

**THE STRUCTURE OF THE SCOTTISH OFFICE 1991**

**Richard Parry**

After a decade of relative organisational stability the Scottish Office has recently subjected itself to a refinement of both its structure and image<sup>(1)</sup>. In November 1990 Ian Lang succeeded Malcolm Rifkind as Secretary of State, a somewhat surprising appointment whose roots lay in Lang's friendship with John Major in the Whip's Office in the mid-1980s. Rifkind's sparky intellect had a welcome new field in Transport, and Lang joined the long line of urbane and agreeable Conservative Secretaries of State. Michael Forsyth kept his place and his control of health and education, and the need to recruit another Scottish minister prompted the recall of Allan Stewart in a rare instance of a second ministerial life.

One of Lang's first tasks was to launch the Office's new visual identity in January 1991 after several years of research, to the usual accompaniment of cynicism within the organisation and amusement outside. The definite article made an appearance with the strapline of 'The Scottish Office' at the head of notepaper, and for the first time the incorporating title overrode the identities of the Scottish departments. The Scottish Office Education/Industry/Home and Health/Agriculture and Fisheries Departments were joined by a renamed Environment Department (formerly Development). Familiar acronyms like SED were lost to some regret (since the Scottish, formerly Scotch, Education Department was older than its parent) and a new alphabet soup arose since the departments have briefer internal acronyms as well as the official ones. Somehow 'SOID' and 'SOAFD' have the wrong ring and convey no clear image beyond the clumsy nomenclature.

Was this anything more than a meaningless way for visual identity consultants to earn their fees? Since 1939 the so-called departments had no statutory existence and were just an example of 'branding' to the outside world. Personnel and finance management were fully integrated in the early 1970s and since then the Scottish Office has been in practice just as cohesive as any other Whitehall department. But there was still a vestigial sense that the functional interests of the departments could be mobilised against any centralising tendencies. In particular, the Education Department embodied the professional experience of the Inspectorate, and the Industry Department had become part of the 'Scottish lobby' promoting inward investment and resisting industrial closures. The secretaries of the departments were once important but now look potentially redundant. The new image reinforces the long-run move to cohere the Office as an instrument of the Secretary of State,

but its practical effect is marginal.

A further cosmetic change is that the Scottish component of the Government's Public Expenditure Plans is now publicised in a glossy White Paper entitled 'Serving Scotland's Needs'. First published in February 1991 (Cm 1515), this replaced the former 'Commentary' on the Scotland Programme, a flimsier internal publication. The decision to break up the former Public Expenditure White Paper into departmental reports has stimulated a great increase in the wealth of financial information published, but in the Scottish Office's case this does not extend to candour about the way that the Secretary of State uses his discretion to manage expenditure within his 'block' total. The transfer of universities to Scottish Office financial control (announced in May 1991) will further complicate the picture.

More important is the introduction of new arm's length bodies into the Scottish Office. The main innovation is the executive agency, as introduced by the 'Next Steps' initiative of 1988. This potentially radical move is designed to identify blocks of work and give an accountable Chief Executive freedom to achieve agreed objectives; the agencies remain part of the civil service. The Scottish Office has not been among the faster departments in promoting candidates for agency status. The Prison Service, the largest block of staff, has so far been rejected. The Department of the Registers of Scotland (formally not part of the Scottish Office) became an agency in 1990 and was joined by two more in April 1991: Historic Scotland and the Sea Fisheries Protection Agency. Agricultural Scientific Services has now been named as a candidate. It is not quite clear how the Secretary of State will be advised in exercising his function of approving the 'framework document' or corporate plan of the agencies now that all his specialist advisers in these areas have been put into the agency.

Two new agencies – Scottish Enterprise and Highlands and Islands Enterprise – were established in April 1991 to unify industrial development and training policy. They took over those of the Scottish staff of the Training Agency who were prepared to accept the loss of civil service status this involved. Like Scottish Homes, they are public organisations close to the Scottish Office but not formally part of the civil service. But the Office is not distancing itself totally from executive tasks: it shares in the 'Locate in Scotland' bureau (the 'single door' unit for attracting inward investment) and administers the Urban Partnership schemes in Castlemilk and Wester Hailes. On the other hand, the Office has lost the greater part of its role as a sponsor of nationalised industries with the sale of Scottish Power and Hydro-Electric in June 1991 and the imminent completion of the sales of subsidiaries of the Scottish Bus Group.

