Effectiveness and Renewal Group

for the Department of Justice and Equality

Fifth Report

1 April - 31 July 2019

Contents

Executive Summary

This is the Fifth Report of the Effectiveness and Renewal Group (ERG) for the Department of Justice and Equality (the Department). In accordance with our mandate, its primary purpose is to report on progress on the Transformation Programme for the Department in the second quarter of 2019.

However, as the final building blocks of the preparatory phase of the Department's Transformation Programme were put in place over June and July, we believe it is more meaningful and useful to report on both months jointly and have therefore extended this report to cover 1 April 2019 to 31 July 2019. This will also help our next report align with the implementation phase of the programme, which runs from August to October.

The period under review in this report, 1 April to 31 July 2019, represents the most pivotal, intense and challenging period of the Transformation Process to date. It is the period in which the detail of the new functional design has been carefully modelled and defined, business planning and process maps have been developed, new roles and titles have been defined and new assignments have been successfully communicated to all relevant staff. In addition, there has been extensive focus on cross-functional working (a key to the success of the transformation) and all of the remaining Functional Heads have been appointed. To support these initiatives, an extensive Communications Programme was developed and deployed for staff, Agencies and the civil service more broadly, and a new staff Learning & Development Programme introduced.

This was all achieved while the Department remained particularly active in undertaking its core ongoing work for the Minister, including ensuring that the Minister's legislative priorities were achieved. Between January and July 2019, thirteen pieces of Justice & Equality legislation were passed by the Houses of the Oireachtas and five new pieces of legislation were published (see Appendix C).

We are very pleased with progress and continue to be very impressed, not only by the commitment of the Department to the Transformation Programme but equally by the professionalism, clarity of thought and thoroughness of its work on it. We again commend the ongoing leadership of Secretary General Aidan O'Driscoll, and Deputy Secretaries Oonagh McPhillips and Oonagh Buckley in spearheading the transformation, and also the central contributions of Doncha O'Sullivan, Head of Corporate and Martina Colville, Transformation Programme Manager and each of their teams in making it happen.

The current period of August – October 2019 will see the progressive creation of the individual Functions based on the extensive preparatory work done to date. This remains on course to be complete by late September/early October at which stage the Department will have moved fully to a Functional Model. We encourage the Department during this period to retain focus on the development and implementation of Key Performance Indicators as well as the completion of the cultural change to the new model.

We are very conscious that the completion of the transformation may well coincide with material additional stresses on the Department, created for example by Brexit, but we are confident that the Department has demonstrated the depth of capability and resolve to surmount these obstacles successfully and to deploy the new model to meet these new challenges effectively.

We expect that our next report, for the period 1 August to 31 October, will be our final report as the structural transformation to a Functional Model in the Department will then be complete.

Progress 1 April – 31 July

Completion of the Detailed Design

Over the period the Department moved from the High Level Design of the new structure to completing the Detailed Design and much of the Process Mapping for the new Functional Model. The Department also completed the appointment of all of its Functional Heads so that now the entire senior team for the new structure is in place.

The detailed design of the Functions is outlined in Appendix A and the final structure is set out in Table A on the following page.

In summary, the creation of the detailed design of the Function entailed:

- Some 60 workshops involving over 100 representatives from Administrative Officers to Assistant Secretaries. These workshops were broken into two 4-week phases with each phase focusing on specific Functions (Phase 1 – Policy, Legislation, Governance, Transparency; Phase 2 – Operations & Service Delivery, Immigration Service Delivery and Corporate);

- The work identified the optimal design for each Function including team structures and processes, role structures and descriptions, and used end-to-end scenario testing and the RACI model (which defines who is Responsible in respect of a task, who is Accountable for it, who is to be Consulted and who is to be Informed) to test how teams and Functions will interact and work together;

- Approximately 70 process maps were developed to support the Functional Model and define cross functional co-operation, which will be a key to the success of the transformation;

- Eight Grade Profiles were developed at each general service grade, Clerical Officer to Assistant Secretary, which gives clarity to the typical key responsibilities, minimum qualifications and experience expected at the respective grade. Importantly, these were aligned to the Civil & Public Service Competency Framework so that each new role, even though novel within the system, can be identified within it;

- Some 180 Job Descriptions were also developed which contain more specific responsibilities, preferred skills and experience appropriate to the relevant job, function and grade;

- The overall design process enabled the Department to estimate of the number of roles required, at the various different levels, to enable the new organisation structure to

function effectively.   While the accuracy of the resourcing requirements can only be fully tested when all parts of the new structure are fully operational and the various new functions are dealing with all aspects of the business as envisaged in the design, the Department is satisfied that it can begin to operationalise the new model within its current staffing budget.

Table A

Department of Justice & Equality
Secretary General
Aidan O'Driscoll

Criminal Justice
Deputy Secretary
Oonagh McPhillips

- Operations & Service Delivery — Marion Walsh
- Governance — John O'Callaghan
- Legislation — Michael Flahive
- Policy — Ben Ryan

European Affairs — Jimmy Martin

Transparency — Derek Tierney

Corporate — Dorcha O'Sullivan

Civil Justice & Equality
Deputy Secretary
Oonagh Buckley

- Immigration Service Delivery — Michael Kirrane
- Operations & Service Delivery — Neil Ward
- Governance — Yvonne White
- Legislation — Martina Colville
- Policy — Carol Baxter

Creation of a European Affairs Function

In the process of its detailed design the Department identified a Function which, like Transparency, will operate across both pillars. This is the European Affairs Function which will act as a hub to own and co-ordinate all matters relating to Europe and the European Union across the Department. It will be headed by Assistant Secretary Jimmy Martin and will replace the current International Policy Division.

Although we did not identify European Affairs as a separate Function in our First Report, its addition appears to fit well with the Functional Model. We will examine this function further in our final report.

Immigration Service Delivery

In the new model the policy, legislative and governance elements of the Department's responsibilities with respect to immigration are assigned to their respective functional groups within the Civil Justice & Equality Pillar. This leaves a very large immigration service within the Department whose role it is to deliver immigration services to the public. This includes approximately 870 staff and is of a scale which would be likely to overwhelm the Operations and Service Delivery function of Civil Justice & Equality, which has a much broader mandate but is a fraction of the size.

To address this, the Department has decided to include Immigration Service Delivery as a fifth separate function in the Civil Justice & Equality pillar. In order to support this function fully, the Department is currently undertaking a detailed review of the Information Technology and organisational structures required to enable it become an efficient, customer focussed and modern service delivery platform.

We will report further on this additional function in our final report.

Appointment of remaining Function Heads

We reiterated in our Fourth Report the importance to the project of the appointment of the remaining four Function Heads and we are happy to report that this is now complete.

In June, Martina Colville was appointed as the Head of Legislation under the Civil Justice & Equality Pillar. For the interim she is also retaining her role as the lead of the transformation programme team.

In July, Derek Tierney was appointed the Head of Transparency which will span both the Civil Justice & Equality and the Criminal Justice Pillars, Yvonne White was appointed the Head of Governance under the Civil Justice & Equality Pillar, and Neil Ward was appointed the Head of Operations & Service Delivery under the Civil Justice & Equality Pillar.

Identifying new assignments and communicating them to staff

The successful assignments of staff to their new roles in the transformed structure is, of course, one of the most critical elements to the longer-term success of the project. This has now been completed in what we consider to be an extremely thoughtful, thorough and supportive manner. The process was led by the Department Board (Secretary General, Deputy Secretaries General and Head of Corporate Affairs) and signed-off by the Transformation Management Board.

To give a sense of the scale of this undertaking, approximately 400 staff, mainly located in the core Department, were highly affected by the scale of change (this included a combination of changes ranging from working in a new role with changes to responsibilities, working with new colleagues and new line manager, moving to a new desk and/or office location, to having new points of contact inside and outside of the Department).

