Public Service Reform Plan 2014-2016

January 2014

Index

Foreword

Public Service Reform has been a key element of the Government's strategic response to the economic crisis and is a central theme in the Programme for Government. On taking office in 2011, we established a dedicated Department of Public Expenditure and Reform, integrating expenditure management and reform for the first time.

The Government's Public Service Reform Plan of November 2011 provided the basis for the most significant programme of reform since the foundation of the State. It set out in almost 200 detailed actions how the commitments to reform, including those in the Programme for Government, would be implemented. As evidenced in the second Progress Report that has been published alongside this new plan, we have made strong progress on the implementation of reform.

Ireland has a long and proud tradition of service to the public and the State and it is important to acknowledge the contribution of public servants to Ireland's recovery in recent years. The achievements of the Public Service in terms of delivering reform, reducing costs and maintaining services against a backdrop of reduced staff numbers, yet increased demand for those services, should not be underestimated.

Two years into the implementation of the Reform Plan, it is timely to reflect on the progress made to-date and to set out our ambition for further reform of the Public Service. Given the fiscal situation, the primary focus of our first phase of reform was necessarily on cost reduction and efficiency measures. As we reach a more sustainable fiscal position, this next phase of reform has the ambitious goal of a Public Service that will have positive outcomes for all stakeholders, including citizens, businesses and public servants themselves.

In this updated Reform Plan, we set out how this will be done. Public Service Reform is complex and often presents challenges, not least as it involves around 290,000 staff in hundreds of diverse organisations working together to deliver better services. As we embark on the next phase of reform, we know that real change will not be possible without the ongoing commitment of public servants. We look forward to working with them to deliver the best possible public services for the people of this country.
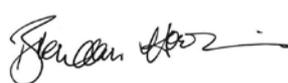
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Executive Summary

Introduction

Public services are essential to the functioning of our economy and our society. A strong and effective Public Service is recognised as a source of competitive advantage for any country. The Irish Public Service has already made a major contribution to national recovery and, as the country now enters a new phase after the conclusion of the troika programme, the Public Service must continue to play a central role in our continued recovery. In this context, Public Service Reform will remain a key element of the strategic response to our ongoing challenges.

Two years since the Government's Public Service Reform Plan was published, a renewed wave of reform has been developed, building on the progress made on implementing the first Reform Plan and setting out an ambitious new phase in the reform programme.

This new plan outlines the key cross-cutting and sectoral reform initiatives that will be implemented over the next three years. It also addresses the ambition for reform towards 2020. The plan is complemented by a progress report that sets out the strong progress that has been achieved on the implementation of the current Reform Plan in reducing costs, improving productivity, more online delivery of services and greater use of shared services, to name just some areas.

There are four key themes running through this new Reform Plan:

1. Delivery of Improved Outcomes

The previous phase of reform had a necessarily strong focus on reducing the cost of delivering public services. This next phase of reform will continue that work but it will have a strengthened focus on the delivery of improved outcomes for service users. This will be centred on using alternative models of service delivery, including commissioning for specific outcomes; more digital delivery of services; and service delivery improvements at sectoral and organisational levels.

2. Reform Dividend

There have been major efficiency and productivity gains in the Public Service in recent years, and we will build on these and deliver more. Under the new plan, the reform agenda will be about protecting and improving public services, and over the period of this plan, there will be an emphasis on Saving to Invest. This is about freeing up resources by making existing processes more cost effective and efficient, and using the savings to invest in new or improved services. This is the Reform Dividend and it will underpin and help sustain the reform agenda beyond the current fiscal crisis.

3. Digitalisation / Open Data

Technology is moving at an ever faster pace. The Public Service must embrace this and make maximum use of digitalisation and open data to deliver services and information in innovative ways. A new Government ICT Strategy will be published early in 2014 that will address the use of new and emerging technologies, ensuring that eGovernment is designed around real needs and taking steps to improve the take-up of Digital Government.

4. Openness and Accountability

Citizens must be able to clearly see that the Public Service is working fairly in its decision making, in implementing policy and in delivering public services. In this context, the political reform programme will focus on delivering greater openness, transparency and accountability to strengthen trust in government and public services, and enhance public governance. A particularly important development in this context is the publication of a consultation paper focused on strengthening Civil Service accountability and performance.

This new Public Service Reform Plan also addresses a wide range of other issues. These include, for example, the implementation of shared services models; the evaluation of new business models for the delivery of non-core services; the reform of public procurement; property rationalisation; strengthening leadership; and human resource management reforms.

We need to address the culture of the Public Service to ensure that it adapts to meet the challenges and opportunities that will arise in the coming years.

Many reforms are planned across the Public Service over the coming years that will improve how services are designed and delivered. The reform programme must be dynamic and responsive; this is why the first Reform Plan is now being refreshed. We need to ensure that the culture of the Public Service adapts to meet the challenges and opportunities that will arise in the coming years. This will support a Public Service that is better integrated, responsive, efficient and more focused on strategic goals and on service users.

Structure of the Plan

This plan commences by outlining the context for reform in Section 1. As the Public Service moves into a new phase of reform, public servants will continue to be critical to the success of the change programme and the delivery of better outcomes. These better outcomes will be achieved through a focus on service users, on efficiency and on openness, underpinned by a strong emphasis on leadership, capability and delivery. This approach is set out in Section 2 of this plan. These reforms form part of the vision for a new Public Service out to 2020, with the specific actions to be implemented over the next three years set out in the Appendix. Many of these outcomes will be delivered at sectoral level in areas such as health, education, local government and justice, as set out at a high level in Section 3 of this plan.

Conclusion

There was a commitment in the first Public Service Reform Plan of November 2011 to create a Public Service of which we can all be proud, delivering flexible and responsive services to our customers. This is a journey on which the Public Service has embarked. It is not complete yet but the actions set out in this plan will build on the considerable progress made to date and take us much further along that road.

1. Introduction

Public Service Reform has been a key element of the strategic response to the economic crisis since the Government came to office in 2011. In this context, the Government's Public Service Reform Plan was published in November 2011. Building on the commitments to reform in the Programme for Government, the Reform Plan set out an agenda for the most radical reform of the Public Service in the history of the State.

Reflecting the lessons of previous reform programmes, this reform process has included a very strong focus on implementation and delivery. Good progress has been made in areas such as reducing costs, improving efficiency and enhancing service delivery. A summary of this progress is set out in the separate Progress Report that has been published alongside this plan.

Now, two years since the first Public Service Reform Plan was published, the Government has decided that a new wave of reform should be developed to build on progress to-date and to refresh the current Reform Plan.

This has been done for a number of reasons:

- a significant number of actions in the 2011 Reform Plan are now complete, as set out in the Progress Report;

- in certain areas, a new set of actions have been agreed by Government e.g. in public procurement, following an external review;

- in other areas, the original Reform Plan set out some initial steps to determine the best course of action and the programme of work in these areas is now clearer, e.g. external service delivery; and

- reform of our public services should be considered as a dynamic process and consideration needs to be given on a regular basis to other areas that should be included.

The reforms committed to in this plan will impact on a broad range of stakeholders. This includes, for example, all service users, both citizens and business customers, as well as the public servants who plan and deliver those services and the political and legislative system. For this reason, this Reform Plan will be of interest to multiple stakeholders both inside and outside the Public Service.

1.1 Context for Reform

The context for reform in the Irish Public Service is set by a number of important factors, including:

- increased demand for services;
- increased expectations;
- the need to rebuild public trust in government and public services;
- the Programme for Government;
- the fiscal situation;
- a framework for public services that enables economic growth; and
- the Haddington Road Agreement.

1.1.1 Demand for services

The Public Service is delivering services to greater numbers of service users with reduced staff and budgetary resources. Reductions in spending should be viewed in the context of increased demands for services due to demographic and economic factors. For example:

- the numbers in receipt of Jobseeker's payments have increased by almost 190,000 between 2008 and 2013;
- full time enrolments in Education have increased by 62,247 or 6.2%, from 999,420 in 2008/9 to 1,061,667 in 2012/13;

- as of November 2013, Medical Card Holders have increased by 506,000 or 27% since 2008; and
- the number of people of pensionable age has increased by 65,500 or 13.5% since 2008.

In recent years, we have had a growing population and all of our people interact with public services in some way, often across multiple services. Ireland also has an ageing population, which leads to increased demands on the health and social protection sectors. At the same time, we have the highest birth-rate in Europe; 15.6 per 1,000 population in 2012 compared to an EU average of 10.4. These are issues that must be factored into policy making and service planning in the coming years and which mean that we must plan and deliver our services better.

The chart below sets out how the number of public servants has been falling, as the population, and thus the number of service users, has been growing. It is also worth noting that this reduction in staff numbers was not from a particularly high base. An OECD study (*Public Administration After New Public Management,* 2010) of eight comparable countries showed that Ireland had the third lowest general government employment per 1,000 population in 2006.

Public service employment per 000 population
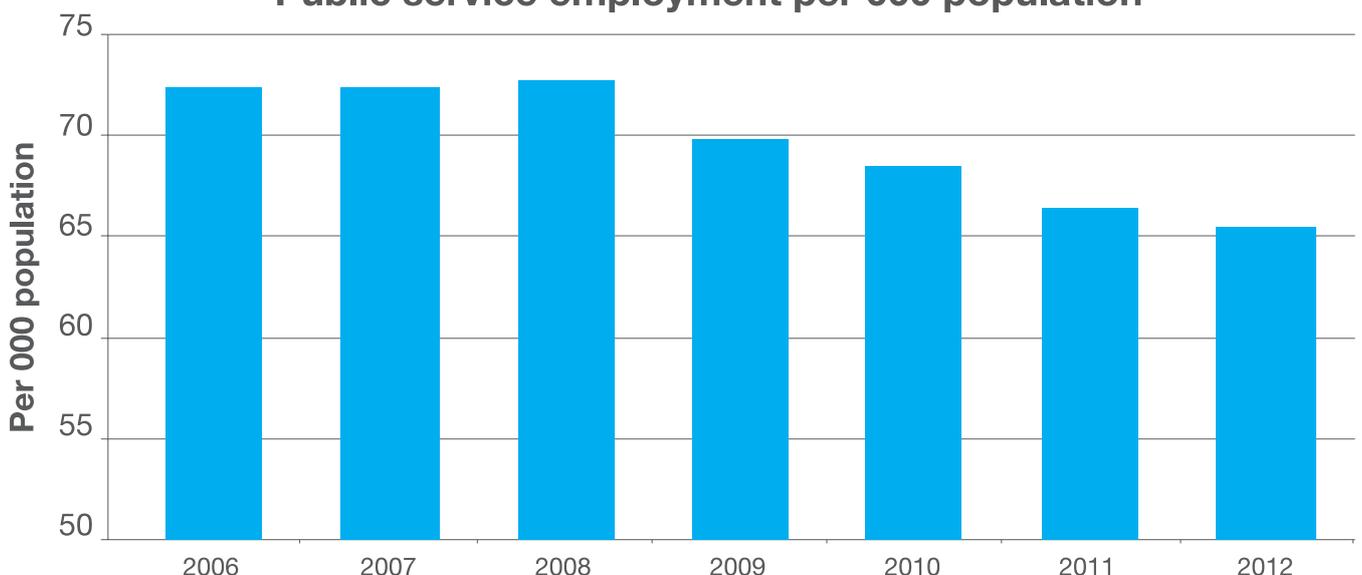
Source: Dr. Richard Boyle *Fit for Purpose, IPA (2013)*
based on figures from the Dept of Finance, Budgetary and Economic Statistics; CSO

There are also a number of demographic factors within the Public Service that will inform how it is equipped to meet current and future challenges. For example, the median age of staff in the Civil Service is now 48. While this means that there is a wealth of valuable experience and knowledge in the Public Service, it also necessitates workforce planning to replace public servants as they reach retirement age and an effective approach to knowledge management. New recruits will also bring new ideas and approaches to service planning and delivery.

1.1.2 Increased expectations

Increasingly, citizens and business customers expect a Public Service that meets their needs. They expect a service that is responsive, flexible, efficient and innovative. They expect to be able to avail of many services at any time and from any location. In this environment, the Public Service must change how it thinks about the services it provides, how it interacts with service users and how it manages data.

