Skills Framework and the expectations of political nous at various stages of experience.







* Speakers were Deb Te Kawa (IPANZ Board member, consultant, and former senior public servant) and Steven Sutton (Special Counsel Russell McVeagh law and former senior public servant). Kate Butler, facilitator.

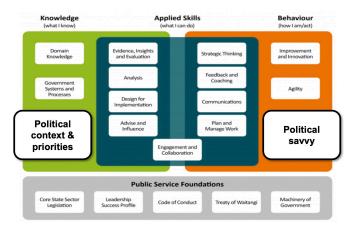


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What is political nous?

The group heard that political nous (or savvy, or astuteness) doesn't just relate to 'Big P' politics but includes the wider policy ecosystem inside and outside government. Political nous is valuable for any role, public or private, where advice is provided to decision makers. If you understand the customer of advice, you build trust and confidence with them. If you hit the policy mark at the right time, you are more likely to have influence and impact.

Political savvy (or nous) is included in the New Zealand Policy Skills Framework (Figure 1) as one of the 15 key skills required for designing and delivering good policy advice. The framework also includes 'understanding context and priorities' as a key knowledge domain. The framework offers detailed descriptions of those skills at different levels of experience (see Annex 1): developing ('starting out'), practising ('a safe pair of hands'), and expert ('top of the game'). It refers to an ability to build alignment between competing interests and agenda, being able to have courageous conversations while sustaining good relationships and being highly attuned to signals and changes in the political and policy ecosystems (having sensitive political antennae).





Political nous defined

Political savvy/nous	Definition: Understands the political context, knows current government, ministerial, senior leadership demands and preferences. Builds alignment between competing interests, inside and outside the department
Expert Top of the game	Has the 'aar' and trust of decision-makers (minister and senior executives) and internal and external stakeholders. Can have 'coursequeue convensationer while sustaining good relationships. Is 'confident in terms of the Te Arawhili Mäcri/Crown relations core competencies. Adapt at building alignment between competing interests and agenda Shapes the authorising environment by influencing how others think (including ministers) Anticipates and times advice for when it will have optimal influence and impact (honed political antennae)
Practicing	 Can build the trust of ministers and departmental decision-makers by showing awareness of political and departmental priorities
A safe pair of hands	
Developing Starting out…	 Actively seeks out, watches and learns from colleagues considered adept at working with the minister, service revectives, and internal and external stakeholders. Learning about how to navigate issues and relationships with regard to political and Political sensitivities.

Figure 3. Adapted from the Policy Skills Framework (see annex)





Political nous in action – what does it look like?



The expert speakers shared their views and experience on political nous. They explained that **exercising political nous** means:

- **Navigating unwritten signs** and knowing who has power and influence in your sphere of work
- Knowing which messages will resonate with decision makers and which will not (there are often 'no go' zones
- **Respecting that ministers have other pressures** on them and receive advice from other sources (party, parliamentary, personal)
- Leading by influence, not authority it's about persuasion
- Understanding and embracing the complexity of the political environment
- **Understanding your obligations** and paying heed to the guardrails around the delivery of advice in a political context (the Cabinet Manual, Public Service Code of Conduct, etc.)

Conversely, when **political nous is 'missing in action'** it manifests as:

- Individuals **competing** with peers, colleagues and other organisations for decision-makers' attention
- Being a **strident advocate** rather than giving evidenceinformed advice
- Not abiding by due process (going rogue)
- Failing to protect the minister or decision maker through indiscretion or poorly thought-through actions, or sharing the wrong information with the wrong recipients
- Being too quick to curry favour with the minister: sycophantic behaviour is obvious to everyone, especially the minister.



Political nous in action – what do new professionals need to grow it?

New professionals had the opportunity to discuss what they needed to develop their political nous. They collectively developed some key messages, or 'asks' to be presented to the Head of the Policy Profession.

- Let new professionals see political nous in action. Let them sit in on meetings with senior leaders or ministers where they will see experienced people operating with political nous.
- Senior officials should share insights with new professionals after meetings with ministers or senior leaders. Tell new professionals what they did and said and the responses and reactions. Especially share those examples of where things didn't go as planned and why. Inform new professionals about where senior officials see issues heading so that they can build their political antennae.
- Build political nous into induction and ongoing professional development. Make explicit expectations about where the boundaries sit in relationships with departments, ministers, and ministers' offices. There is currently very little consistent training provided to new professionals on the interface between the public service and the political sphere.