In addition, a further 250 staff were moderately impacted (which may have included working in the same role with little change to day-to-day responsibilities but moving to a new desk and/or office location in the short to medium term, and having some new points of contact across the Department). The remaining 1,900 staff, primarily in Offices, Agencies and parts of INIS, were less impacted.

Outside of the appointment of the Function Heads, which was largely complete in June, the first step in the staff reassignments was to inform the Principal Officers, as part of the senior management structure. This took place in late June and reactions to these assignments were largely positive. This early communication to Principal Officers enabled them to begin to contribute more specifically to the establishment of their new Functions.

Following this, on Monday 22 July, all staff in the Department received notification of the changes in the Department and how it would affect them. The staff who were highly impacted by the change received a welcome pack which included an email from the Secretary General; an individual staff letter from Human Resources with details of their new Function and Team, Role Title, Line Manager, Location, and Start Date; a job description

detailing the responsibilities of the new role; and a welcome letter from the new Head of Function.

In addition, all staff in the Department were encouraged to access the tailored learning and development and orientation material which was made available through the Department's Transformation Hub. Ten eLearning modules were created to help staff understand their new role and function and how they fit into the overall structure of the Department. Organisation-wide orientation modules outline the Department's vision, strategy, values and new organisation structure; while function specific orientation modules, available for relevant staff, provide an understanding of the structure of their new Function; the roles and responsibilities of the teams within it; and the key processes and cross functional scenarios. Within the first three days, over 900 people had viewed the eLearning modules, which is emblematic of the level of engagement senior management has engendered in this project at all levels.

Staff were also provided with a Transformation FAQ document to address some of the queries they may have about the change and what it means for them, and to help alleviate some of the concerns they may have. A number of measures were also put in place to support staff in transitioning to their new roles including organisation-wide communications; invites to launch events; a full day of team training to meet the new Head of Function and new colleagues, including an overview of roles and responsibilities, and key changes; new team charters which will be based on the outputs of the team specific workshops; and on-the-job support from colleagues more experienced in the new responsibilities and systems.

We have been very impressed by the comprehensive and professional manner in which the Department has undertaken this work and would like to recognise in particular the enormous efforts of the Transformation Board and the Transformation Team supported by the Human Resources Function in successfully introducing these reassignments.

Implementing Successfully - Business Readiness

One of areas which the Department has commendably been focussed on is addressing the risks which will occur in the coming period when the transition from the old model to new is actually taking place. This is a particularly important consideration in a Department which is responsible for immigration, policing and prisons in addition to a very substantial weight of legislation.

As with any change of this fundamental depth in an organisation there can be no guarantee that it will be without teething problems in the early stages and that these could temporarily diminish the short term effectiveness of the Department in unpredictable ways. However, the benefits strongly outweigh these short term risks and the Department has shown itself immensely capable, not least over this last period of intense effort on the transformation process, of delivering its mandate despite the pressures on it.

Characteristically, the Department has put quite some thought into reducing this risk and ensuring that the transition is as seamless as possible and has established a Business Readiness Steering Group to focus on the issue. This meets on a weekly basis in order to:

- Establish functional ownership across relevant business areas and ensure all key work streams are co-ordinated and working together;

- Increase the focus on ensuring the successful implementation of the Transformation programme as the design phase winds down; and

- Create a greater focus on specific challenges that might arise, escalate key risks and issues, and identify mitigating actions.

As the lead in Business Readiness, this Group is chaired by the Head of Corporate and includes members of the key business areas of Human Resources, Information Technology, Finance and Facilities, all of which continue to plan for as effective a transition as possible.

Overall, we believe that the Department is taking the correct steps in planning for its transition and is prudently managing the inevitable short term risk around it.

Communications

We believe that the Department has done an effective job, within the time and resources available to it, of communicating its Transformation Programme to stakeholders and has done a particularly effective job of communicating to staff, the central constituency in a project of this nature. This is reflected in the high level of acceptance by staff in the Department of the role reassignments described earlier.

During the period under review, the following elements of the Communications Plan were implemented:

Staff Open Space Event

In April the Department held a major Open Space event in the Mansion House to inform and update staff on the Transformation Programme. We include some photographs of the event below to provide some context.

Approximately 360 staff attended the event which was designed to reach staff who may not have previously engaged with the transformation process. The format for the event had no set agenda or presentations with staff encouraged to set their own, and to explore a number of information stations over five sections at their own pace.

The five information stations provided staff with an overview on (a) why the Department is restructuring; (b) how the Department is restructuring; (c) key progress to date; (d) how the Department is moving towards the future; and (e) what happens beyond Day 1. We include the details of each information station in Appendix B.

Figure 1

Senior managers and transformation programme team members were also on hand around the room to help facilitate discussions and answer questions, and provided an opportunity for staff to engage directly on a one-to-one basis. In addition, all attendees on departure were given a Readiness Checklist with tips on how to start preparing for the Transformation.

Figure 2

Communication with INIS Immigration Staff

On 28 May, staff at the INIS Immigration Staff Forum were updated on the Transformation progress to date. Approximately 550 staff attended the event which was followed by a Questions & Answers session with the Head of Immigration Service Delivery and the Transformation Programme Manager.

Secretaries General and Heads of Corporate Affairs Information Event

On 31 May, the Civil Service Management Board (CSMB) held a special meeting in the Department of Justice & Equality which was devoted exclusively to the Transformation Programme. This was a unique event both in its location and its focus on a single issue. At the meeting, the Board, which comprises the Secretaries General of all Government Departments along with senior officials working on civil service reform and renewal, received a detailed briefing from the Department Secretary General and two Deputy Secretaries on the transformation vision and journey to date.

There was a very full attendance on the day and a high level of engagement as Secretaries Generals from other Departments engaged on both the logic underlying the original ERG proposals and the practical experience with the preparatory and design stages to date. The CSMB agreed to revisit the issue towards the end of the year following the implementation phase.

Earlier in the same week, the Department's Assistant Secretary for Corporate Affairs presented an update on the transformation programme within the broader context of Civil Service Renewal to the Corporate Services Assistant Secretaries network.

Communications with Agencies

Due to the speed and complexity of the design of the Transformation Programme there was not an opportunity to involve the Departments' Agencies in a formal consultation process. However, the Department has stated that it will remain very open to the views, experiences and needs of its Agencies as it fine tunes its Functional Model over the medium to longer term. We welcome this and observe that one of the core benefits of the new Functional Model in the Department will be to provide a more comprehensive and accountable service to Agencies.

Despite the time limitations, Department has nonetheless remained conscious of its Agencies as core stakeholders throughout the process. In particular:

- As previously reported, the Department hosted an initial information session with the Agencies in Farmleigh on 19 July 2018 and brought them through the reasons and outline structure for the transformation process based on our First Report, including an outline of how the structure was designed to interact more effectively with them. Our First Report was materially informed by our interviews with, and other data-collection from, the Department's primary Agencies and services;

- On 15 March 2019, a meeting was held with the Agencies to provide an update on the Transformation Programme and initial timelines, as well as to seek input in relation to the Agencies expectations of the new model and what they would like to see addressed in its design.

- The March meeting was complemented with a far more detailed follow-up briefing for Agencies on 26 July 2019. This updated the Agencies and brought them through the detailed design of the new model as well as the timelines for implementation. Agencies were also provided with their new points of contact in the Department by relevant Function.

Naturally, there will be a lot of uncertainty and perhaps apprehension among Agencies as they adapt to an entirely new model of interaction, not only on Governance, but more generally. But equally we believe that there is optimism in Agencies for the potential of the model to address some of the limitations they experienced in the past with the Department's Traditional Model.