The public are not interested in organisational or sectoral boundaries. They see their relationship with the State in terms of services, irrespective of the back-office processes and the organisations involved. They expect the Public Service to be able to tackle complex, interconnected and sometimes conflicting cross-Public Service policy objectives. At the same time, the public expects the Public Service to provide value for money, to be cost-effective, and to be fair, open and accountable.

1.1.3 Rebuilding trust in government and public services

The Irish economy and Irish society has been through a major crisis in recent years. The reputation of the Public Service has been damaged, in common with many other major institutions. Building structures and a more open culture to deliver greater openness, accountability and improved and transparent decision-making are essential to re-building the relationship between the citizen and the State.

Citizens must be able to clearly see that the Public Service is working efficiently and fairly in its decision making, in implementing public policy and in delivering public services. In this context, the Government Reform programme is delivering on a suite of reforms in this area, the totality of which, when completed, will strengthen public governance and represent a new environment of clarity and openness in how the administrative and political pillars of the State deliver

policy and services. This issue is addressed in Section 2.4 of this Plan.

1.1.4 Programme for Government

The Programme for Government 2011-2016 provided the backdrop for many of the reforms set out in the Government's Public Service Reform Plan of November 2011, including cross-cutting, sectoral and political reforms, as well as operational efficiency measures.

Progress on the implementation of the Programme for Government is reported on an annual basis, with two reports published to date and a third report due in March 2014. Many commitments have already been delivered in full and there are others where substantial work is underway. Other commitments will take longer to deliver and will be implemented over the lifetime of the Government.

1.1.5 Fiscal situation

As a result of the economic and fiscal crisis, a wide range of measures designed to save almost €30 billion have been implemented. Over two-thirds of these adjustments have related to expenditure.

Even as Ireland has exited the troika programme, public expenditure will remain constrained by new EU rules which mean that growth in General Government Expenditure is linked to the potential real growth of the economy and is fixed in line with expenditure ceilings for three years. Expenditure will not be allowed to grow by a rate that is faster than potential economic growth unless compensatory discretionary measures are introduced, for example, through changes to tax policy resulting in increased revenues in a year. This would allow for the Government Expenditure Ceiling to be increased without affecting General Government Balance targets.

Gross voted spending has been reduced from its peak of €63.1 billion in 2009 to €54.6 billion in 2013. This represents a reduction of approximately 13.5%. The Government Expenditure limit for 2014 will be €52.9 billion and the expenditure limits for 2015 and 2016 will be €51.5 billion and €51.9 billion respectively.

From its peak of €17.5 billion in 2009, the Public Service Pay Bill was reduced to €14.1 billion in 2013.

The measures that have been taken to reduce costs have been across all categories of public expenditure and have had a significant impact on the living standards of many citizens of the State, including public servants. Those public servants have made a considerable contribution to delivering on the adjustments required, while at the same time undertaking substantial reforms in the way they deliver services. Public servants have already had two pay reductions, totalling an average of 14%. In addition, those earning over €65,000 have seen a further reduction since July 2013.

From its peak of €17.5 billion in 2009, the Public Service Pay Bill was reduced to €14.1 billion in 2013, including the Pension Related Deduction. This is a reduction of almost 17.7 per cent. In addition, the numbers employed in the Public Service have fallen by almost 10 per cent and Public Service pensions have been reduced, saving over €100 million annually.

The chart below sets out the reduction in expenditure on Public Service Pay and Pensions from 2007 to 2014 (projected).

The Public Service has been undergoing significant change and restructuring over the last number of years, with a view to making it smaller, less expensive and more efficient. Notwithstanding the significant

progress made, returning the public finances to a sustainable footing remains a challenge as the State continues to borrow significant amounts to meet our ongoing expenses (€9.6 billion is estimated for 2014). In this context, further far-reaching reform is essential to ensure that public services will be maintained and improved in a leaner and less expensive Public Service.

1.1.6 A framework for public services that enables economic growth

The major interdependencies between the performance of the Public Service and the performance of the economy overall should not be understated. The Public Service has a central role to play in underpinning economic growth by striving to provide a framework for public service provision that enables economic growth. The key lesson to be drawn from the economic, fiscal and banking crisis is that the quality and effectiveness of public governance is integral to the sustainability of long-term economic growth.

The performance and reputation of public institutions across the broad spectrum of their responsibilities is a critical factor contributing to Ireland's competitiveness and the attractiveness of its business environment for investment - both domestic and foreign - and

Public Service pay and pensions

€bn

Public Service Pay - €bn   Public Service Pensions - €bn
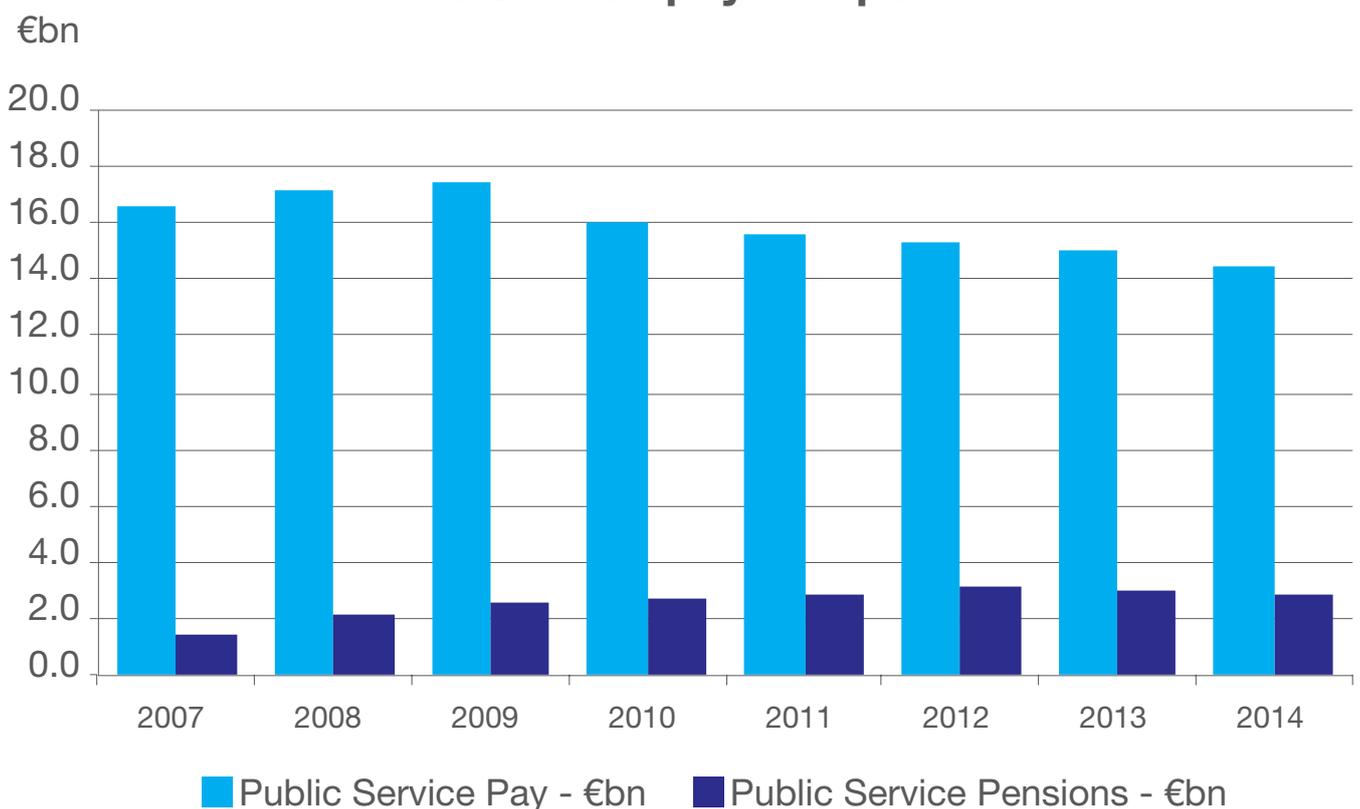
employment creation. In addition, the efficiency with which public services are delivered - through their impact on the cost of their provision, taxation levels and the State's funding requirements - has a critical role to play in helping to facilitate economic growth.

1.1.7 Haddington Road Agreement

The Haddington Road Agreement came into force on 1 July, 2013. Building on progress made under the Croke Park Agreement which delivered pay and non-pay savings of €1.8 billion, the Haddington Road Agreement will deliver a reduction of a further €1 billion in the Public Service pay and pensions bill by 2016. Critically, the Agreement will continue to provide a framework for widespread industrial peace and stability, ensuring a suitable environment for the delivery of the existing Public Service Reform programme, but also supporting additional reforms agreed as part of Haddington Road. In this context, the Haddington Road Agreement will be a key enabler of Public Service Reform.

One of the most important aspects of the Agreement is the opportunity to deliver an unprecedented increase in public service productivity. The various productivity and reform measures when fully implemented will add almost 15 million additional working hours annually, across all sectors of the Public Service, which will deliver significant cost reductions of approximately €430 million. This will be particularly important in light of the ongoing reduction in staff numbers in many areas. In addition to the obvious cost benefits, these hours will provide public service management with the ability to accelerate the reform agenda and to deliver improvements in the services they deliver.

Almost 15 million additional working hours annually will be added across all sectors of the Public Service, which will deliver significant cost reductions of approximately €430 million over the lifetime of the Haddington Road Agreement.

1.2 Reform Framework

Public Service Reform is broad, challenging and complex, and is delivered across a number of related strands. It involves around 290,000 staff in hundreds of diverse organisations working together better to deliver quality services to end users. The main strands of the overall reform programme are described briefly here and set out in the diagram below.

1.2.1 Cross-cutting Strategic Reform

Cross-cutting strategic reforms are those that generally apply across all sectors of the Public Service. They are informed by the Programme for Government and also best practice in other jurisdictions and in the private sector, where appropriate. This plan sets out a series of cross-cutting strategic reforms with the objective of delivering better outcomes through a focus on service users, efficiency and openness. These will be underpinned by enhancing leadership, capability and delivery. Specific reforms that arise in this context include increased digitalisation, better value-for-money procurement and greater use of shared services.

Also included under this broad heading is the programme of political and legislative reform that is already well underway with the aim of improving openness, transparency and accountability. This is part of the Government's objective of rebuilding the relationship with the citizen and restoring public trust in the institutions of the State. The main cross-cutting strategic reforms for delivery by 2020 are set out in Section 2 of this plan, with more specific actions for the next three years set out in Appendix 1.

1.2.2 Sectoral Reform

Sectoral reforms are taking place across all sectors of the Public Service on foot of the major commitments to reform in the Programme for Government and are led by the relevant Ministers and their Departments. There is a particularly strong focus on the key sectors of Health, Education, Local Government, Justice and the Civil Service. For example, there are ambitious sectoral reform programmes in place in the Health Sector ('Future Health') and the Local Government Sector ('Putting People First'), as well as initiatives across the Education and Training and other sectors. These are aligned with the overall Public Service Reform programme. An important initiative on Civil Service Renewal commenced in 2013, with the objective of setting out a practical, shared and motivating vision for the future of the Civil Service, underpinned by clear actions to achieve it. This vision and strategy will be set out in a Civil Service Renewal Plan in 2014 (See Section 3.1).

Some of the priority reforms in the main sectors, which are led by the relevant Ministers and their Departments, are outlined at a high-level in Section 3.

1.2.3 Operational Reform

Operational reforms include plans to change how the Public Service does its business, with the objective of increasing efficiency. These include a broad range of initiatives to improve productivity, reduce costs and provide greater value for money. In the context of this plan, operational reforms will be driven by management, enabled by the productivity measures agreed in the Haddington Road Agreement, which is addressed in more detail in Section 2.