Less visible but potentially even more important is the formation of the NHS Management Executive in the Home and Health Department. Under Don Cruickshank – recruited from the Virgin Group to be the first Chief

Executive of the Scottish Health Service in 1989 – a large concentration of senior officials is planning the administration and financing of the service at arm's length from their policy-making colleagues in the Health Policy and Public Health Directorate. This echoes the Scottish Office reaction to general management from 1985 onwards, following on from English precedents but implemented more slowly: hospital trusts have yet to be established in Scotland, but the first four are planned for 1992. (A further account of the Health Service changes is given by Peter Williamson elsewhere in this edition of the *Yearbook*).

A final noteworthy change was the abolition of the post of Deputy Secretary (Central Services) with the retirement of Ian Penman in March 1991 to become interim Chief Executive of Scottish Homes. The post's local government finance responsibilities went to Environment (the former SDD) along with the rest of local government. Responsibility for the remaining management-related tasks is channelled through Gerry Wilson, Secretary of the Education Department. This presumably reflects the relative workloads of the Grade 2 officials rather than a personal appointment or a permanent linking of the central tasks with education. It is something of an irony, for in the 1950s it was the Education Department that was the most concerned to remain separate from the rest of the Office by retaining control over its financing and personnel.

All these changes come against the near prospect of a general election. If the Conservatives are not returned, devolution is bound to hit the agenda either as a priority of a Labour government or as the product of a deal in a hung parliament. As in 1974-5, questions would again be posed about the future of the Scottish Office. It seems timely, therefore, to update a table in *The Scottish Government Yearbook 1979*<sup>(2)</sup> which sets out the structure of the Scottish Office and the names of its senior officials. These would be the building blocks of any reorganisation necessary upon devolution.

#### References

1. For previous history see Richard Parry, 'The Centralisation of the Scottish Office' in Richard Rose ed, *Ministers and Ministries* (Oxford: Clarendon Press 1985) and 'The Scottish Office in the 1980s', *The Scottish Government Yearbook 1991*.
2. 'Scottish Office Directory with Indications of Devolved and Retained Functions under the Scottish Act' (Reference Section 6) *Scottish Government Yearbook 1979*.

THE ORGANISATION OF THE SCOTTISH OFFICE

Grades of staff are given in brackets. Grade 2a (formerly Deputy Secretaries) head departments, and Grade 3S (formerly Under Secretaries) generally supervise a number of divisions headed by grade 5s (formerly Assistant Secretaries and equivalent). Some staff of grade 5 and above are not named where they do not head distinct units (eg in the Solicitors' Office and Prison Service). The gradings now unify administrative and professional staff.

Addresses

Location of divisions are indicated as follows:

- S – St Andrew's House, Edinburgh EH1 2DE
- N – New St Andrew's House, Edinburgh EH1 3TB
- D – Dover House, Whitehall, London SW1A 2AU (Tel 071-270 6800)
- W – 16 Waterloo Place, Edinburgh EH1 3DM
- M – James Craik Walk, Edinburgh EH1 3BA
- B – Broomhouse Drive, Edinburgh EH11 5LS
- P – Pentland House, 47 Robb's Loan, Edinburgh EH14 1TW
- E – East Craigs, Edinburgh EH12 8NJ
- J – 43 Jeffrey Street, Edinburgh EH1 1DN
- G – 156 Gyleview House, 3 Redheughs Rigg, Edinburgh EH12 9HH
- R – 20 Brandon Street, Edinburgh EH3 5RA
- H – 27 Perth Street, Edinburgh EH3 5RB
- C – Calton House, 5 Redheugh Rigg, Edinburgh EH12 9HW
- A – Alhambra House, 45 Waterloo Street, Glasgow G2 6AT (Tel 041-248 4474)
- L – 120 Bothwell Street, Glasgow G2 7JP (Tel 041-248 2700)

Telephone

The number and enquiry point for all Edinburgh offices is 031-556 8400, but there is direct dialling to extensions on 031-244. The Secretary of State's office is on 031-244 4011. The Chief Press Officer is on 031-244 4943 and the Chief Publicity Officer on 031-244 4947. For further details see *The Civil Service Yearbook*.