We encourage the Agencies to work with the Department as the transition to the new model occurs and to give it a little time to settle down. We are more confident than ever of its potential to transform in a very real way the relationship between the Department and its Agencies.

<u>Ongoing Communications Plan with Staff</u>
The Communications Plan remains very active with its central focus remaining on staff, as it should be.

In the period before and on the announcement of staff reassignments on 22 July 2019, communications included: an update to all staff with an overview of the final design and key timelines; a 'Transformation is Coming' email/video from the Secretary General; messaging materials for the Department Board and new Heads of Functions; updates to the Transformation Portal including a calendar of upcoming events; new floor plans; and Human Resources/Transformation Team 'Drop In Clinics' to answer questions around workforce transition approach and mobility.

Post 22 July 2019 staff communications have been designed to include: Head of Pillar 'What to Expect' videos; Transformation Portal updates including countdowns for each Function move (e.g. 2 weeks to go to Function establishment, '*Have you thought about?*' topics); welcome emails from the new Heads of Functions prior to each Function establishment; and a Training calendar.

Learning & Development

As so much of the new model will be novel for the Department, a successful Learning & Development programme will of necessity be at the heart of its success. The Department has made substantial strides in this respect since our last Report.

The Learning and Development programme has evolved based on the needs and requirements of the new model as they emerged from the detailed design. This was partially enabled by a number of primer sessions offered for the Senior Leadership Team to help staff think and work differently. These primer sessions included Building Resilience, Collaborative Working in Complex Systems, Inclusive Leadership, and Policy Development.

Some of these sessions are being provided by well-established and respected institutes such as the Tavistock Institute and the UK Institute for Government.

- Collaborative Working in Complex Systems facilitated by the Tavistock Institute. The day-long interactive session was attended by 55 members of the Senior Management Team with the aim of helping teams better understand the benefits and challenges of working collaboratively.

- Building Resilience facilitated by Ernst & Young to increase awareness of resilience and how it relates to leading change; provide individual and team insight on factors affecting resilience on the leadership team; and increase clarity on how to address resilience as part of the transformation programme.

- Inclusive Leadership facilitated by Ernst & Young for the Senior Management Team to discuss leadership styles and behaviours and how they can be adapted to lead more inclusively.

- Policy Development facilitated by the UK Institute for Government on what makes the difference between winning and losing when developing policy. Working in small groups, the attendees applied the insight to some of the Department's current policy challenges.

- Policy Evaluation will be facilitated in September by the Tavistock Institute to introduce people to evaluation principles and methodologies, emphasising the importance of the process of evaluation at the earliest point of policy development and the tools and techniques to effectively evaluate during and post implementation.

Training to prepare the wider Department and the new Function Teams is currently taking place

- Organisation wide orientation (eLearning) issued to all staff on 22 July with participants receiving: a reminder of the Department's Strategy, Mission and Values; an understanding of the transformation journey, what is changing and what this means; an overview of the new Functional Model and new organisation structure; an introduction to new ways of working; and a summary of the Departments Stakeholders.

- Functional Orientation (eLearning) issued to relevant staff (in accordance with their allocation to a new Function) on 22 July with participants receiving an understanding of the structure of their new Function, and the roles and responsibilities of the teams within it; an explanation of the key processes and cross functional scenarios, relevant to their Function; and Function specific examples associated with the new ways of working.

- Team workshops (1 day) are taking place on a group by group basis from late July to early September to enable staff to build relationships with their new colleagues and

Manager; understand the role and purpose of their new team, key processes and scenarios; review the ways of working critical to the success of the model; develop a draft stakeholder engagement plan for the team; develop and agree short term objectives for the team; and outputs collated in new team charter.

- <u>Team Charter (Booklets)</u> will be developed after the team specific workshops have taken place.

We encourage the Department to continue to actively evaluate and resource the Learning & Development requirements of all staff as the transition to the Functional Model is implemented and on a permanent basis thereafter. Doing this effectively and consistently will be a key indicator of long term success.

We welcome the fact that the Transition Management Team will remain in place on an open-ended basis post transition in recognition that initial transition is just a platform from which the Department will continually need to evolve. This team will have a central responsibility in the area of ongoing Learning & Development.

Ongoing Areas for Focus

The Department has made exceptional progress on its Transformation Programme over the period under review. However, there are a number of areas to which we believe it needs to pay further attention over the coming period in order to realise the full benefit of the new model. These are themes which we have continued to emphasise.

Cultural Transition

A new structure and operating model will work only to the extent that the behaviours of everyone in the Department adjust and update to match the philosophy of that model. Organisational culture is often described as the "*the way we do things around here*", it is the values, behaviours and attitudes of its people, it's the leadership style, and it's the views, opinions and perhaps most importantly the actions of key stakeholders.

Culture is driven by leadership, how leaders behave, what they say and what they value and in reality, culture is much more a matter of doing than of saying. In undertaking such a significant transformative organisational change the Department is, above anything, declaring that its culture is changing.

We believe that this change is strongly underway. We have been impressed by the clarity of leadership, supported by action, which has been given from the top of the Department throughout the Transformation Programme. Equally we have been impressed by the nearly uniform level of genuine commitment there has been to the Transformation Programme and its objectives throughout the senior levels of management, even among those who may not believe that it is the optimal solution or those who may have preferred different assignments.

This is the basis of a renewed, resilient and vibrant culture which can sustain the Department in the new model over an extended period of time. As we recommended previously, the Department has prioritised its focus on a number of cultural objectives specifically to align with and energise the new model. These are as follows:

(i)   being collaborative in cross-functional work;
(ii)   working transparently and with integrity;
(iii)   being future-focused; and
(iv)   having consideration for the customer and stakeholder perspective.

These are well-chosen cultural supports for the Functional Model. We have been very pleased to see elements of all of them emerging and being lived at senior management level as the Transformation Programme has progressed, with a renewed transparency in the Department at the leading edge.

We very strongly encourage all leaders in the Department to focus on embedding these cultural behaviours throughout the Department, more through action and leadership than through words, as the transition is being implemented. This is a singular opportunity to adopt and demonstrate cultural change as the Department adopts structural change.

We recognise that there is so much change happening in this transformation that it is easy for people to take refuge in older practices and approaches. That is why we strongly emphasise, particularly for the layers of senior management, the importance of living and actively demonstrating these identified cultural behaviours during this coming period.

We encourage the Department to build a specific programme over a number of months which will concentrate on these behaviours. This will help maintain focus, drive interesting and relevant discussions and thus keep the key behaviours front of mind and in doing so embed the culture change.

We note that the Department is actively working on its cultural transition in the current period and will report further on its progress in our final report.

Further Developing the Department's New Operating and Accountability Models

Over the period under review an enormous amount of work and attention in this project has, rightly, been focussed on finalising the detailed design of the Department's new functional structure and on the assignment of staff to their new roles. This has been done very successfully and is now being implemented.

In tandem with implementation of the new structure, we believe that the Department over the coming period must focus on further developing its Operating and Accountability Models in order to realise the advantages which the clarity of the new structure brings. Most of this can only be done now, once the detailed structural design is complete and undoubtedly will evolve strongly in the Department over the coming years.

However, a strong and defined starting point in these areas as the Functional Model is introduced is essential. These include:

- clearly stated goals and Key Performance Indicators (KPIs) for the Department and each Function which are sufficient for and recognisable to the other Functions of the Department, the Agencies and the political system which the Department and its Functions serve, and which incorporate benchmarking and self-improvement at their core. Together each Function's goals should deliver the strategic and operational goals for the overall Department and those Departmental goals will in turn need to be developed and made clear;

- an approach to governance of non-agency operational services;

- the creation and maintenance of a risk register;

- the design of performance reviews;

- budget development and adherence processes; and

- technology development programs which will make effective and efficient the specific Functions and their coordination.