Framework for Public Service Reform

| Cross Cutting • Focus on service users • Focus on efficiency • Focus on openness • Leadership and capacity	Civil Service Reform	Health Sector Reform	Education Sector Reform
Haddington Road Agreement			
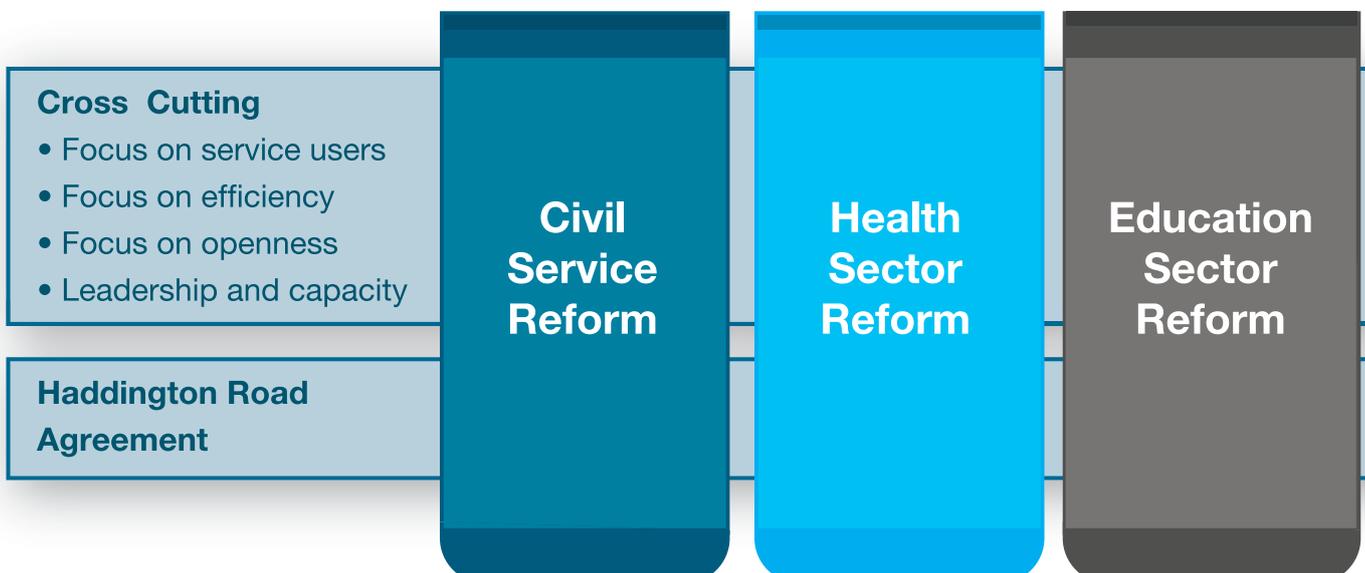
1.3 Process of developing this plan

The development of this new wave of Public Service Reform was led and coordinated by the Reform and Delivery Office in the Department of Public Expenditure and Reform, in collaboration and consultation with key stakeholders across the Public Service. The plan is also informed by best practice in the Public Service in other jurisdictions and in the private sector, where appropriate. The evidence base for the relevant reforms set out in this plan has been extensively researched.

Specific inputs in developing this plan include:

- A report on international best practice on Public Service Reform was commissioned from the Institute of Public Administration (IPA). This report studied best practice in Public Service Reform in more than ten countries;

- Separately, the IPA published a 'Fit-for-Purpose' progress report on Public Service Reform in Ireland that identified progress made but also pointed to areas where further action was required;

- A report from the National Economic and Social Council on 'Ireland's Five-Part Crisis, Five Years On: Deepening Reform and Institutional Innovation' which places Public Service Reform in the wider context of economic recovery;

- A group of leading Irish and international academics provided some input and guidance on the priorities for the new Reform Plan;

- Support was provided by PricewaterhouseCoopers, who were brought on board following a competitive tendering process;

- The Cabinet Committee on Public Service Reform and the Advisory Group of Secretaries General provided strategic direction for the development of the renewed wave of reform;

- The Reform Delivery Board provided substantial input throughout the process;

- The plan also reflects the inputs from a workshop of senior managers from 20 public bodies which took place in July 2013;

- A series of bilateral meetings took place with all of the main sectors; and

- All Departments / Offices submitted Integrated Reform Delivery Plans setting out their priority reforms from mid 2013 onwards and these have informed the development of the overall plan.

Finally, the Irish Public Service has recently participated in an international survey on Public Service Reform, which is part of the largest comparative public administration research project in Europe, ´Coordinating for Cohesion in the Public Sector of the Future´ (COCOPS). The preliminary high-level results of the survey indicate that the current reform trends in the Irish Public Service include public sector downsizing; focusing on outcomes and results; collaboration / cooperation among public sector actors; transparency / open government; digitalisation / eGovernment; and treatment of service users as customers. As might be expected, these are all issues that feature throughout this updated Public

Local Government Reform

Justice Sector Reform

Other Areas of the Public Service

Better Outcomes
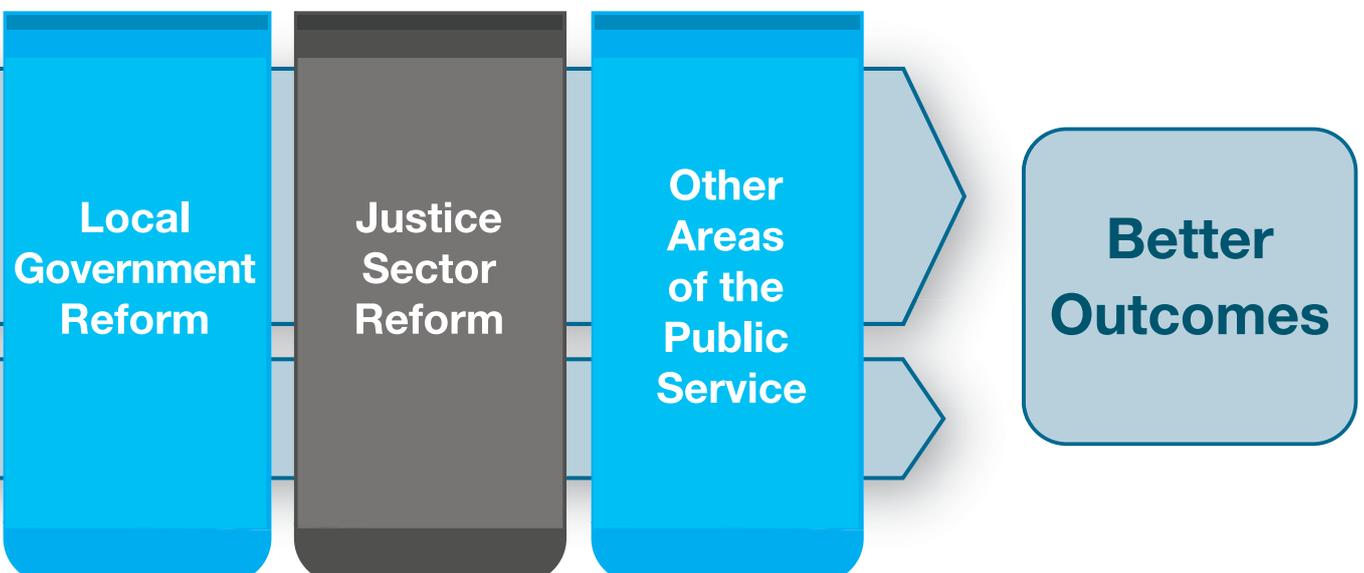
Service Reform Plan. A report on the full results of the COCOPS survey will be published by the IPA in the coming months.

The objective of this Reform Plan is the achievement of a Public Service that will have positive outcomes for all stakeholders, including citizens, businesses and public servants themselves.

1.4 Planned outcomes from this plan

The Public Service has undergone significant change in recent years. Many of the reforms in that time have focused on efficiency gains to reduce costs. This was necessary in order to reduce public spending in line with our fiscal commitments, while continuing to deliver important public services with reduced staff numbers. The success of the Public Service in meeting those targets should not be underestimated.

However, as we reach a more sustainable fiscal position, this new wave of reform has a more strategic and ambitious goal - the achievement, by 2020, of a Public Service that will have positive outcomes for all stakeholders, including citizens, businesses and public servants themselves. In doing so, this Reform Plan outlines the strategy, looking out towards 2020, for a new Public Service that focuses on achieving improved outcomes rather than the traditional emphasis on inputs and outputs.

Outcomes for Citizens

Over the coming years, Public Service Reform will seek to drive improved outcomes in terms of how citizens engage with and experience public services. There will be changes that will have direct results for all citizens. It will become easier for the citizen to engage with the State, to obtain their entitlements and to understand their obligations. Information will be more easily available and there will be greater transparency in how those decisions that affect citizens are made. New delivery channels, better integrated services and greater flexibility will reduce the administrative burden on the citizen. A more strategic approach will be taken to planning and delivering services, to improve outcomes in health, education and justice, as well as in other areas.

Outcomes for Businesses

A modern, fit-for-purpose Public Service will provide Irish business with a real competitive advantage and will be a key enabler for growth. Public Service Reform will make Ireland a good place in which to do business. It will be easier for businesses to engage with the Public Service, working in partnership to develop enterprise and drive job creation. Increased partnership between the public and private sectors and new approaches to service delivery will provide greater opportunities for business in the coming years. Business customers will have a reduced administrative burden and a simplified landscape for their interactions with the State. This will be facilitated by greater use of digital channels and the increased integration of services. A greater focus will also be placed on regional and local economic and community development, acting as a stimulus for job creation and economic regeneration.

Outcomes for Public Servants

Public servants have already made a significant contribution to the reform of the Public Service over recent years and will continue to drive and implement further change as the Public Service evolves. New ways of working and greater use of technology and data sharing will become the norm. Shared approaches to back-office functions will reduce duplication and allow for a strengthened focus on key strategic issues. The Public Service will invest in its people to increase and expand its capacity, capability and leadership skills, so that it can respond to future challenges. Building on the traditional values of fairness and dedication to public service, there will be an emphasis on creating a sustainable culture of efficiency and effectiveness, as well as improved cross-organisational planning and service delivery that is focused on outcomes for the service user. The Public Service will be more rewarding for, and supportive of, public servants and they will be better equipped to perform to a higher standard. Improved training and development, increased mobility and further integration of systems and structures will provide a more interesting and challenging environment for careers in the Public Service.

The Public Service will invest in its people to increase and expand its capacity, capability and leadership skills, so that it can respond to future challenges.

Having considered the overall context and framework for Public Service Reform, and the outcomes being targeted, Section 2 will address the strategic direction of reform over the period to 2020.

2. Strategic Overview for Public Service Reform 2014-2020

Introduction

The focus in the two years since the first Public Service Reform Plan was published has been on making early progress in implementing many actions in the Reform Plan and also on putting in place the structures, processes and business cases to support the delivery of reform centrally and across the Public Service over the medium and long term. Many of the major reform projects are now moving into the implementation stage, with significant benefits to be realised over the coming years. The chart below sets out the typical life cycle of a major reform project.

As a key element of the Government's strategic response to the crisis, the initial emphasis has primarily, though not exclusively, been on reducing costs and delivering greater value for money. This has been challenging but, as set out in the accompanying progress report, significant progress has been made.

The next phase of reform will maintain the emphasis on reducing costs and increasing efficiency. However, alongside this, there will be a move to a much stronger focus on the delivery of the best possible outcomes for citizens and business customers.

Many of the major reform projects are now moving into the implementation stage, with significant benefits to be realised over the coming years.