In return, the new professionals pledged to:

- Inform themselves about the Government's agenda and priorities and where their departments' work contributes. This will mean finding out about the political context their departments operate in, including Treaty implications and the perspectives of key stakeholders, thought leaders and commentators in their domain.
- Listen and learn. We will ask senior officials questions and sometimes hold a mirror up to them to refresh their own political nous.



See Annex for some ideas about how to develop political nous muscles.



IPANZ New Professionals prepared a Memo to be sent to the Policy Profession Board with their requests for support to develop their political nous. It was presented to Paul James at the third ANZSOG/IPANZ event.





Event 3 – Ministers and Officials: Building the Relationship with Political Nous

The New Professionals event confirmed the importance of political nous. If public servants understand the political context and the way political considerations intersect with and shape how advice is received and acted on, they can deliver more relevant and salient advice. In doing so, the public service can provide better advice to support better government decision making.

The high-level panel* was asked for their views on:

- What does political nous look like when it is being done well?
- How does political nous intersect with the delivery of free and frank advice?
- Is it becoming more difficult for public servants to navigate political volatility and the relationships and sources of advice available to ministers?
- What practical steps can new professionals take to grown their political nous and how can more senior colleagues support them?



* The panel was: Mayor of Te Whanganui-a Tara (Wellington) Tory Whanau; Mike Munro (former chief of staff to Prime Minister Jacinda Ardern and press Secretary to Prime Minister Helen Clark); and Paul James (Chief Executive of Te Tari Taiwhenua, Department of Internal Affairs, and Government Chief Digital Officer). Sally Washington, facilitator.



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Key insights



Mayor of Te Whanganui-a Tara (Wellington) Tory Whanau drew on her experience in central and local government, both as an advisor (Chief of staff to the Green party) and now elected official. She agreed that political nous has been a key skill when navigating the political landscape. She described political nous as an ability to develop and embrace emotional intelligence, including learning how to read people and understand how they will react to information and accommodating this when preparing policy advice.

Within this definition, Mayor Whanau identified three key elements that contribute to genuine political nous and good relationships with ministers:

- Relationship management you must treat all people with respect.
- Be across all the issues and the connections between issues.
- Learn how to manage crises.

Former Prime Minister's chief of staff, Mike Munro, agreed that political nous involved understanding ministers, their philosophies and backgrounds, and what drives them. Reading what ministers write and listening to their speeches, particularly maiden speeches, are a key avenue for developing this insight. Experienced public service chief executive Paul James described this as acting with "customer centricity", encouraging public servants to think about what a minister's world looks like. Walk in their shoes: what has been asked of them by the party, Parliament, and their electorate, what are their constraints and priorities, and how do these factors shape what they are trying to achieve?

Political nous supports free and frank advice

Paul James observed that honesty and deliberately articulating to ministers that public servants have an obligation to deliver free and frank advice is key to mitigating any risk of political nous evolving into impartiality or pandering. Political nous doesn't mean telling a minister what they want to hear. It's about telling them what they need to hear, based on evidence-informed analysis and advice.



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Is political nous innate or can you grow it?

The panel agreed that political nous, like good judgement, grows with experience. But some experiences are more likely to help the growth process, more than others. The panel offered practical advice for new professionals about the experiences and mindsets they should seek out to help develop their political astuteness.

Curiosity is critical, with all panellists encouraging new professionals to expose themselves to a variety of experiences and perspectives. They encouraged people to:

- pay attention to the news and current events and who's saying what and why
- listen to ministers' responses in Parliament, read what they write, and listen to their speeches – maiden speeches are key avenues for understanding minister's background and philosophy.
- **seize opportunities** to work at the interface between the worlds of the public service and politics, like spending time in a minister's office.

Is it getting tougher to be politically astute?

The panel touched on the increasing volatility of politics, and how misinformation and disinformation particularly via social media, complicates the political and policy landscape. This environment makes the political administrative interface more challenging to navigate and more difficult for the impartial advice of the public service to cut through.



Figure 4. See Annex for ideas about how to build political nous



More ideas for opportunities and actions to build political nous (Figure 4.) are set out in the Annex.





Afterword and conclusions

Is the public service in Aotearoa politically astute?