These are each in different stages of development at present and we will return to review them in our next report.

Perhaps the most immediately important and yet the most challenging is the development of the KPI's for the Department and its Functions. These are essential to provide a measurable clarity of objective in every Function, to ensure alignment of purpose across the Department, and to ensure there can be accountability. This is a theme we have been emphasising for some time and know that the Department is actively focussed on it.

We note that the Department is actively working on its developing measurable KPI's in the current period and will report further on its progress in our final report.

Governance and Decision-Making Structures

The period under review has been an interim period for the Department from a governance perspective, with the Traditional Model still in place but with governance roles designed and assigned for the new model. The Department has done admirably during this period to continue to run its day-to-day business as effectively as it has, despite the potential for confusion and crossed-wires that such a period brings.

One of the initiatives the Department took during this time was to reinstate a new form of Management Board, comprising the Secretary General, the two Deputy Secretaries General as Pillar Heads, all of the new Function Heads and the Head of Corporate. The Management Board currently meets every two weeks and each of the Pillar Executive Boards meet separately on the alternate weeks.

Although the Department Board as outlined in our First Report (comprising the Secretary General, the two Deputy Secretaries General and the Head of Corporate) has been operating very effectively and cohesively on an informal basis, much of its function to date has been subsumed by the new Management Board.

The Management Board has been a very useful and necessary part of the current transition period. In particular, it provided important lines of sight across the Department and allowed the entire senior management of the Department to come together to decide on issues such as aligned design and resource allocation, which would have been nearly impossible in this phase had the Department Board and Executive Board structure as recommended in our first Report alone been used.

The new Management Board does not encroach on the work of the Executive Boards, which are now well-established and fully functional. It focusses only on corporate strategy for the Department as a whole and therefore operates in a complementary manner to the other

governance structures and has the advantage of bringing all senior management across the Department together.

We believe it is essential that the Department maintain and reinforce this clarity of roles and of who is responsible for which decisions. Clarity of delegation of decision-making is fundamental to the operation of the new model. Once the current period of transformation is complete and the Functional Model fully established, we encourage the Department to examine whether the Management Board needs to meet every two weeks, or whether it should meet less regularly. We believe it should be the latter and that it should be clear to everyone that it is the Department Board and Executive Boards which manage the Department on a day-to-day basis.

One further area of fine-tuning the Department may wish to consider is the role of the Secretary General in respect of the Executive Boards of the two Pillars. Ultimately the Secretary General has responsibility for the Department as a whole and the Department may wish to emphasise that role more in the final structure than was presented in our First Report.

Accommodation

One area in which the Department continues to struggle is in respect of its accommodation, which is still across eight separate locations. This poses a material risk to the effectiveness of the new model which relies strongly not just on Functions but on cross-functional working. The silos, which multiple separate locations encourage, is the very opposite of what the Department is, uniquely, trying to achieve in this transformation process.

Although Ely Place has been made available to the Department as a helpful temporary accommodation solution, it was not available until the end of August. This meant that on its establishment on 12 August, the Transparency Function was housed temporarily in serviced offices on Harcourt Street before further relocation back to Ely Place. This has been unavoidable but further complicates an already complex transition, both operationally and from a personnel perspective.

We strongly welcome however the decision by the Office of Public Works to make 52 St. Stephen's Green fully available to the Department in early 2020. This will enable the core of the Department to relocate together which, as we have stated consistently, we consider is a critical element of the Department's transformation. We strongly encourage that everything be done to enable 52 St. Stephen's Green to be transferred to the Department as early as possible in the New Year.

Timeline

Although there have, inevitably, been some short delays in aspects of the programme we are very pleased to report that the overall timeline for completion of the structural implementation of the Functional Model is on course and will be completed by the beginning of October.

In August and September the focus is on implementation and is scheduled as follows:

12 August: Transparency

26 August: Civil Justice & Equality

9 September: Criminal Justice

23 September: Immigration Service Delivery, and Corporate Affairs

We look forward to reporting on the implementation of the Department's Transformation Programme in our Sixth Report.

Appendix A - Detailed Design Outputs

Criminal Policy
Function Structure

Function Purpose

The Policy function is the think tank of the Department. It will operate as a thought leader, developing long term, evidence-based policy through research and analysis of information and data from multiple sources. It will take a proactive and strategic view of Justice and Equality Policy formulation and review, and enable the Department to provide 'best-in-class' advice to the Minister and Government in the long-term interest of all citizens.

Structure

Criminal Justice

Policy

Project Collaboration, Tracking & Administration

Strategic Policy & Planning

Subject Matter Resource & Applied Policy

Research & Evaluation

Strategic Policy & Planning

Penal and Policing Policy

Community Safety Policy

Economic, Transnational & Organised Crime Policy

Cyber Security Policy

The Research & Evaluation team will manage research and evaluation activities for the Policy function, and will be responsible for taking a forward looking, data based approach to policy research, assessment and evaluation.

The purpose of the Strategic Policy & Planning team is to establish the Department's policy agenda, advise on policy priorities and oversee the policy lifecycle.

The purpose of the Subject Matter Resource and Applied Policy team is to lead the development of policy on specific policy themes. The team will draft, consult on and manage the approval of EU/International and applied policies. Subject Matter Resource within this team will work collaboratively across the Policy function and across the Department, providing SMR knowledge on specific policies and represent the Department externally and at EU/International level.

Civil Policy

Function Structure

Function Purpose

The Policy function is the think tank of the Department. It will operate as a thought leader, developing long term, evidence-based policy through research and analysis of information and data from multiple sources. It will take a proactive and strategic view of Justice and Equality Policy formulation and review, and enable the Department to provide 'best-in-class' advice to the Minister and Government in the long-term interest of all citizens.

Structure

Civil Justice and Equality

Policy

Project Collaboration, Tracking & Administration

Strategic Policy & Planning

Subject Matter Resource & Applied Policy

Research & Evaluation

Strategic Policy & Planning

Migration

Inclusion, Equality & Gender Equality

Access to Justice, Regulation & Reform

The Research & Evaluation team will manage research and evaluation activities for the Policy function, and will be responsible for taking a forward looking, data based approach to policy research, assessment and evaluation.

The purpose of the Strategic Policy & Planning team is to establish the Department's policy agenda, advise on policy priorities and oversee the policy lifecycle.

The purpose of the Subject Matter Resource teams is to work collaboratively across the Policy function and across the Department, providing expert knowledge on specific policies and representing the Department externally and at EU/International level.