Reform Life Cycle
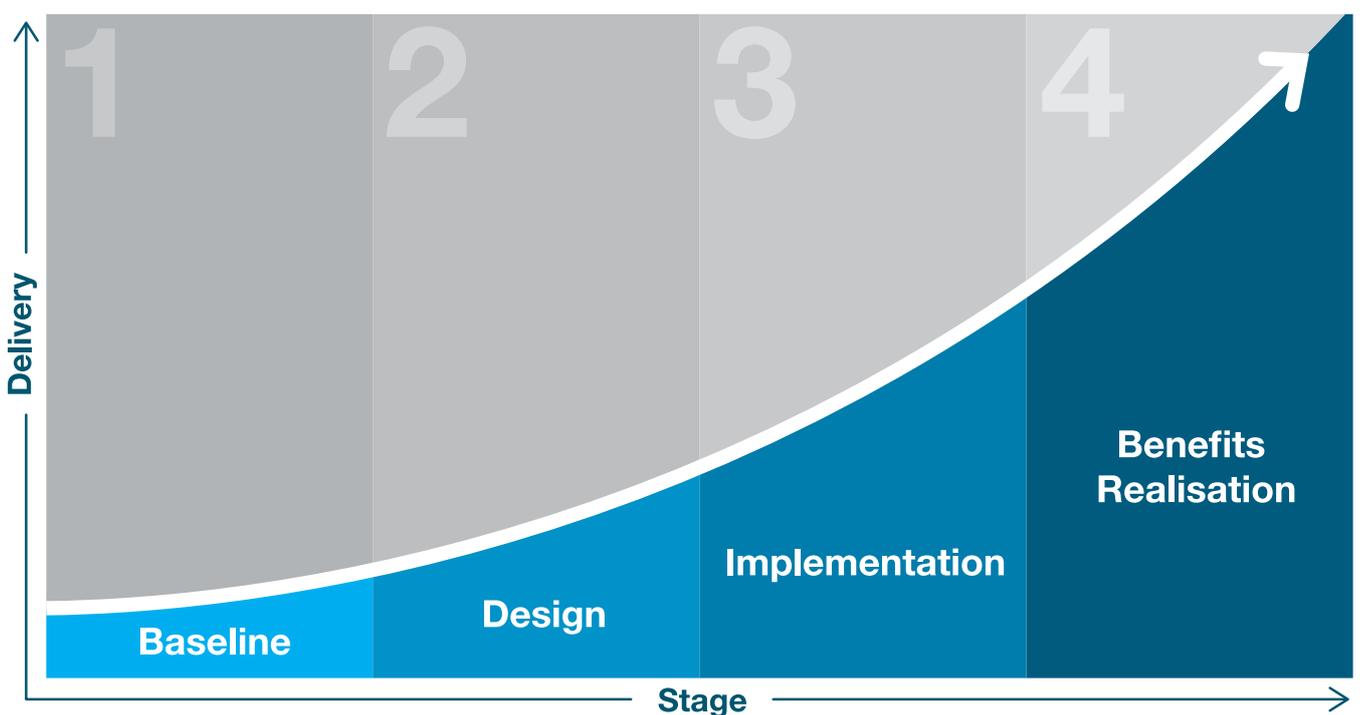
2.1 A Focus on Better Outcomes

A stronger focus on outcomes will mean a change in how the Public Service designs and delivers services, and in how it approaches problem solving. This will apply across all sectors of the Public Service and will involve a significant cultural shift. The focus must be on more evidence based, longer-term and strategic policy-making and on developing greater integration within the Public Service, with the objective of more strategic and better outcomes for the citizen and business customer. Organisations and sectors must be encouraged and facilitated to work together to deliver the optimal solutions in all areas, irrespective of traditional silos or boundaries, grade structures or delivery channels.

As set out in the diagram below, better outcomes will be delivered through a focus on service users, on efficiency and on openness, underpinned by a strong emphasis on leadership, capability and delivery. Many of these outcomes will be delivered at sectoral level in areas such as health, education, local government and justice, as set out in the Section 3 of this plan.

This section goes on to highlight some of the key cross-cutting strategic reforms that will be implemented under each of these headings. The broad strategic direction out to 2020 is set out, with complementary specific time-bound actions over the next three years included in Appendix 1.

Better outcomes will be delivered through a focus on service users, on efficiency and on openness, underpinned by a strong emphasis on leadership, capability and delivery.

2.2 A Focus on Service Users

The Public Service must continue to assess what it does and where it adds real value, with the focus always being on meeting the needs of service users. It should be able to adapt and to bring better structure to how it plans and delivers services.

2.2.1 Alternative Models of Service Delivery

Government is committed to driving greater use of alternative service delivery models. New and existing services are being examined to identify the optimal method of delivery. This may include partnerships with private enterprise, voluntary organisations and community groups.

A Focus on Outcomes

Better Outcomes

A focus on service users | A focus on efficiency | A focus on openness

Leadership / Capability / Delivery
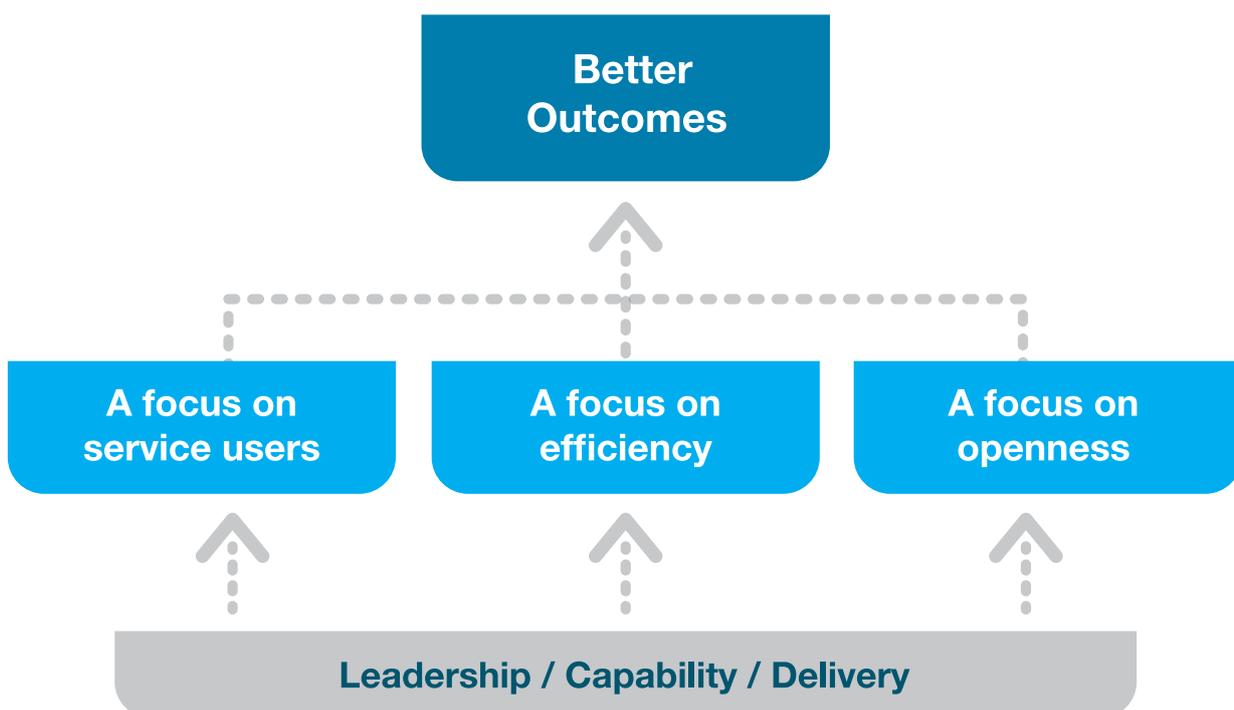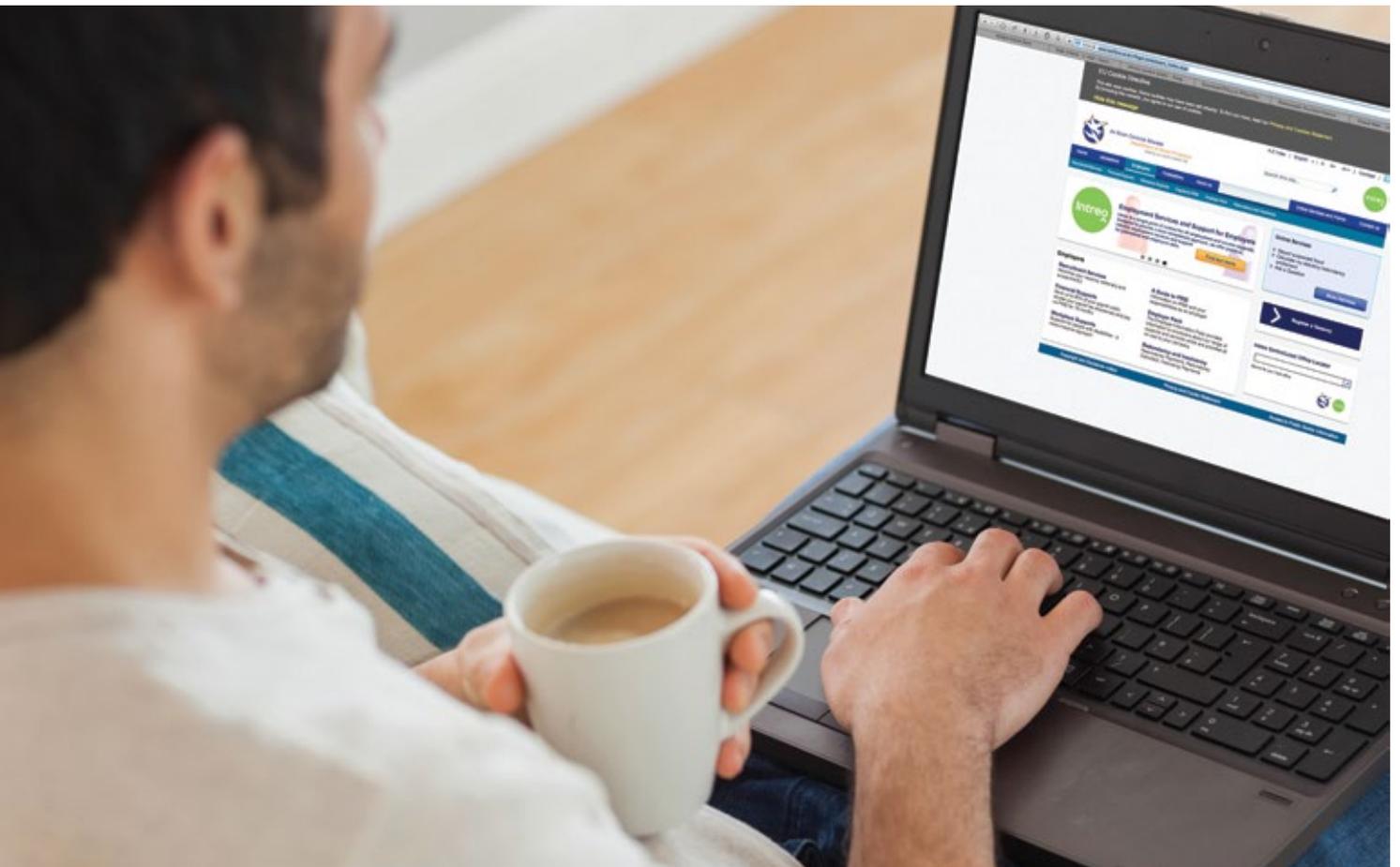
Central to this strategy will be the creation of a new framework of competition for public services. The Public Service must begin to transition away from the traditional system of block grants to organisations providing public services and move instead to a new approach based on releasing funds in return for delivering specified outcomes. To this end, a decision making framework for the planning, design, delivery and management of services is required. Ongoing systems of evaluation and performance management will ensure that the impact of public spending is measured and forms the basis for which services are funded and which are not.

The Department of Social Protection (DSP) will use a new form of service delivery when it rolls out JobPath, a new approach to assisting the long term unemployed to find work. The Department will contract private/third party providers of employment services to complement DSP's existing public employment service and community based local employment services to provide new and additional support to target long-term unemployment. JobPath will operate on a payment by results basis thus incentivising providers to find work for the maximum number of long-term unemployed people.

The Public Service will undertake more commissioning than in the past. This entails specifying what policy outcomes are needed; planning and engaging with potential providers to decide how these outcomes can be achieved; procuring and contracting to obtain the best value for money; and managing the delivery of services so that users' expectations are met. Commissioning skills such as these will be a core competency for the Public Service in the years to come and a programme to build managerial capacity and capability in this area will be developed and rolled out over the next five years.

Commissioning skills will be a core competency for the Public Service in the years to come.

Contracting out services to the private sector is just one model of alternative service delivery. The Public Service must also look to other models, such as joint ventures, social enterprises and employee-owned mutuals. These, and other new models, will be a feature of alternative service delivery projects in the future. Communities and individual service users will become more involved in the design and delivery of services, especially social services. Any barriers to the implementation of these alternative

models will need to be addressed. New and innovative community-based service delivery models are already being deployed by voluntary organisations in areas such as disability, mental health and care of the elderly and work will be undertaken to build on these successes. This could involve allocating more funds to a competitive process.

Genio is an Irish Non-Governmental Organisation that works to bring Government and the philanthropic sector together to bring about positive change to support disadvantaged people to live full lives in their communities. Its approach to achieving reform has three elements, one of which is the releasing of funds on a competitive basis to encourage innovation and cost effectiveness. These grants are outcome focused and performance managed. The second is the support and capacity-building of key stakeholders to manage and implement required changes. Thirdly, they undertake and commission research to measure impact.