Research conducted by Hartley et al. a decade ago asked 1000 senior managers from New Zealand, Australia, and the United Kingdom to rate themselves and their peers on their political astuteness. New Zealand participants rated themselves as 'above average' (a statistical impossibility) and their peers as slightly 'below average'. Moreover, the New Zealand cohort thought more highly of themselves than cohorts in the other two jurisdictions. It would be interesting to see if that confidence still holds, and whether it is warranted.

Recent research from a <u>Working in the Public Service survey</u> shed some light on the current state. It showed that public servants in Aotearoa are pretty clear on what it means to be politically neutral and are confident that politicised advice or politically inappropriate behaviour is quickly nipped in the bud. This suggests some degree of political nous – that public servants are aware of the zone between politics and public administration and how to navigate it. Political nous, like housework, stands out more when it's not being done.

Where to from here?

Polycentric governance - where government is not the only 'provider' but needs to work in partnership with others to deliver public services and achieve policy outcomes (including the various 'co-s' – collaboration, co-design, co-deliver, cogovern) - means that political nous will become an ever more important skill.

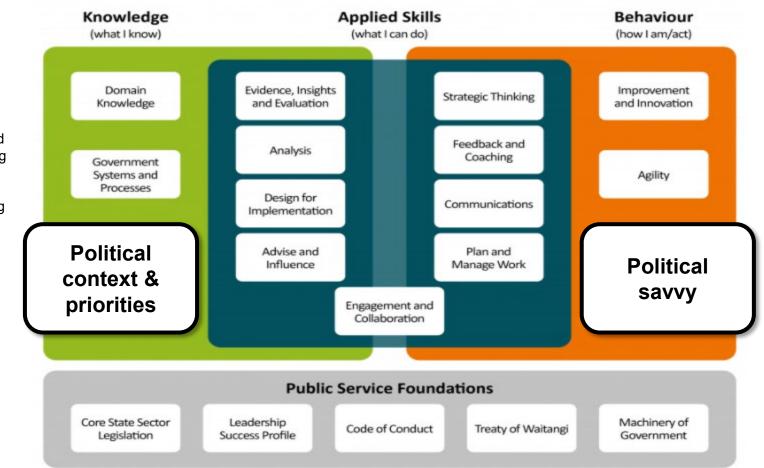
Ensuring we support younger cohorts to develop their political astuteness, savvy or nous is vital, as is ensuring that the institutions of government encourage and enable individuals to flex their political nous muscles. If all public servants understand the political context, they can deliver more relevant and influential advice. In short, well-honed political nous means the public service can provide better advice – and that means better support for good government decision making.

ANZSOG and IPANZ will continue to explore and assess issues at the political administrative interface to support public servants, and politicians, to build and sustain great relationships. 'Ministers and officials – how to get the relationship right' will be an ongoing theme.



ANNEX 1.

Collateral used for the IPANZ New Professionals workshop – understanding and developing political nous, 14 March 2023



New Zealand Policy Skills Framework

Two key skills from the **Policy Skills Framework**: understanding the political context as well as government

and organisational priorities and being politically savvy (or having political nous). These are valuable for any role, public or private, where you are providing advice to decision makers.

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What you need to know...

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Adapted from the Policy Skills Framework

Political context & priorities	Definition: Awareness of government and departmental priorities and portfolio, sector and public service landscape. Can articulate how the department's work impacts and is impacted by those priorities.
Expert	 Adept at drawing clarity from ministers and senior leaders on desired outcomes, appetite for change and risk, and able to influence and shape new policy directions
Top of the game	 Highly attuned to signals and changes in government priorities, Māori/Crown relations, political pressure, and anticipates demands for Departmental responses Shares information and insights about changes in the political and policy context to ensure colleagues are well-informed about issues likely to impact the Department, its stakeholders, and wider public.
Practising	 Aware of government priorities, why they are priorities, and the historical precursors to those priorities
A safe pair of hands…	 Can articulate the Department's strategic work program and how it contributes to government priorities
	 Has a good grasp of who are the key stakeholders, commentators and thought-leaders in the sector, and their views.
Developing	 Developing awareness of the Government's agenda and priorities and understanding where the Department's work fits and contributes.
Starting out	 Finding out about the political context the Department operates in – who are the key stakeholders, thought-leaders, and commentators in the policy domain? What are they saying about the current state and about what is working/not working?



How you need to behave/act...