Criminal Legislation
Function Structure

Function Purpose

The legislation function is the law maker for the Department, responsible for drafting both primary and secondary legislation and creating and moving Bills through the Attorney General's Office and the Oireachtas. Through consultation with relevant stakeholders, the legislation function will deal with both Irish law and the transposition of EU and International law. It will advise and work closely with other functions to ensure that relevant implications are considered at all stages of the legislative process

Structure

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                          Criminal Justice
                                |
                           Legislation
                    _____|_____
                   |                         |
   Legal Research & Management Support   Legislation Teams
           _____|_____
          |                         |
    Legal Research      Legal Administration &
                        Management Support
```

Carry out proactive and reactive legal research and coordinate knowledge sharing within the function. Provide specialist legal administrative support and facilitate collaboration with other functions.

Utilise subject matter expertise to develop General Schemes of Bill, Statutory Instruments, conduct or contribute to the negotiations of EU Legislation and progress Bills through the parliamentary process

Civil Legislation
Function Structure

Function Purpose

The legislation function is the law maker for the Department, responsible for drafting both primary and secondary legislation and creating and moving Bills through the Attorney General's Office and the Oireachtas. Through consultation with relevant stakeholders, the legislation function will deal with both Irish law and the transposition of EU and International law. It will advise and work closely with other functions to ensure that relevant implications are considered at all stages of the legislative process

Structure

Civil Justice and Equality

Legislation

Legal Research & Management Support

- Legal Research
- Legal Administration & Management Support

Carry out proactive and reactive legal research and coordinate knowledge sharing within the function. Provide specialist legal administrative support and facilitate collaboration with other functions.

Legislation Teams

- Regulation and Reform
- Access to Justice
- Migration Inclusion & Equality

Utilise subject matter expertise to develop General Schemes of Bill, Statutory Instruments, conduct or contribute to the negotiations of EU Legislation and progress Bills through the parliamentary process.

Criminal Governance

Function Structure

Function Purpose

The Governance function is the oversight function for the Criminal Justice Bodies under the aegis of the department. Working collaboratively, the function will ensure that Bodies have a clear strategy, meet agreed standards of performance, transparency and governance, and manage their resources appropriately. The Governance function will support independent Bodies to perform effectively and adopt a consistent approach based on recognised standards, which can be tailored to each Body as appropriate to ensure clarity, fairness and accountability.

Structure

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                            Criminal Justice
                                  │
                              Governance
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Governance Standards	Performance & Compliance Management	Financial & Capital Resources	Human Resources & Appointments	Commission on the Future of Policing in Ireland

	Performance & Compliance - Policing	Performance & Compliance - Prison Services	Performance & Compliance - Criminal Justice

Governance Standards	Performance & Compliance Management	Financial & Capital Resources	Human Resources & Appointments	Commission on the Future of Policing in Ireland
The Governance Standards team will develop and promote consistency of approach to governance of Bodies and will put in place effective governance arrangements.	The Performance & Compliance teams will enable effective individual Body performance, support Bodies on how to achieve compliance with required standards and manage the relationship on an ongoing basis. These teams will service the 'Policing' Bodies, 'Prison Services' bodies and the remaining bodies classified under the 'Criminal Justice' pillar's remit respectively.	The Financial & Capital resources team will oversee financial (current and capital), infrastructure, procurement and IT resource management of Bodies, as well as overseeing statutory approvals for these resources.	The Human Resources & Appointments team will oversee human resources, statutory approvals appointments on behalf of Bodies under their remit.	The CoFPI team will be responsible for the implementation of the recommendations contained in the CoFPI Report, in cooperation with stakeholders from across the public service and, in particular, An Garda Síochána.

Civil Governance
Function Structure

Function Purpose

The Governance function is the oversight function for the Civil Justice and Equality Bodies under the aegis of the department. Working collaboratively, the function will ensure that Bodies have a clear strategy, meet agreed standards of performance, transparency and governance, and manage their resources appropriately. The Governance function will support independent Bodies to perform effectively and adopt a consistent approach based on recognised standards, which can be tailored to each Body as appropriate to ensure clarity, fairness and accountability.

Structure

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                        │ Civil Justice and Equality│
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                          │    Governance    │
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                                    │
          ┌─────────────────────────┴─────────────────────────┐
   ┌──────────────┐                                    ┌──────────────┐
   │  Governance  │                                    │ Performance  │
   └──────────────┘                                    └──────────────┘
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Compliance Management	Governance Standards, Resources & Enabling Services	Access to Justice	Civil Justice & Equality