Ministers (S/D)

Secretary of State	Rt Hon Ian Lang MP
(Private Secretary)	Jim Gallagher (5)
Minister for Health and Education	Michael Forsyth MP
Minister for Home Affairs and the Environment	Lord James Douglas-Hamilton MP
Minister for Industry and Local Government	Allan Stewart MP
Minister for Agriculture and Fisheries	Lord Strathclyde
<i>Permanent Under-Secretary of State</i>	<i>Sir Russell Hillhouse (1)</i>
Liaison Division, Whitehall (D)	Eric Ferguson (5)

ESTABLISHMENT DIVISIONS

<i>Principal Establishment Officer (W)</i>	<i>Hamish Hamill (3)</i>
Personnel Management (W)	David Chalmers (5)
Management, Organisation and Industrial Relations (M)	Colin MacDonald (5)
Accommodation (N)	David Stevenson (5)
Director of Information Technology (B)	Jim Duffy (5)

FINANCE DIVISIONS (N)

<i>Principal Finance Officer</i>	<i>Harold Mills (3)</i>
General Financial Questions	Stephen Hampson (5)
Audit Unit	Bill Tait (5)
Public Expenditure (Industry and Agriculture) and Accountancy Services	Brian Naylor (5)
Public Expenditure (Housing, Transport and Education)	Tony Cameron (5)
Public Expenditure (Home and Health)	Andrew Rushworth (5)
Local Government Finance 1 (taxes and capital spending)	Colin Baxter (5)
Local Government Finance 2 (grants and current spending)	Ken McKay (5)
Purchasing and Supply Unit	Les Mosco (5)
Scottish Information Office	Charles Corbett (5)
Statistical Services	James Cuthbert (5)
<b>Solicitor</b>	<b>Bob Brodie (2)</b>

AGRICULTURE AND FISHERIES DEPARTMENT (P)

Secretary	Louden Hamilton (2)
Research, Education and Advisory Services	Ken Moore (5)
Scientific Adviser	(Dr) Terry Hegarty (5)
Capital Grants, Animal Health and Food Hygiene	Ted Davison (5)
<i>Commodities and Lands Groups</i>	<i>Kenneth MacKenzie (3)</i>
Land Tenure, Crofting	Richard Grant (5)

Crops, Plant Health, Pollution	Ian Whitelaw (5)
Policy and Co-Ordination	Ian Gordon (5)
Livestock Products	Adam Rennie (5)
Agricultural Scientific Services (agency candidate) (E)	(Dr) Robert Hay (5)
Chief Agricultural Economist	(Dr) James Wildgoose (5)
<i>Fisheries Secretary</i>	<i>Godfrey Robson (3)</i>
Fisheries J (international policy)	(Dr) Peter Collings (5)
Fisheries K (cultivation)	Tom Kelly (5)
<i>Agency</i>	
Sea Fisheries Protection Service	Alistair MacLeod (Chief Exec)
<b>EDUCATION DEPARTMENT</b>	
Secretary (N)	Gerry Wilson (2)
<i>Schools (N)</i>	<i>Hamish Robertson (3)</i>
Schools organisation	Michael Ewaart (5)
Schools curriculum	Jim Lonie (5)
Teachers (salaries and training)	Gerald McHugh (5)
<i>Post-school education, Arts Sport (J)</i>	<i>Alastair Weatherston (3)</i>
Vocational Education	Dick Jackson (5)
Higher Education	Paul Brady (5)
Student Awards (G)	Ken MacRae (5)
Education Statistics	David Salmond (5)
Arts, Broadcasting, Sport	(Miss) Margaret Maclean (5)
<i>Social Work Services Group (J)</i>	<i>Niall Campbell (3)</i>
Resources and Service Development	Angus Skinner (Ch Adviser) (4)
Community Education, Special Needs	Michael Cunliffe (5)
Elderly, Physically Handicapped, Mentally Disordered, Voluntary Sector	David Wishart (5)
Child Care	Jim Sinclair (5)
<i>HM Inspectors of Schools (N)</i>	<i>Nisbet Gallacher (Sen Chief) (3)</i>