Moving services to alternative methods of provision does not alter the fact that Government is accountable to the public for the overall performance of a service. The State retains an essential role in deciding how and to what extent services are funded and in regulating the behaviour of service providers, for instance in areas such as nursing homes, disability services and childcare provision.

A good example of the new approach to service delivery is Social Impact Investing (SII), which involves the use of private capital to fund interventions aimed at tackling social problems. The State agrees to repay the private investor only if set outcomes are achieved. SII offers real potential to ensure economic and social returns for the State, while also assisting the most vulnerable in society. In the coming months, a social impact investing pilot project will be progressed, seeking private sector investment partners to provide long-term sustainable, stable homes for homeless families in the Dublin region. This initiative will focus on ensuring better long-term outcomes for those families concerned. In this case, in order for the final outcomes payments to investors to be triggered, 85% of family households must be successfully re-settled and sustain their tenancies for 6 months after moving. The pilot will be evaluated to extract learning and to determine the wider suitability of SII in the Irish context.

Communities and individual service users will become more involved in the design and delivery of services.

Another example is the Centre for Effective Services (CES), which is a small not for profit organisation. It works across a range of Government Departments and agencies, not-for-profit and community organisations to improve outcomes for children, young people and families. CES works with the whole sector involved in providing these services – Government Departments, organisations, research institutes and individuals who provide services such as social workers, youth workers and teachers – to help them make better use of research information, so that they can improve services. CES works with these bodies to help them to apply evidence of what works from research and practice so that they can develop better policies and strategies for the sector, and better implementation plans. This helps to create systemic change in the sector.

2.2.2 Digital government

Technology moves forward at high speed and over the past three years, there has been a major shift in service consumption models. The habits and behaviour of citizens and businesses have changed as the introduction of consumer technology such as smartphone, tablet and smart TV technology has spread throughout businesses, homes, schools and other public service organisations. For instance, a recent survey by Eircom suggested that in February 2013 there could be as many as 1,655,000 smartphone users across Ireland and that the number of tablet devices in households had more than doubled over the past year.

The ICT Strategy will be centred on three key themes: "design for digital", "invest to transform" and "build to share".

In the same way that the private sector has started to exploit the new digital world, the Public Service needs to adapt to this new environment. The development and adoption of new digital services is not an option but a question of how and when.

The Government's new ICT Strategy will not only build on the existing Government approved approach to eGovernment and Cloud Computing, with a strong focus on accelerating implementation, but also address the evolving area of Digital Government. The ICT Strategy will be centred on three key themes: "design for digital", "invest to transform" and "build to share".

The areas addressed under "design for digital" will build on the initiatives already set out in eGovernment 2012-2015 and introduce the appropriate use of

"digital by default" to drive improved performance and effectiveness of public services. It will also consider how new digital opportunities and trends in technology, and the resulting trends in society and business and the need for any associated regulation, are to be exploited to deliver a new genre of services.

Where appropriate, a mandated "digital by default" approach will be adopted.

Under the Strategy, the Government will require that officials responsible for policy and operational units within each Department / Office, and organisations under their remit, ensure that all new information and transactional services must be "born digital" and, where appropriate, a mandated "digital by default" approach will be adopted. Government also needs to adopt a more entrepreneurial approach to stimulating the development of new digital services, providing application interfaces so that these new digital services can be more readily accessed.

> There are a number of good examples of how new digital services are now being developed 'outside-in' by businesses, local groups and enthusiasts. Sites such as 'fixyourstreet.ie' provide a focal point to report a range of issues such as road or path defects, graffiti, street lighting, leaks and drainage issues, litter and illegal dumping, and issues with trees and grass maintenance.

More effective and efficient concepts such as a citizen / business digital account for public services will be examined. For instance, in the same way that citizens have digital accounts with their bank, with utility companies and online retail vendors, they should be able to view their interactions with the State via a 'citizen account'.

> A citizen authentication system will be developed that ensures the protection of an individual's data. Selected and approved service suppliers are able to access a 'single customer view', which provides a way for public bodies to verify elements of the Public Service Identity dataset. In the same way, citizens should be able to access their own single citizen account to manage certain personal details, such as change of address and to view their own interaction history.

A range of specific applications will be developed to use the Single Customer View platform. This will reduce the time it takes to validate and process a

transaction that involves a claim or application by the citizen for public services.

Equally important, a more capable, mobile and digitally engaged public service workforce needs to be developed through a Workforce 2020 plan. Access to new digital services and applications needs to be developed so that public service workers are enabled and have the capability to exploit emerging digital technology to interact and serve citizens in a new, "fit for purpose" and appropriately secure way. In doing this, there is a need to ensure personal data is protected and how best to balance this need with the streamlining of services to the public. A new Data Sharing and Governance Bill will address how Public Services operate in the new digital world and under what circumstances data can be legitimately and securely shared.

> Following collation and analysis of data which has been gathered on transactional processes across the Public Service, the Office of the Government Chief Information Officer will identify the "Top 20" transactions and address how these can be significantly improved through digitalisation. The initial data analysis suggests that there is significant potential opportunity to reduce the administrative burden on citizens by simplifying and digitalising processes, reduce costs to the Exchequer and improve the sharing and interoperability of services. Further work will now be carried out to validate the initial data received, with the findings to be published by the end of Quarter 1, 2014.

The ICT Strategy will address the need to rebalance spend on ICT towards an "Invest to Transform" approach. Continued resource constraints over several years has resulted in an ICT spend profile where many organisations are in a situation where their spend is heavily weighted towards "keeping the lights on". There is a 'technology deficit' in many places across the Public Service and investment in ICT now needs to be focused on innovation and the modernisation of the ICT estate.

Improved analytics, the appropriate sharing of information between systems and the digitization of high volume transactional services will result in improved customer experience.

There needs to be a focus on continued standardisation, rationalisation and consolidation of ICT back-office systems. Data sharing needs to be adopted as a key principle in the drive to modernise service delivery and the increased use of self-service and a new digital approach to citizen engagement need to be adopted.

Following registration and authentication for the Public Services Card (PSC), which has been introduced to facilitate easier access to Government services, the PSC infrastructure will play a major role in supporting the appropriate linking of systems and the transfer of information to ensure citizens do not have to provide information already held somewhere else in the system. Over 500,000 Public Services Cards have been issued to date. The PSC is currently being used for Social Welfare payments and the Free Travel pass scheme. Over time, it will evolve to become the mechanism by which citizens can easily validate their entitlement to public services and the infrastructure that supports the Card will be used to support the delivery of a range of other services.

The Public Services Card (PSC) enables more rapid verification of an individual's identity, significantly reducing both the resources required to do so each time a member of the public applies for a public service and the time taken to process applications. For example, the Road Safety Authority and the Department of Social Protection are already working together to ensure that PSC registrations are shared with regard to the possible alignment of the PSC and driver licence registration processes.

In the short term, the Card will replace the function of the Social Security Card but over the medium term there are opportunities to introduce it in the form of a juvenile variant, a staff card with the potential to include biometric identification, a PIN mailer and the potential to use it for the provision of online authentication that will be needed to apply for certain services.

The key goal of the proposed Data Sharing and Governance Bill is to ensure that citizens are not asked for information time after time that is already held in other parts of the public service system.
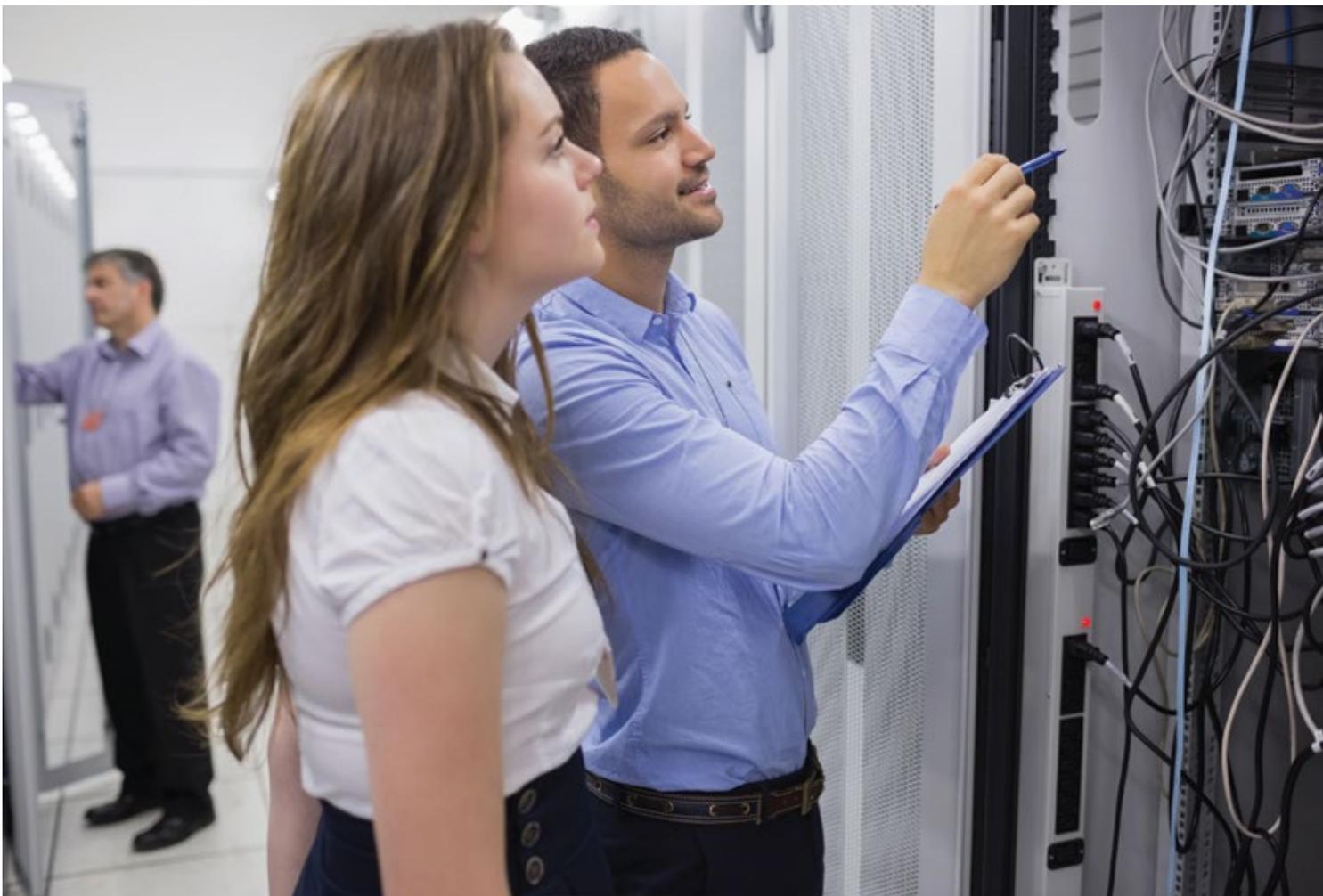
In the longer term, there will be opportunities to use it as an EU Residence Permit, Garda Age Card and within a range of other sectors where the need to verify and authenticate, and where an individual application for services is required.

The introduction of an Individual Health Identifier (IHI), as part of the eHealth Strategy, that can be linked to their PPS number across the Public Service Card Infrastructure will mean that patients should only be asked for their details once when admitted to hospital. The IHI will ensure that citizens' personal health information is much more accurate and up-to-date and that any required interventions are more timely than before. The introduction of an IHI under the eHealth Strategy will bridge the information gap between patient and practitioner and will enable remote diagnosis and prescription, and mean that patients have to spend less time travelling to more routine appointments. In addition, as personal information will be in electronic format, the information can travel with the patient.

The use of improved analytics and the appropriate sharing of information will improve customer experience. Service users will be able to transact once with Government across a growing range of digital services. Users will have a quicker experience when they apply for their driving licence, apply for benefits, enrol for classes or interact with the health service. In this regard, the key goal of the proposed Data Sharing and Governance Bill is to ensure that citizens are not asked for information time after time that is already held in other parts of the public service system.

Open data is seen as a major driver for improved transparency, accountability and performance of public services through more informed policy development. The availability of new and more easily affordable data analytics needs to be exploited by the Public Service as it strives to deliver improved performance and outcomes. Furthermore, the commercial value of open data needs to be exploited to foster a range of new and innovative businesses. A range of open data are already available that could be exploited commercially, including data available via Dublinked that provides pedestrian footfall in the city since 2007, data on the quality of bathing water at Fingal's beaches and data on the WiFi hotspots across the city.