The Compliance Management team will support Bodies on how to achieve compliance with required standards.	The Governance Standards, Resources & Enabling Services team will put in place effective governance arrangements and enable Bodies to run their operations effectively.	The Performance teams will enable effective individual Body performance and manage the relationship on an ongoing basis. These teams will service the 'Access to Justice' Bodies and the remaining bodies classified under the 'Civil Justice & Equality' pillar's remit respectively.	
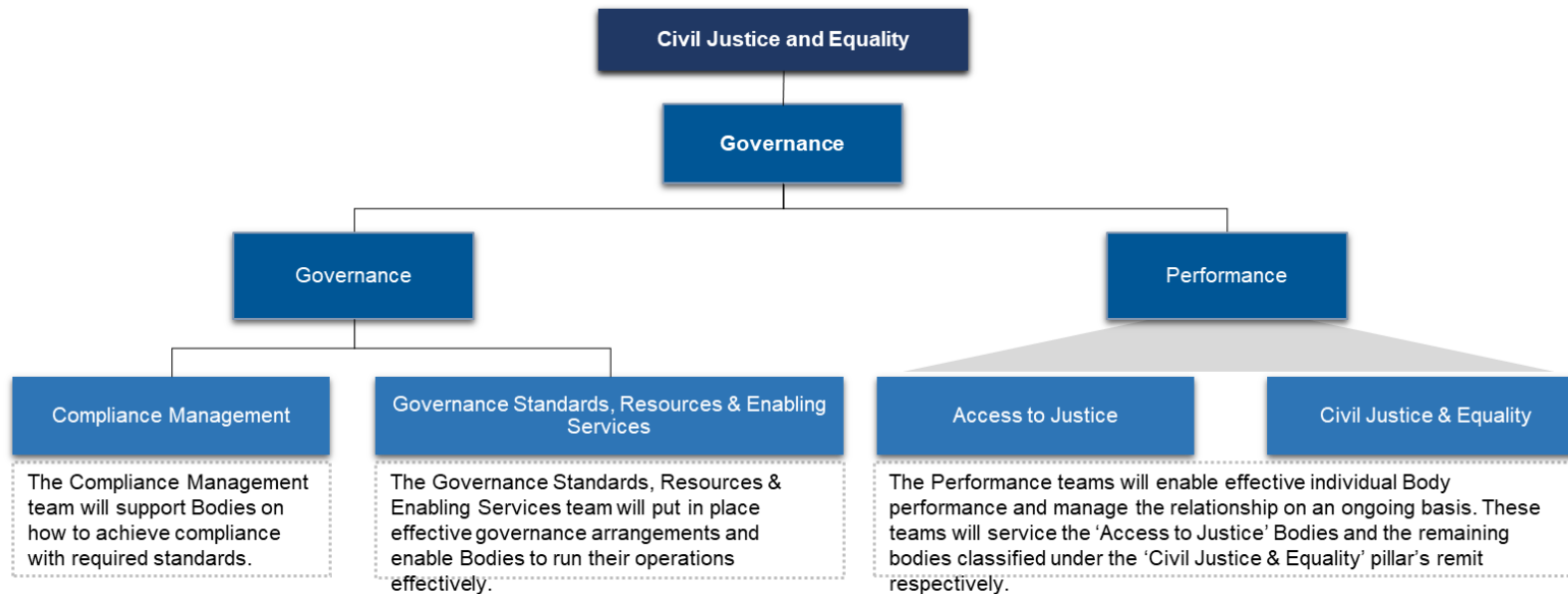
Transparency

Function Structure

Function Purpose

The Transparency function is responsible for sourcing, assessing and communicating all information required by the Minister, as well as ensuring consistent standards of internal and external communications. The function will integrate information, analysis and communications from across the Department to create coherent narratives on Justice & Equality themes. It will proactively determine where there is a need for information to be communicated or published, as well as responding in an agile way to incoming requests. The function will use a variety of channels, leveraging technology and real-time information, to ensure the Minister upholds their commitment of democratic accountability to citizens, the Oireachtas, the media and other stakeholders.

Structure

Transparency

- **Knowledge and Standards**

- **Content and Events**
  - **Corporate Content, Events and Coordination**
    - **Coordination**

      The Coordination team are responsible for coordinating, monitoring and tracking all content requests, developing briefs and receiving and organising information required to build up the Transparency information databases.
    - **Events Management**

      The Events Management team are responsible for coordinating and delivering events on behalf of Transparency and the Department.
      This team will be lead by experienced Events Managers who will coordinate and oversee delivery of events, supplemented by resources from across the wider Civil Justice and Equality and Criminal Justice Content and Events team, who will provide support and input.
    - **Corporate Content and Events**

      The Content and Events team are responsible for developing factual, quality and timely content related to the work of the Corporate Pillar and topics which span the work of the Department. They will provide support and input into delivery of events.
  - **Civil Justice and Equality Content and Events**

    The Content and Events team are responsible for developing factual, quality and timely content related to the work of the Civil Justice and Equality Pillar and for providing support and input into delivery of events.
  - **Criminal Justice Content and Events**

    The Content and Events team are responsible for developing factual, quality and timely content related to the work of the Criminal Justice Pillar and for providing support and input into delivery of events.

- **Communication and Engagement**
  - **Media Relations**

    The Media Relations team are responsible for building and maintaining genuine, trusted relationships with journalists, to keep the public informed and up to date with Department current affairs. This team will place emphasis on structured, proactive communications, working with the media to deliver the work of the Department in a way that is designed with the audience's needs in mind.
  - **Communications**

    The Communications team are responsible for ensuring the Department communicates, engages and listens, not broadcasts, with its employees and stakeholders. This team manages internal and external communication and engagement initiatives designed with their audience's needs in mind.
  - **Digital Creative**

    The Digital Creative team are responsible for managing the Department's social media accounts and will lead all multimedia activities required by the Department, such as photography, video, animation, graphic design.

Civil Operations & Service Delivery

Function Structure

Function Purpose

Operations and Service Delivery is a core function within the Department which delivers frontline services for the Department, as well as enabling all other functions to operate effectively within a fast-paced and changing world. The Operations teams will be responsible for all planning, risk management, project & change management across the pillar. The Operations teams will also focus on continuous improvement within the Department by setting and tracking key performance indicators and goals, as well as outside the Department by ensuring all customers experience consistent customer service. The Service Delivery teams will manage the delivery of efficient, robust and customer-centric frontline services for the Department, consulting with relevant stakeholders, and identifying opportunities for continuous improvement.

Structure

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                    Civil Justice and Equality
                              |
                  Operations & Service Delivery
                              |
    ┌─────────────────┬───────────────┬──────────────────┐
Portfolio Management  Customer      Civil Justice &     Integration
& Business Change     Insights &    Equality Service    Service
                      Service       Delivery and Funds  Delivery
                      Design        Administration
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Portfolio Management & Business Operations	Programme & Project Management	Business Change	Customer Insights	Service Design	Civil Justice & Equality Service Delivery	Funds Administration	
Coordinate pillar business plans & risk management registers. Plan & prioritise the Operations project portfolio. Provide Project Management Office support for projects	Deliver Operations pillar projects and programmes to time, scope, cost and safety.	Develop the Change Management Framework. Lead & deliver change initiatives, business process improvement & business readiness activity	Develop customer insight methodology for the Department. Analyse customer trends, experiences and user behaviour for the pillar Own and manage customer mapping database	Design, build and test service offerings to improve customer/user experience for services provided by the Department. Own service design process lifecycle (design, development and testing of service) for the Department	Management of the delivery of efficient, robust and customer-centric frontline services for: Central Authorities for International Child Abduction and Recovery of Maintenance from Abroad European Account Preservation Orders Magdalene Laundries Scheme Coroners (Exhumations) Certificate of Personal Fitness – Betting Act	Administration of funding schemes for the Department across all areas	Management of the delivery of efficient, robust and customer-centric frontline services for specific areas of work related to Integration including: Missions Resettlement and Relocation programmes Community Sponsorship Programme Partnership management e.g. Local Authorities and Resettlement Interagency Working Groups