**ENVIRONMENT DEPARTMENT**

Secretary (S)	(Dr) Gavin McCrone (2)
<i>Roads, Transport, Environment, Planning (N)</i>	<i>Hamish Laing (3)</i>
Chief Planner	Alasdair Mackenzie (4)
Rural Affairs	Bill Fearnley (5)
Planning	John Thomson (5)
<i>Housing and Local Government (S)</i>	<i>(Miss) Eileen MacKay (3)</i>
Housing 1 (local authority)(S)	John Randall (5)
Housing 2 (private sector) (S)	Sebastian Robinson (5)
Castlemilk Partnership (S)	(Ms) Lesley Clare (5)
Local Government (N)	(Mrs) Gillian Stewart (5)
Central Research Unit (N)	(Dr) Peter Levein (5)
Chief Inquiry Reporter (W)	Sandy Bell (3)
Roads Director & Chief Engineer (N)	John Dawson (4)
Building Director & Chief Architect (N)	John Gibbons (3)
<i>Civil Engineering and Water (H)</i>	<i>Alasdair Paton (3)</i>
Environmental Protection	Ed Reavley (5)
Water Policy	Ian Freeman (5)
HM Industrial Pollution Inspectorate	Ian Wright (5) (Chief)
<i>Agency</i>	
Historic Scotland (B)	Graeme Munro (Ch Exec)
<b>HOME AND HEALTH DEPARTMENT (S)</b>	
Secretary	Graham Hart (2)
<i>Police, Fire etc</i>	<i>David Essery (3)</i>
Police	Pete Russell (5)
HM Inspectorate of Constabulary	Colin Sampson (Chief)
Fire and Emergency Planning	Andrew Burnside (5)
HM Inspectorate of Fire Services	Alex Winton (Chief)
<i>Law and Criminal Justice</i>	<i>Edward Fraser (3)</i>
Legal profession and aid	Richard Scott (5)

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Criminal Justice and Licensing	Michael Lugton (5)
<i>Scottish Prison Service (C)</i>	<i>Eddie Frizzell</i>
<i>Health Policy and Public Health</i>	<i>David Belfall (3)</i>
Health Policy	Keith McIntosh (5)
Public Health	Jim Brown (5)
Chief Pharmacist	Graham Calder (5)
Chief Scientist	(Prof) Roy Weir
Chief Medical Officer	(Prof) Robert Kendall (2)
Chief Nursing Officer	(Mrs) Yvonne Moores
Chief Dental Officer	Norman Colquhoun

*Management Executive for National Health Service in Scotland*

Chief Executive	Don Cruickshank (3)
Director of Strategic Management	Gavin Anderson (4)
Planning and Services	Bill Moyes (5)
Patient Services	George Tucker (5)
Director of Administration	David Steel (5)
Director of Finance	Mike Collier (5)
Director of Information Services	Charles Knox (5)
Director of Manpower	Andrew Matheson (5)
Director of NHS Review Implementation	George Thomson (5)
Clinical Resources and Audit	Willie Farquhar (5)

**INDUSTRY DEPARTMENT**

Secretary (N)	Peter Mackay (2)
<i>Urban Policy, EC Funds, New Towns (N)</i>	<i>Ed Weeple (3)</i>
Urban Policy 1 (policy)	(Mrs) Agnes Robson (5)
Urban Policy 2 (local initiatives)	(Mrs) Nicky Munro (5)
European Funds	George Calder (5)
New Towns	David Reid (5)
Senior Economic Adviser (programmes)	Jeremy Peat (5)
<i>Enterprise, Energy, Highland (N)</i>	<i>Alastair Findlay (3)</i>

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Scottish Enterprise & Employment	John Elvidge (5)
Energy	Iain Gray (5)
Highland & Tourism	David Campbell (5)
Transport and Local Roads	John Martin (5)
<i>Industrial Expansion (A)</i>	<i>Hugh Morison (3)</i>
Investment Assistance	Jim Meldrum (5)
Industrial Policy and Technology	Alan Fraser (5)
Exports and Publicity	Ian McGhee (6)
Senior Economic Adviser (economy)	Andrew Goudie (5)
<i>Locate in Scotland (L)</i>	<i>Vacant (Director)(4)</i>

**Source:** adapted and updated to August 1991 from *The Civil Service Yearbook 1991* (London: HMSO)