Open data can also be used commercially to develop applications to reduce the cost of energy consumption in buildings, including public service offices, provide links between consumers who care about the things they buy and who they buy from, and even point companies towards specific opportunities to compete for limited Public Service spend.

The "Build to Share" principle of infrastructure sharing is well understood by Government and the Public Service. The introduction of a Government Cloud Network and the Government Cloud Services Catalogue needs to be accelerated in order to release cost and improve performance. A range of other shared information management service delivery platforms will be introduced, underpinned by an appropriate approach to identity management.

> The Revenue Commissioners have dramatically reduced the processing time for their PAYE Anytime customers by embedding real-time risk analytics and the Department of Social Protection have also trialled a similar approach designed to improve the response time for claims and reduce fraud.

The use of cloud-based services has had a fundamental and positive effect on the delivery of improved services and new business models within the private sector. In terms of the development of new born digital services, implementation of the Government's Cloud Computing Strategy and delivery of a Government Cloud Services Catalogue will accelerate uptake of Cloud services across the Public Service and support the focus on "design for digital".

The procurement of commodity ICT items will be consolidated under the Office of Government Procurement through the ICT Category Council, common licensing agreements will be established and single rate cards will become normal practice.

In Changing how the State provides its services, there is a need to radically change the relationship with the service user.

2.2.3 Improving customer experience

In changing how the State provides its services, there is a need to radically change the relationship with the service user. Engagement with the citizen and business customer must be real and meaningful if service delivery is to meet their needs, rather than a perception of those needs.

> A Standard Bank Account pilot project was completed in March 2013. Holding such an account will help to improve financial services for persons who do not currently have a bank account. The report on the pilot project was submitted to Government in December 2013. Following consultation with the relevant stakeholders, the roll-out nationally of a standard bank account will commence in early 2014, with a view to completing the roll-out by end September 2014.

Due to the nature of customers' interactions with public services, most citizen engagement and customer improvements tend to take place at an organisational level and this will be the focus for change.

Public Service organisations must ensure that their information and transactions are more accessible.

The standard of interaction between the State and the service user will be enhanced through the use of Customer Charters, supported by Customer Action Plans. Public Service organisations will also be asked to consult with their customer bases to identify areas where priority action is required to enhance service delivery.

> Examples of sectoral level customer service improvements are set out in Section 3 of this plan. These include, for example, the reduction of waiting times and the development of improved information systems for hospitals; giving parents a greater say in the type of primary schools available in their communities; better citizen engagement by local authorities; and enhanced integration in the justice sector to deliver a more seamless service for members of the public.

Public Service organisations must ensure that their information and transactions are more accessible. The Public Service must simplify the language that it uses when communicating with service users. There must be a stronger focus on, and a commitment to, the use of plain language right across the Public Service so that application forms and information are more easily understood, thus improving the experience of the customer and reducing the requirement for repeated contact. Alongside this, there must be a renewed focus on improving both internal and customer facing business processes. The use of business process improvement techniques should become even more widespread to eliminate unnecessary steps and bureaucracy for service users.

2.3 A Focus on Efficiency

Strong progress has already been made on reducing costs and enhancing productivity in the Public Service. There must now be a renewed focus on these and other areas to further reduce costs, with some particular priorities set out below.

2.3.1 The Cost of the Public Service and Productivity

The Public Service has been undergoing significant change and restructuring over the last number of years with a view to making it more effective and efficient in serving the needs of the citizen and the State. The improvement in effectiveness has been supported by a number of reform initiatives aimed at better service delivery models, while the improvements in efficiency have been driven primarily by the reducing number of employees and improving work practices, enabled by the Croke Park Agreement.

Public Service numbers have been reduced by over 30,000 from a peak of 320,000 in 2008, to under 290,000 - a reduction of almost 10% - with the Exchequer pay bill for the Public Service down some 17% in the same period.

As the Public Service pay bill approaches a more sustainable level, the strategic objective will be to give more flexibility at the operational level to better manage and prioritise staffing levels in response to demands for public services, while still maintaining tight control of the overall Exchequer public pay bill. The Moratorium on Recruitment and Promotion in the Public Service that served to drive down Public Service numbers was a necessary policy response to the fiscal crisis but it was never intended to be permanent. Under this Reform Plan, new delegated arrangements for the management of staffing resources, underpinned by strategic workforce planning, will be devised and rolled out on a phased basis.

The challenge is to embed a culture of continuous improvement in the way public services are delivered and staffed, one in which Public Service managers are focused on implementing change that will free up staff resources in one area for the benefit of improving service delivery elsewhere. The capacity to identify and reinvest such efficiency dividends will help sustain the reform agenda beyond the current fiscal crisis. This will require a more proactive and strategic staff resource management approach from public service managers.

The objective of this new approach is twofold: to contain the cost of delivering public services at affordable and sustainable levels over the medium term and to allow the Public Service to respond and adapt quickly to the needs of the citizen. These two objectives capture the core, underlying purpose of reform. Across the various different sectors of the Public Service – including health, education, local government and justice – reform will be about

delivering efficiencies and making savings that can be used to meet new or additional service demands. It will be about doing things differently, identifying outmoded or outdated processes, embracing technology and applying the efficiency dividend from this to expand and enhance services generally.

New delegated arrangements for the management of staffing resources, underpinned by strategic workforce planning, will be devised and rolled out on a phased basis.

Reform can free up trained Gardaí from administrative duties onto the front line. Similarly, in the health service it can focus on optimising the amount of time medical professionals spend with patients and minimising the administrative demands. These examples, and others of a similar nature, are not straightforward issues, but as an underlying principle of reform, they should be at the forefront of our ambitions.

People working in the Public Service deliver, at all hours of the day and night, vital public services that are of benefit to all of society. Public servants have made a significant contribution to the fiscal recovery of the State through a number of measures since 2009, which have helped to reduce the Public Service paybill from its peak of €17.5 billion in 2009, to an estimated €14.1 billion in 2013. In addition to the significant cost benefits, the Croke Park Agreement proved to be a key enabler of the achievement of major reforms and workplace changes, in a climate of industrial peace in which service delivery was maintained.

The Haddington Road Agreement now provides the basis for a further contribution of €1 billion from the Public Service pay and pensions bill to the fiscal recovery of the State. The Agreement is the largest productivity deal in the history of the State. It will be a key enabler of reform and improvement in the Public Service and will allow for the implementation of long term sustainable reforms and work place changes.

The Haddington Road Agreement now provides the basis for a further contribution of €1 billion from the Public Service pay and pensions bill.

In addition to delivering the significant reduction of €1 billion in the public service pay and pensions bill,

the measures of reform and changes in work practices contained in the Haddington Road Agreement also present an unprecedented opportunity to deliver major productivity gains right across the Public Service.

This will include ensuring that management can maintain and improve services against a backdrop of reduced staff numbers through the flexibility of revising roster arrangements to ensure that resources are matched to peak requirements. In addition, additional hours will be used to reduce the amount of paid overtime and agency costs required and in extending the opening hours of public offices and telephone services.

The Agreement provides for an additional 15 million working hours annually across all sectors of the Public Service, including 5.2 million additional hours in the health sector, 4.4 million in education, 3 million in the Civil Service, 1.5 million in local government and almost 0.5 million in An Garda Síochána. In order to harness the full potential of the additional hours under the Agreement, it will be essential that public service management develops innovative ways of utilising these additional hours.

The Agreement also provides for more effective arrangements to support redeployment of staff both on a cross-sectoral and geographical basis. This will enhance flexibility for the deployment of staff to areas of most need to ensure continued service delivery and to deal with work peaks as they arise so that a quality service to the public is maintained.

Significant progress has been made in restructuring the Public Service in recent years. Measures in the Agreement relating to workforce restructuring will allow for the streamlining of the Public Service to make it a leaner and more efficient organisation through the reductions of management numbers by increasing spans of control and grade rationalisation.

These measures will help to deliver long term sustainable change in the Public Service, which will stretch beyond the lifetime of the Agreement, ensuring that we have a modern, effective and streamlined Public Service which is fit for purpose and capable of delivering high quality services.

2.3.2 Shared Services

Shared services had been very underdeveloped both as a concept and business solution prior to the 2011 Public Service Reform Plan. Significant progress on both these fronts has been made. The strategic roadmap is being implemented in phases.

Over the next three years, shared service provision will expand across the Public Service.

In the case of the Civil Service, the HR and Pensions Shared Services Centre, PeoplePoint, is now operational; 17 Public Service organisations will transition to Payroll Shared Services in 2014; the Financial Management Shared Services project is moving to its next phase; and Learning and Development activities are in the process of undergoing baseline and business case scrutiny.

> PeoplePoint has been operational since March 2013 and is now serving over 15,000 employees across 13 organisations. Once the remaining Departments and bodies have transitioned and PeoplePoint becomes fully operational, serving 40 organisations, savings estimated at €12.5 million annually will be achieved, with a reduction of 17% in staff numbers in transactional HR.

In the wider Public Service, the education, health and local government sectors are progressing separate shared services strategies and programmes, albeit at different paces. The Shared Services strategy for the Health Sector includes commitments to assess the feasibility of national recruitment and pensions Shared Service Solutions, as well as to implement national payroll and finance systems. The Education Sector strategy includes commitments to progress a Payroll Shared Service for Education and Training Boards, as well as to assess other back office functions for Shared Services suitability. In the Local Government sector, work is underway to create Payroll Shared

Services and a feasibility study and business case will be prepared in relation to Accounts Payable. All sectors will develop performance measurement scorecards to track high level outcomes and key performance indicators that provide assurance on the performance of Shared Service Centres. In addition, new models for shared approaches that involve centralisation and clustering are being explored by agencies and non-commercial bodies.

> Laois County Council will commence provision of Shared Payroll and Superannuation services on behalf of all local authorities in 2014. Commencing in January 2014, all local authorities will transition to the new shared service in waves. When fully operational, the service is expected to generate annual savings of €4.3 million.

Over the next three years, shared service provision will expand across the Public Service. Other back office and more specialist functions will be assessed for shared services suitability. Investment in talent and people development will be important to meet the service quality, performance and cultural objectives of the centres. Established centres will look for more innovative ways to improve service quality as the competency of people working in Shared Service Centres increases. Ongoing investment in technological solutions will be required to drive greater effectiveness and innovation to fully realise the potential from shared services, even in a time where investment is restricted. This will be critical to deliver long term sustainable solutions.

A National Shared Services Office will be established, on an administrative basis initially. The office will provide shared services guidance on evidence-based decision-making for shared services and direction on shared service implementation. From 2017, when shared service centres are fully operational, the strategy will be to converge and consolidate transactional processing and include more specialised functions. New opportunities to operate on a cross-sectoral basis will be explored and implemented, where appropriate. Alternative and hybrid models of service delivery will be examined to leverage new channels and service delivery expertise. New models of co-ordination and co-governance may be required.

2.3.3 Public Procurement

Public Procurement Reform was identified by Government as a key programme within the original Public Service Reform Plan and a significant enabler of deficit reduction. The Chief Procurement Officer (CPO) was appointed in January 2013 and has developed a plan to restructure and modernise procurement across the Public Service in line with the recommendations made in an external review in the summer of 2012. The CPO's Implementation Plan was approved by Government in April 2013. This reform encompasses a restructuring of the procurement operational functions into a more centralised shared services model and encompasses Central Government, Health, Local Government, Education, Justice and Defence.

Procurement reform will enable significant savings by addressing common areas of spend across the Public Service in a holistic way.

> The Procurement Reform Programme is targeting savings of up to €500 million over a three year period on a 2012 baseline addressable spend of €6.6 billion per annum by introducing the new centre-led model. This will require Departments and Agencies to work creatively with the new procurement structures and potentially change how, what and how much they buy in order to deliver savings for the State. It will also be important that there is strong compliance with the new arrangements across the Public Service.

Savings will be achieved by critically assessing the opportunities in conjunction with the internal customer base through Category Councils. The opportunities will be pursued in three 'Sourcing Waves' over three years, each wave focusing on different areas

of spend. The prioritisation will be based on the estimated savings opportunity for a category of spend, contrasted with the effort to secure the savings. Projects to address these areas of spend will be assembled into a portfolio for the year, called a Sourcing Wave. Each project will have clear targets, deliverables, stakeholders and timeframes. Each Sourcing Wave will last approximately 9 to 12 months and the projects will differ from year to year.