Definition: Understands the political context, knows current government, ministerial, senior leadership demands and preferences. Builds alignment between competing interests, inside and outside the department
 Has the 'ear' and trust of decision-makers (minister and senior executives) and internal and external stakeholders. Can have 'courageous conversations' while sustaining good relationships. Is 'confident' in terms of the Te Arawhiti Māori/Crown relations core competencies. Adept at building alignment between competing interests and agenda Shapes the authorising environment by influencing how others think (including ministers) Anticipates and times advice for when it will have optimal influence and impact (honed political antennae)
 Can build the trust of ministers and departmental decision-makers by showing awareness of political and departmental priorities
 Has a good grasp of the policy process and how decisions are taken and when there are opportunities for influence and impact Can navigate sensitive situations, relationships and competing interests inside and outside the department, including the interface or synergies with other departments and portfolios Can influence and build alignment between issues, people and groups including interest/sector/community groups. Is 'comfortable' in terms of the Te Arawhiti Māori/Crown relations core competencies.
 Actively seeks out, watches and learns from colleagues considered adept at working with the minister, senior executives, and internal and external stakeholders. Learning about how to navigate issues and relationships with regard to political and Political sensitivities.

How can you build your political nous policy muscle?

Adapted from the Policy Skills Framework

IPANZ New Professionals – understanding and developing political nous

Expert: Aspire to be on speed-dial with ministerial advisors; lead discussion with the minister/Senior leaders on key work/strategic priorities; lead work/contribute to briefs to incoming ministers; lead complex cross-cutting work with multiple stakeholders; coach others on ministerial priorities/preferences; brief cabinet committees/select committees;

Practising: build relationships with ministerial office staff; actively build understanding of stakeholder interests and their political influence; learn about ministerial preferences and style; Build relationships across the department and public service. Contribute to strategic priorities setting and debate.

Developing: Read manifestos, ministerial speeches/press releases/social media; find out how the minister's office operates & different roles there; find out about Dept strategic priorities, senior leadership decision processes, members & preferences.



70% on the job learning

Expert: Seek feedback from senior colleagues on your interaction with minister/stakeholders and performance in advising & navigating sensitive conversations;

Practising: Seek opportunities to attend or lead discussions with the minister/Senior leaders and seek feedback

Developing: Shadow more experienced colleagues to meetings + discuss insights afterwards

20% learning from others

Identify opportunities and actions for improving your skills.

Think about them in terms of levels:

- Developing
- Practising
- Expert.



Note: there is a relative dearth of formal training in this space

Expert: Course on navigating politics?

Practising: Course on influencing with intent?

Developing: Course on code of conduct and political neutrality?



10% formal learning



Want to learn more?

The 'demand side' - department-ministerial relationships

- Sally Washington, <u>The 'demand side' helping ministers to be intelligent</u> <u>customers of policy services</u>, Public Sector, July 2022
- Ministers and officials: How to get the relationship right | ANZSOG
- Liam Russell, <u>Getting the Relationship right: effective engagement with</u> <u>ministers across the political/administrative interface</u>, Public Sector, September 2022
- <u>Ministers and Officials: Building the Relationship with Political Nous |</u>
 <u>ANZSOG</u>
- Kate Butler, <u>Operating in a political system without operating politically</u>, Public Sector, Winter 2023
- Fixing the 'demand side': how the public service can support ministers in becoming 'intelligent customers' of policy advice (themandarin.com.au)
- Fixing the 'demand side' helping ministers perform (themandarin.com.au) or longer version
- <u>Strengthening Partnerships Final Report (apsc.gov.au)</u> Australian report.
- <u>SSC_code-of-conduct-ministerialstaff-nov17 (publicservice.govt.nz)</u>
- Gill, D. The State of the Core State is the glass mainly full or partly empty? *Public Sector*, April 2023.
- Hartley, J. Alford, J. Hughes, O. and Yates, S. Leading with political astuteness: a study of public managers in Australia, New Zealand and the United Kingdom, ANZSOG and the Chartered Management Institute, United Kingdom. 2013.

Policy skills and capability

- NZ Policy Project: <u>The Policy Project | Department of the Prime Minister</u> <u>and Cabinet (DPMC)</u>
- The Policy Skills Framework
- Sally Washington and Michael Mintrom: Strengthening policy capability: New Zealand's Policy Project (tandfonline.com) 2018
- Sally Washington: An infrastructure for building policy capability lessons from practice (tandfonline.com) 2022
- Building policy capability an infrastructure approach | ANZSOG 2022

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Sincere thanks to our speakers and panellist – from both the political and administrative sides of the equation – who shared their wisdom and experience on 'getting the relationship right'.