Criminal Operations & Service Delivery

Function Structure

Function Purpose

Operations and Service Delivery is a core function within the Department which delivers frontline services for the Department, as well as enabling all other functions to operate effectively within a fast-paced and changing world. The Operations teams will be responsible for all planning, risk management, project & change management across the pillar. The Operations teams will also focus on continuous improvement within the Department by setting and tracking key performance indicators and goals, as well as outside the Department by ensuring all customers experience consistent customer service. The Service Delivery teams will manage the delivery of efficient, robust and customer-centric frontline services for the Department, consulting with relevant stakeholders, and identifying opportunities for continuous improvement.

Structure

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                          Criminal Justice
                                |
                   Operations & Service Delivery
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Operations and Criminal Legal Aid

Criminal Justice Compensation Schemes, Licensing and Inspections (CSLI)

Criminal Injuries Compensation Tribunal

Criminal Justice Cooperation and Prisoner/CMH Reviews

Parole Board

Mental Health Review Board

Operations

Coordinate all business planning, risk management, project & change management across the pillar

Criminal Legal Aid

Management and oversight of Criminal Legal Aid

Management of the delivery of efficient, robust and customer-centric frontline services for Criminal Justice Compensation Schemes, Licensing and Inspections (CSLI)

Management of the delivery of efficient, robust and customer-centric frontline services for Criminal Justice Cooperation and Prisoner/CMH Reviews

Portfolio Management & Business Operations

Coordinate pillar business plans & risk management registers. Plan & prioritise the Operations project portfolio. Provide Project Management Office support for projects.

Programme & Project Management

Deliver Department projects and programmes to time, scope, cost and safety.

Business Change

Develop the Change Management Framework. Lead & deliver change initiatives, business process improvement & business readiness activity

Customer Insights

Develop customer insight methodology. Analyse customer trends, experiences and user behaviour. Own and manage customer mapping database

Anti Money-Laundering Compliance

Firearms & Explosives and Criminal Justice Compensation Schemes

Mutual Assistance & Extradition

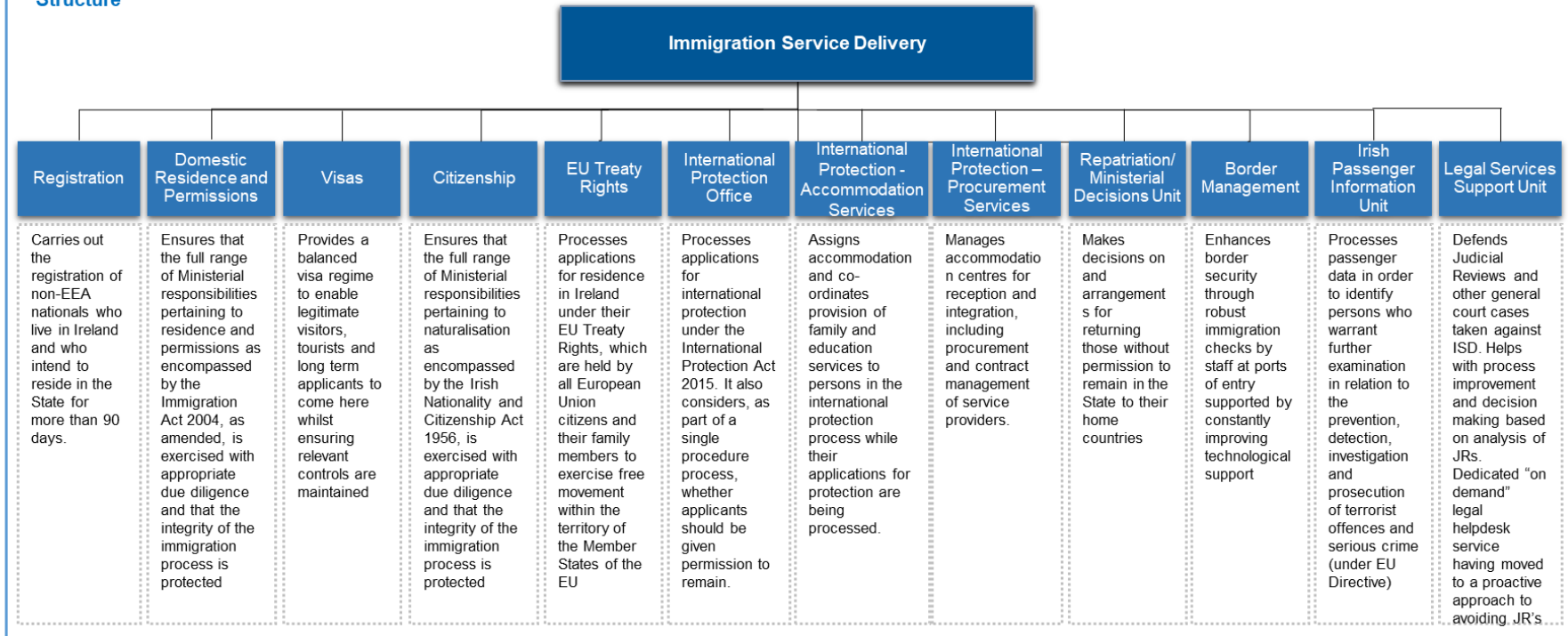**Temporary Release of Prisoners, CMH & Peace Commissioners**

Immigration Service Delivery

Function Structure

Function Purpose

The purpose of the Immigration Service Delivery function is to manage the delivery of efficient, robust and customer-centric frontline immigration services for the Department and the State, whilst maintaining an ongoing focus on the identification of opportunities for continuous improvement of immigration services to customers. The function will enable staff to focus on enhancing outputs and outcomes for customers, while ongoing collaboration with other functions will ensure that service design and customer experience improvements will be at the heart of immigration services.

Structure

Immigration Service Delivery

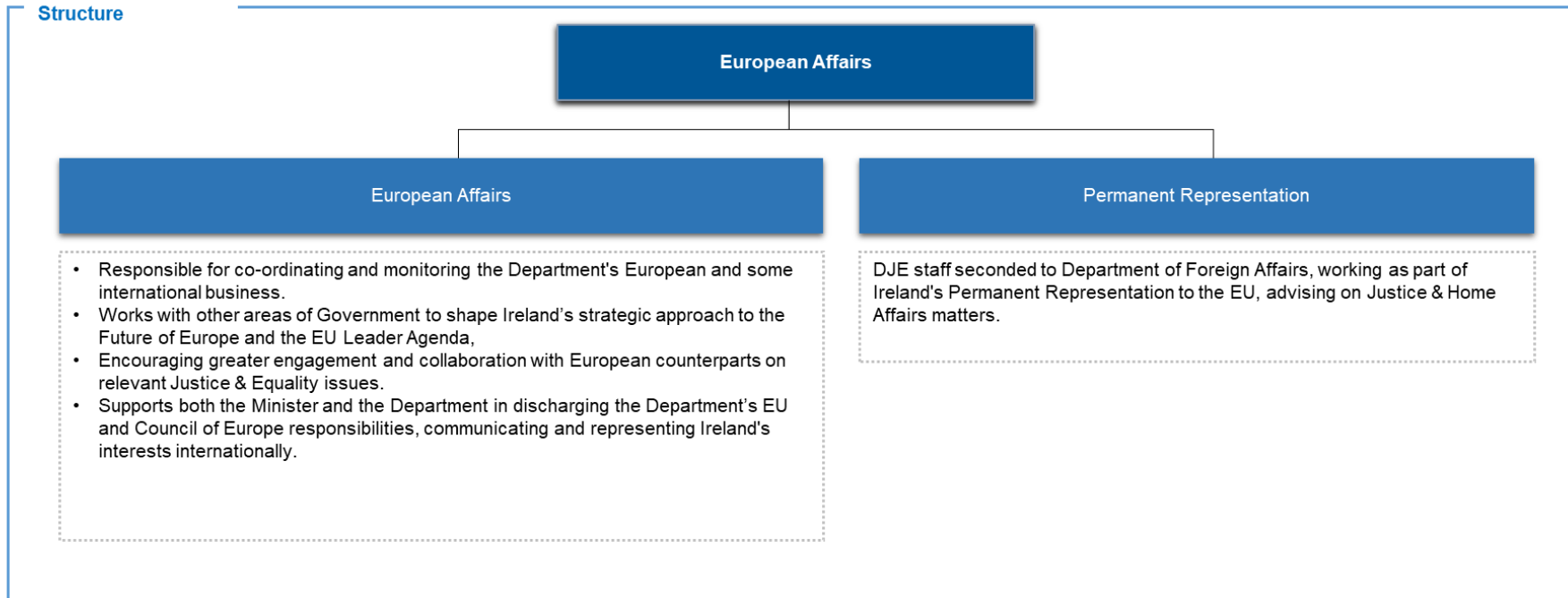| Registration	Domestic Residence and Permissions	Visas	Citizenship	EU Treaty Rights	International Protection Office	International Protection - Accommodation Services	International Protection – Procurement Services	Repatriation/ Ministerial Decisions Unit	Border Management	Irish Passenger Information Unit	Legal Services Support Unit
Carries out the registration of non-EEA nationals who live in Ireland and who intend to reside in the State for more than 90 days.	Ensures that the full range of Ministerial responsibilities pertaining to residence and permissions as encompassed by the Immigration Act 2004, as amended, is exercised with appropriate due diligence and that the integrity of the immigration process is protected	Provides a balanced visa regime to enable legitimate visitors, tourists and long term applicants to come here whilst ensuring relevant controls are maintained	Ensures that the full range of Ministerial responsibilities pertaining to naturalisation as encompassed by the Irish Nationality and Citizenship Act 1956, is exercised with appropriate due diligence and that the integrity of the immigration process is protected	Processes applications for residence in Ireland under their EU Treaty Rights, which are held by all European Union citizens and their family members to exercise free movement within the territory of the Member States of the EU	Processes applications for international protection under the International Protection Act 2015. It also considers, as part of a single procedure process, whether applicants should be given permission to remain.	Assigns accommodation and co-ordinates provision of family and education services to persons in the international protection process while their applications for protection are being processed.	Manages accommodation centres for reception and integration, including procurement and contract management of service providers.	Makes decisions on and arrangements for returning those without permission to remain in the State to their home countries	Enhances border security through robust immigration checks by staff at ports of entry supported by constantly improving technological support	Processes passenger data in order to identify persons who warrant further examination in relation to the prevention, detection, investigation and prosecution of terrorist offences and serious crime (under EU Directive)	Defends Judicial Reviews and other general court cases taken against ISD. Helps with process improvement and decision making based on analysis of JRs. Dedicated "on demand" legal helpdesk service having moved to a proactive approach to avoiding JR's

European Affairs

Function Structure

Function Purpose