The procurement opportunities will be pursued in three 'Sourcing Waves' over three years, each wave focusing on different areas of spend.

The work required by the customer base in examining demand and specification, seeking ways to reduce demand and harmonise specification, and supporting tendering processes is considerable; however, the payback in savings will be a multiple of the input costs.

The creation of the new Office of Government Procurement (OGP) required considerable restructuring of existing procurement organisations across the Public Service. The new office, which will support approximately 60% of spend, will number over 200 staff. The new office will be a professional procurement organisation with considerable focus on and investment in development, learning and qualification. Bringing together staff in such numbers from across the Public Service into one office is ground-breaking and requires the creation of a new way of working and establishing a new culture for the office. The new arrangements will need to be supported by ongoing strategic skills recruitment, staff training and development and systems investment.

The new Office of Government Procurement (OGP) will be a professional procurement organisation with considerable focus on and investment in development, learning and qualification.

The new procurement arrangements will need to be supported by appropriate systems. At this time, there is almost no procurement data in the Public Service and no consistent coding of materials and services procured. This limits the ability of sourcing teams to identify and categorise areas of spend, identify and categorise suppliers, and benchmark prices. This means that opportunity assessment is

severely limited. The programme will procure systems solutions to enable visibility of spend and in time, this will be codified. In addition, the programme will enable customers to buy goods and services through a single web-enabled marketplace capability, akin to any online shopping experience. The programme will also explore possible end-to-end Purchase to Pay systems, but the time, effort and cost to integrate such solutions across the many fragmented public service financial systems may inhibit the ability to provide such a solution.

In the medium to long term, it is likely that the new procurement model will mature and the techniques to derive savings will evolve from relatively simple procurement techniques such as volume aggregation, specification harmonisation, etc. to more sophisticated best-in-class approaches such as joint supplier cost reduction approaches, design-to-cost, gain-sharing, etc. This will require a continuing investment in staff up-skilling, market analysis and niche advisory services. The result will be a continuing return on this investment in terms of sustainable savings.

The OGP will seek to implement policies which will help strengthen the SME sector.

The procurement of goods and services will be more centralised than ever before and this will result in some pressures arising in the Small and Medium Enterprise (SME) sector. However, the OGP will seek to implement policies which will help strengthen the SME sector, enabling innovative businesses to win Government contracts at home and overseas.

Changes to policy on Government contracts for construction will help restore confidence and performance as the sector recovers. Finally, procurement policy will be used to support other Government policy considerations such as sustainability, social inclusion, disability, and e-enabling the economy.

It is expected that in the long term procurement will continue to develop as a key strategic lever for Government in the delivery of efficiency but also as a mechanism to influence socio-economic development.

2.3.4 Property Asset Management

Property is the second highest administrative cost in the Public Service after pay and pensions. The management of the State's property portfolio needs to reflect the substantial fall in staffing numbers in the Public Service, adopt more appropriate space norms and standards of fit-out and take account of the changes to service delivery models arising from reform initiatives such as increasing digitalisation and the roll-out of co-located and shared services. Reform of property asset management will deliver administrative savings and facilitate greater efficiency in the way the Public Service carries out its business.

Significant benefits can be realised if property asset managers across the Public Service collaborate to work towards the common purpose of delivering savings and improving the management and performance of the State's property portfolio.

The Government has agreed a range of measures to harvest the benefits of better property management and these are set out in *Accommodating Change – Measuring Success,* the Government's Property Asset Management Plan, which was published in July 2013. The actions contained in Accommodating Change will be delivered over the next two to three years and will be led by the Office of Public Works.

A capacity and capability review of the estate portfolio management function in the Office of Public Works (OPW) is underway and its recommendations will be used to strengthen the skills and organisational structures in the OPW needed to deliver *Accommodating Change.*

Reform of property asset management will deliver administrative savings and facilitate greater efficiency in the way the Public Service carries out its business.

In the medium to longer term, the Public Service must build on these reforms to further drive down property-related costs and facilitate changes to service delivery mechanisms in line with the other strategic objectives set out in this Reform Plan. This will require increased corporate awareness of the potential for sharing property assets between public service organisations, a greater focus on achieving high standards of energy efficiency in public service buildings and a more professional, coordinated and strategic approach to property management and decision making.

2.3.5 Public Expenditure Reforms

The Government has introduced a suite of reforms to the public expenditure framework. The aim of these reforms is to enhance public expenditure management in Ireland and to ensure that the public finances remain on a sustainable course into the future. While these reforms are challenging in that they restructure long-standing approaches to public financial reporting, they also establish a framework for effective and efficient expenditure management that will support better decision making and value for money.

The aim of these reforms is to enhance public expenditure management in Ireland and to ensure that they remain on a sustainable course into the future.

Over recent years, a number of significant reforms have been implemented. The introduction of multi-annual Ministerial Expenditure Ceilings that operate within the broader expenditure control context arising from the reforms of the EU Stability and Growth Pact provides clarity about the resources Departments will have available over a three-year period. This facilitates a more strategic approach to resource allocation by emphasising prioritisation of key services over reaction to day-to-day pressures. Revisions of the Public Spending Code are enhancing the management and control of public spending and ensuring that both current and capital expenditure are subject to rigorous value for money appraisals in advance of public money being spent.

The Irish Government Economic and Evaluation Service will enhance the capacity of the Civil Service to undertake evaluations of public expenditure, to provide economic analysis and to improve the analytical resources available in the design and formulation of policy.

The Performance Budgeting initiative has resulted in more timely and higher quality information being made available to support decision making and allows the Oireachtas and members of the public to more closely view the relationship between Government objectives, budgets, performance and outcomes. Following a successful pilot, *IrelandStat,* the citizen-focused Public Service performance information website is being extended to all Government Departments and Offices. This shows citizens and business customers what the Government has achieved, what it did in order to deliver on those achievements, what it cost and how Ireland compares with other countries.

The performance budgeting initiative focuses attention on what services were purchased with public resources and the impact of these services on individuals and society in general. The implementation of this initiative has resulted in the Annual Output Statements being replaced by:

- the inclusion of performance information in the Estimates documentation;
- the citizen-focused public service performance information website *Ireland Stat*; and
- the introduction of a 'whole of year' budgetary process whereby Dáil Committees are able to engage in constructive dialogue and input their views on which areas of spending should be prioritised.

The comprehensive reviews of both current and capital expenditure which will take place in 2014 are part of a suite of reforms to the budgetary architecture that were announced in the *Comprehensive Expenditure Report 2012-2014.* These reviews are part of the Government's multi-annual budgetary framework and are intended to be conducted approximately every three years to re-set the multi-year expenditure ceilings in line with emerging Government priorities, and informed by evaluations of expenditure programmes.

The introduction of a 'whole of year' budgetary process whereby Dáil Committees are able to engage in constructive dialogue and input their views on which areas of spending should be prioritised.

The new EU fiscal rules mean that for each Government in the Eurozone, growth in General Government Expenditure is linked to the potential real growth rate of the economy. These constraints mean that in order to better inform budgetary policy it is important to undertake regular whole-of-Public Service assessments of how efficiently public resources are being used to deliver effective public services.

2.4 A Focus on Openness, Transparency and Accountability

Since 2011, considerable progress has been made in implementing the Government's programme of legislative and political reforms. Alongside the continued implementation of this work, further opportunities for strengthening these reforms will be identified.

Since 2011, considerable progress has been made in implementing the Government's programme of legislative and political reforms.

2.4.1 Government Reform

The Government Reform Unit (GRU) of the Department of Public Expenditure and Reform will continue to focus on delivering open, transparent, accountable and ethical public governance arrangements in Ireland for both the operation of Government and the Public Service. The aim is to help re-build trust in Government and in the institutions of State and to promote a transparent, efficient and effective administrative system and public institutions.

The Government Reform programme will be underpinned by:

- introduction and implementation of lobbying regulation;
- enactment and implementation of a reformed Freedom of Information (FOI) Act and a new code of practice for FOI for public bodies;
- participation in the Open Government Partnership;
- enactment and implementation of legislation to protect Whistleblowers;
- the continuation of the comprehensive programme of Statute Law revision; and
- further strengthening of the ethical framework for office holders and public servants underpinned by legislation.

Robust and effective accountability systems are an essential characteristic of high-performing and high-reputation organisations.

Following the Programme for Government commitments to examine changes to the current legislative framework governing Civil Service accountability, the Department of Public Expenditure and Reform has published a consultation paper focused on options for strengthening Civil Service accountability and performance. Robust and effective accountability systems are an essential characteristic of high-performing and high-reputation organisations. In a complex, diverse and multi-faceted organisation such as the Civil Service where there is a unique interplay between the role of a Minister and that of the Civil Service, a comprehensive framework of who is accountable to whom for what is considered integral to more effective Civil Service performance.

Clearer accountability frameworks will support performance improvement, a clearer delineation of responsibilities, stronger systems for ownership of outputs and for securing robust and transparent performance measurement.

Critical to the success of the overall reform effort is the ability of the public to have access to information on the activities of Government. The reform of the Freedom of Information (FOI) legislation is one of the key measures aimed at ensuring that this access is secured to the greatest possible extent. The changes being introduced underpin efforts to rebuild public trust in the State and to enhance public governance through a significant strengthening of openness, transparency and accountability of government and public administration. In support of the legislative changes, a Code of Practice is being developed to assist all public bodies subject to the new Act to enhance their capacity and procedures for dealing effectively and efficiently with FOI requests.

In addition, participation in the Open Government Partnership provides an important international complement to national reform efforts as the Open Government Partnership provides an international platform for countries committed to making their governments more open, accountable, and responsive to citizens. Through the Open Government Partnership, governments and civil society groups can work together to develop and implement ambitious reforms.

Another major element of the reform programme is the comprehensive updating of the statutory framework governing standards in public office. A major project being progressed is the development of an integrated Ethics Bill which will consolidate, modernise and simplify the existing legislative framework. The end result will be a much improved anti-corruption system in relation to ethics matters, which will both control and regulate conflicts of interest in public life in Ireland.

The intention behind this suite of Government reforms is to strengthen the democratic role of individual citizens by enabling them to see more clearly how the institutions of the State operate and to ensure that their rights are protected in all their dealings with the State.

The public will be able to gain greater insights into the formulation of policy including identification of the sectors and organisations which seek to influence both Government and key public service decision makers. Citizens will be able to see more clearly how decisions are made, whether they relate to broad macro-economic or social issues or to decisions affecting the rights and entitlements of the individual, thus empowering them in contributing more effectively to the democratic process.

> The intention behind this suite of Government reforms is to strengthen the democratic role of individual citizens by enabling them to see more clearly how the institutions of the State operate and to ensure that their rights are protected in all their dealings with the State.

Improved public governance can make an important contribution to restoring Ireland's international reputation and underpinning the achievement of the economy's growth potential on a sustainable basis.

2.5 Leadership, Capability and Delivery

A strong emphasis on delivery and implementation was a central pillar of the first Reform Plan, published in 2011. This will continue under the new Reform Plan. Reform requires leadership at all levels to address the necessary change in culture and a workforce that is equipped to meet current and future challenges.

A Taskforce of civil servants from across Government Departments and Offices, working with Secretaries General, is leading a process to renew the vision and strategy for the Civil Service (see Section 3.1). The themes outlined below also form part of this programme of work and will be reflected and developed in that context.

2.5.1 Leadership

A high performing and accountable leadership cadre at the most senior levels of our Public Service is crucial in supporting economic recovery and driving effective delivery of services to the citizen. It is at the heart of successfully delivering on this Reform Plan.

Notwithstanding the high calibre of senior leaders, there is a need to strengthen the culture of driving, measuring and supporting high performance at senior levels in the Public Service. Future leaders must be highly resilient in meeting the challenges of a fast-paced environment, with strong implementation skills and a focus on collaboration and accountability. As a

consequence, we now need to develop a strong and systematic approach to defining clear expectations of performance and to measuring performance among the leadership cohort. The contractual framework for senior civil servants will also need to be examined.

A high performing leadership cadre at the most senior levels of our Public Service is crucial in supporting economic recovery and driving effective delivery of services to the citizen.