European Affairs are responsible for co-ordinating and monitoring the Department's European and some international business, particularly cross-cutting issues which may involve a number of functions and departments. In addition, the function works with other areas of Government to shape Ireland's strategic approach to the Future of Europe and the EU Leader Agenda, and plays an active role in encouraging greater engagement and collaboration with European counterparts on relevant Justice & Equality issues. While the team are based in Dublin, they work closely with staff in Brussels and Strasbourg seconded to Ireland's Permanent Representation to the EU. The function also supports both the Minister and the Department in discharging the Department's EU and Council of Europe responsibilities and in communicating and representing Ireland's interests internationally.

Structure

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        │  European Affairs  │          │ Permanent Representation│
        └────────────────────┘          └────────────────────────┘
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European Affairs
- Responsible for co-ordinating and monitoring the Department's European and some international business.
- Works with other areas of Government to shape Ireland's strategic approach to the Future of Europe and the EU Leader Agenda,
- Encouraging greater engagement and collaboration with European counterparts on relevant Justice & Equality issues.
- Supports both the Minister and the Department in discharging the Department's EU and Council of Europe responsibilities, communicating and representing Ireland's interests internationally.

Permanent Representation
DJE staff seconded to Department of Foreign Affairs, working as part of Ireland's Permanent Representation to the EU, advising on Justice & Home Affairs matters.
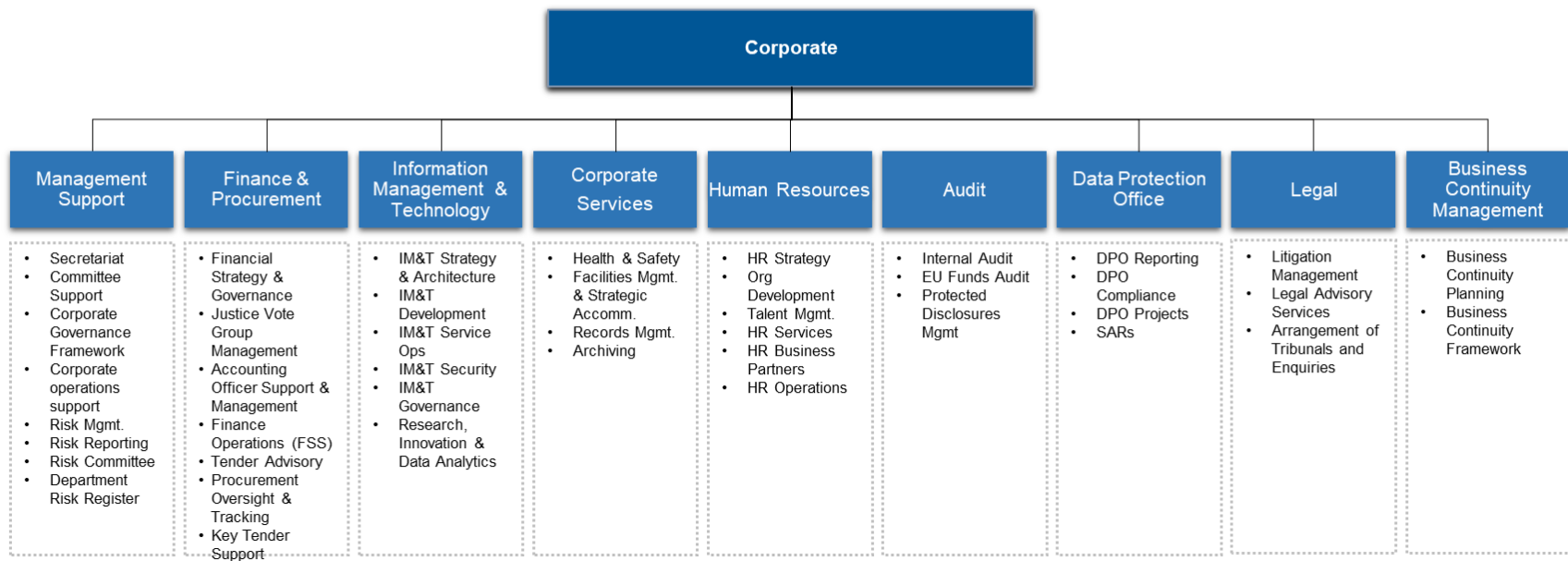
Recommended Corporate Structure

Target State

Key Features

- The structure reflects the Performance Driving and Compliance/Advisory activities delivered by the Corporate area.
- The number of Direct Reports to the Head of Corporate reduces from 12 (current state) to 9.
- The Data Protection Office, Legal and Audit teams remain separate to other teams in Corporate, thereby protecting the independence of the functions and clear separation of duties.
- The work of the Secretariat team broadens to include support for management boards and committees, management of the corporate governance framework, co-ordination of Risk Management and support for corporate operations. This team is renamed Management Support.

Structure

Corporate

Management Support	Finance & Procurement	Information Management & Technology	Corporate Services	Human Resources	Audit	Data Protection Office	Legal	Business Continuity Management
• Secretariat • Committee Support • Corporate Governance Framework • Corporate operations support • Risk Mgmt. • Risk Reporting • Risk Committee • Department Risk Register	• Financial Strategy & Governance • Justice Vote Group Management • Accounting Officer Support & Management • Finance Operations (FSS) • Tender Advisory • Procurement Oversight & Tracking • Key Tender Support	• IM&T Strategy & Architecture • IM&T Development • IM&T Service Ops • IM&T Security • IM&T Governance • Research, Innovation & Data Analytics	• Health & Safety • Facilities Mgmt. & Strategic Accomm. • Records Mgmt. • Archiving	• HR Strategy • Org Development • Talent Mgmt. • HR Services • HR Business Partners • HR Operations	• Internal Audit • EU Funds Audit • Protected Disclosures Mgmt	• DPO Reporting • DPO Compliance • DPO Projects • SARs	• Litigation Management • Legal Advisory Services • Arrangement of Tribunals and Enquiries	• Business Continuity Planning • Business Continuity Framework

Appendix B - Open Space Event

On 30th April over 350 staff from across the Department of Justice and Equality gathered in the Mansion House, Dublin to take part in an Open Space Event held to inform and update staff on the Transformation Programme.

The Open Space format had no set agenda or presentations with staff encouraged to set their own, and to explore a number of information stations over five sections at their own pace. Senior managers and transformation programme team members were on hand around the room to help facilitate discussions and answer questions.

- In Section One staff explored the history and previous Transformations of the Department along with the challenges of our current model and the opportunities presented through restructuring.

- Section Two provided information of the overall Transformation Programme timeline, structure and governance, along with an overview of the decision making process within the Programme.

- In Section Three, staff explored the key activities and outputs to date including the new organisation structure and the enhanced Functional Model along with associated sub categories.

- Section Four saw staff engaging with the team and content to understand the key milestones in the months ahead, including the sequence of planned moves as the Department transitions to the new model. Staff discussed the scale of change and how they would be supported based on this change, for example, what training they might receive. Finally, staff were reminded of the various steps they could take to begin preparing to move to a new structure.

- Section Five enabled staff to read the views of the newly appointed Heads of Functions and to understand their vision for the future of the Department and insights on the Programme.

Along with shedding light on the work of the Transformation Programme and the progress to date, staff reported that they were particularly interested to understand the planned approach to implementation and the impact this may have for them.

Appendix C

Legislation enacted since January 2019

- Criminal Law (Sexual Offences) (Amendment) Act 2019

- Criminal Law (Extraterritorial Jurisdiction) Act 2019

- Criminal Justice (Mutual Recognition of Probation Judgments and Decisions) Act 2019

- Criminal Justice (International Cooperation) Act 2019

- Redress for Women Resident in Certain Institutions (Amendment) Act 2019

- Parole Act 2019

- Parental Leave (Amendment) Act 2019

- Thirty-eighth Amendment of the Constitution (Dissolution of Marriage) Act 2019

- Judicial Council Act 2019

- Coroners (Amendment) Act 2019

- Civil Law (Presumption of Death) Act 2019

- Courts (Establishment and Constitution) (Amendment) Act 2019

- Land and Conveyancing Law Reform (Amendment) Act 2019

Legislation published since January 2019

- Criminal Justice (Mutual Recognition of Decisions on Supervision Measures) Bill 2019

- Criminal Records (Exchange of Information) Bill 2019

- Blasphemy (Abolition of Offences and Related Matters) Bill 2019

- Gender Pay Gap Information Bill 2019

- Gaming and Lotteries (Amendment) Bill 2019