Senior leaders in the Civil Service are uniquely placed to support and enable wider change – assisting other Public Service sectors to achieve their objectives and progress reform. While high performance among individual leaders is crucial, it is equally important to ensure that there is real integration and collaborative working across the system.

In line with a commitment in the Programme for Government, the Senior Public Service (SPS) was established "to nurture the collaborative culture needed to tackle the biggest cross-cutting social and economic challenges", initially across the Civil Service and ultimately extending to the wider Public Service. This entails strengthening leadership and management capacity at an individual level, as well as developing leaders as a shared corporate resource for the system as a whole. Progress has been made in implementing the *SPS Leadership Development Strategy 2013-2015,* including in relation to initiating mobility at senior levels across the Civil Service.

Proposals to further strengthen mobility at Assistant Secretary level are being developed both as a means of broadening experience for senior managers and to ensure that a significant proportion of each Department's Management Board has experience at a senior level outside their current Department. A pilot programme for mobility at Principal Officer level will also be developed. In addition, under the Leadership Development Strategy, high performance coaching is being embedded as an accepted leadership development tool.

The Senior Public Service (SPS) was established "to nurture the collaborative culture needed to tackle the biggest cross-cutting social and economic challenges".

Notwithstanding progress made with the establishment of the Senior Public Service, the Civil and Public Service in Ireland is lagging in terms of best practice in the critical area of leadership development and talent management. The quality and calibre of top and senior level managers is one of the main determinants of the performance of the Public Service overall. The development of a structured, integrated and co-ordinated system for leadership development and talent management is an important priority for the future framework for human resource management the Public Service.

In addition, an updated competency model for the Assistant Secretary grade in the Civil Service has been agreed. This provides a strong basis for an integrated approach to recruitment, performance management and development at this level. In implementing the Strategy, there will also be a focus on extending initiatives, where appropriate, to the wider Public Service, as well as to the next generation of leaders within the Civil Service. Additional governance constraints within the current Civil Service system will also be addressed to fully exploit the potential for building a single unified high-performing leadership cadre.

2.5.2 Human Resource Management (HRM) Reforms

The delivery of significant reform necessitates a continuing strong focus on actions to optimise the utilisation of the Public Service workforce.

Progress made in the adoption of new ways of working and the reform of working practices achieve better and more efficient services with fewer resources. This requires a fundamental shift in how public servants work. Leaders and managers across the Public Service must have a clear sense of what needs to be achieved and they must have a strong focus on performance, delivery and results. Resources should be allocated where they will deliver the greatest return and value to the public from public resources.

Delivering 'more with less' on a sustainable basis can only be achieved through far-reaching reforms in the framework for the management of human resources in the Public Service. There must be a sustained focus on the greater realisation of the potential of the human capital embodied in the Public Service. Established, long-standing human resource policies and practices

must continue to be tested to ensure that they firmly underpin business and organisational requirements, as well as promoting substantial further human capital development.

Priority areas for review in this context under this Plan include:-

- grading structures - the case for flatter organisational structures facilitating, larger spans of management control and greater devolution of responsibility and accountability;

- recruitment - to maintain the shift towards more open recruitment, support the appropriate recruitment of specialist personnel where required and the elimination of restrictive recruitment practices which act as an impediment to ensuring that recruitment meets business requirements;

- mobility - enabling significantly greater mobility between public bodies to make best use of skills, expertise and experience readily available in the Public Service;

- performance management - existing performance management systems in the Civil and Public Service have been designed to reflect good practice standards but need to be implemented consistently by managers to ensure that a proper and realistic performance dialogue takes place at all levels; and

- training and development – it is essential that there is a detailed examination of how the effectiveness and efficiency of the Civil and Public Service in this area could be enhanced in light of the significant resources allocated to training and development activities.

Effective and sustainable reform in the above areas must be underpinned by a strong focus on human capital development through coherent and robust human resource policies. The Human Resource function (HR) has a key role to play in supporting leaders and managers across the Public Service in delivering on strategic organisational and cross-sectoral goals. HR plays a pivotal role in creating the skilled and talented workforce that is needed to deliver meaningful results that achieve better outcomes for society. HR will do this by identifying the skills and talents that we need in a modern Public Service, by investing in and developing these capabilities and creating systems that are geared towards high performance.

At the heart of the reform of HR will be a restructuring the way in which HR is delivered. Traditionally, HR in the Civil Service has been seen as an 'administrative function' rather than adding strategic value in Departments. In the Civil Service, significant steps have been taken towards enabling HR to play a more strategic role, in particular through the establishment of the HR Shared Service which has taken much transactional activity out of HR units. This structural change is a key milestone in the development of a HR Strategy and provides a platform for a more strategic role for HR in Departments and Offices.

There will be an intensification of the workforce planning process across the Civil Service to more closely align skills and competencies with emerging business needs.

There is a need to continue to enable HR units to operate more effectively through the simplification and consolidation of the HR policies to lead to efficiencies and more effective outcomes. There is also a requirement to develop HR skill and delivery through the professionalisation and mobility of HR personnel. This deep structural change which will enable HR units to operate more effectively is being supported by the development and refinement of central HR policies that will support and enable the retained HR function within Departments and Offices. The task is to develop a high performing workforce that possesses the range of competencies and skills to function more effectively in the more complex policy environment. There is also the imperative to address the very real demographic challenges facing the Civil and Public Service over the medium term.

In this context, there will be an acceleration of the workforce planning process across the Civil Service to more closely align skills and competencies with emerging business needs. Where clear gaps are identified in the skills and the range of competencies needed for effective delivery, there will be focused interventions in the area of learning and development for existing staff and new entrants. Roll-out of the new staff recruitment policy will continue over the medium term to address skills deficits and to help address the demographic deficit across the Civil Service. These new resources must be developed and supported to maximise the benefit to the Civil Service through talent management and succession planning policies and underpinned by integrated mobility policies across the Civil and Public Service. The objective is to have the right people in the right places to drive

innovation across the public administration in support of economic recovery and sustainability.

There is a need to work smarter and seek to design ways of working that meet 21st century requirements. The potential rigidities inherent in the current grading structure may act as a barrier to performance and innovation of existing staff and new entrants. More importantly, talent must be given the opportunity to grow and develop within the Civil Service, as part of an overall retention policy in the coming years. Detailed examination therefore needs to be given to actions to re-configure working methods to help de-layer the system and move closer to teaming and coordination models that fully exploit the available talent and support effective and efficient service delivery.

There is a need to work smarter and seek to design ways of working that meet 21st century requirements.

In developing a high performing workforce, it is critical that performance management systems are designed to support managers in getting the best from staff. There will be focus on the continuous improvement of performance management. Recent reforms such as the planned introduction of an electronic performance management system (ePMDS) in 2014 and the roll-out of calibration to the key Principal Officer and Assistant Principal Officer grade will be refined on the basis of experience and extended to other grades. A more rigorous performance management framework for senior civil servants will be critical to developing a high performance focus. In addition, maximising the impact of learning and development and feedback on performance will be important. In support of these changes, there needs to be investment and improvement in the skills of line managers.

A core element of building workforce capability is the effectiveness of a learning and development strategy. Ensuring that training and development is designed and delivered in a way that is clearly focused on and strongly supports the current and future need of the workforce will be central to reforms in HR.

The ambition for reform outlined in this section is primarily set in a Civil Service context but the key principles also must be applied in all other sectors.

2.5.3 Organisational Performance

Many of the commitments to reform set out throughout this plan will contribute to better performance at organisational level. This includes, for example, focusing more on outcomes, reduced duplication, better use of ICT, and HR and leadership reforms.

Organisational performance will also be enhanced through greater openness and accountability through the political reform programme and improved financial and budgetary information through the public expenditure reforms set out in this Reform Plan. Performance budgeting will ensure that there is greater transparency and scrutiny of performance and that resources are prioritised to ensure better outcomes.

> The publication of new Strategy Statements by all Departments and major Offices every three years will link sectoral outcomes to departmental and agency operational activities and will set the strategic ambition for Departments and Offices in the coming years.

There will be a continuing focus on improving efficiency and effectiveness at organisational level across the Public Service. This will be done in a number of ways. For example, there will be a strong focus on the use of business process improvement to streamline key processes and eliminate duplication. The greater use of shared services for back-office functions will allow organisations to focus on their core strategic priorities. There will also be better risk management by individual organisations and within major reform projects.

There will be a continuing focus on improving efficiency and effectiveness at organisational level.

The Programme for Government includes a commitment to increasing the delegation of budgets to local levels within the Public Service, subject to detailed plans and accountability arrangements. In this context, consideration will be given to new approaches to funding public bodies with an emphasis on devolving responsibility for budgets and other operational functions to local level. As set out in Section 2.3.1, new delegated arrangements for the management of staffing resources, underpinned by strategic workforce planning, will also be devised and rolled out on a phased basis.

2.5.4 Delivery of Reform

The delivery of the ambitious reforms set out in this plan will require a strong emphasis on implementation. Drawing on previous experience, this has been a key element of the 2011 Public Service Reform Plan and it is intended to maintain a focus on strong and effective programme management and governance

arrangements, both centrally and within each of the main sectors, in the next phase of reform. This will be led by the Cabinet Committee on Public Service Reform which will provide strategic direction and also hold senior managers to account for the delivery of this plan. Consideration will also be given to the potential for external involvement in the governance model.

> New Integrated Reform Delivery Plans for 2014 onwards will now be developed by all Departments and major Offices on foot of this new overall Reform Plan. These plans will set out how those organisations will implement the cross-cutting reforms set out in the overall plan, alongside sector-specific reforms and actions under the Haddington Road Agreement.

Leading the delivery of reform projects requires particular skill sets and many of the reforms set out in this plan require skills which are not always widely available. Key skills are required in change management, contract management, project management and a whole range of other areas. There must be a strong focus on upskilling, on the sharing of expertise and best practice on reform, and on learning the lessons from those projects that do not succeed. There will be a strong emphasis on the sharing of learning across organisations including through a range of networks on reform themes such as business process improvement, customer service, shared services, etc. The Reform Office web portal will be used as a mechanism to share tools and best practice guides within the system.

Strong leadership of the reform programme, at political and administrative levels, will be essential to achieve the necessary cultural change. Greater emphasis will be placed on how the Public Service communicates, both internally and externally. Staff must be provided with the information they need on how cross-cutting and organisation / sector specific change will impact on them, as well as the role that they can play in delivering reform in their own organisations. Managers will play an important role in this process and need to develop their competence, as well as putting in place the structures and processes necessary to ensure the input and involvement of staff in the reform process.

Having considered the strategic direction of reform in some key cross-cutting areas in the period to 2020, Section 3 addresses some priority sectoral reforms in the main sectors of the Public Service.

3. High Level Sectoral Reform Priorities

Introduction

The Public Service exists to support the three branches of the State – the Executive, the Legislature and the Judiciary – to fulfil their mandate, which is to serve the people of Ireland.

This mandate is extensive and far-reaching and, accordingly, the Irish Public Service performs a diverse range of functions and includes the Civil Service; the Health Sector; the Education and Training Sector; the Local Authorities; An Garda Síochána, the Prison Service, the Courts Service and other areas of the Justice Sector; the Defence Forces; and the Non-Commercial State Agencies.

Public servants range from teachers, nurses, hospital clinicians, fire officers, town planners and social welfare officers, to members of the Defence Forces, Gardaí, engineers, inspectors of taxes, civil servants involved in frontline service delivery and strategic planning, lecturers, economic regulators, veterinary surgeons and prison officers.

There are currently under 290,000 people employed in the Public Service, which has been reduced from a peak of 320,000 in 2008. A chart setting out employees by sector can be seen below.

Sectoral Reform is a key element of the overall framework for Public Service Reform as set out in Section 1.2. In this section, some of the key sectoral reform priorities for the main sectors of the Public Service are outlined at a high level.

The sectoral priorities, when considered alongside the cross-cutting strategic reforms set out in this document, comprise the main elements of reform being pursued across the Public Service. The delivery of these priorities is led by the relevant Ministers and their Departments.

Public Service Employees

100,200 Health Sector

10,300 Non-Commercial State Agencies

28,100 Local Authorities

13,100 An Garda Síochána

Total 288,800

36,400 Civil Service

9,800 Defence Sector

90,900 Education and Training Sector
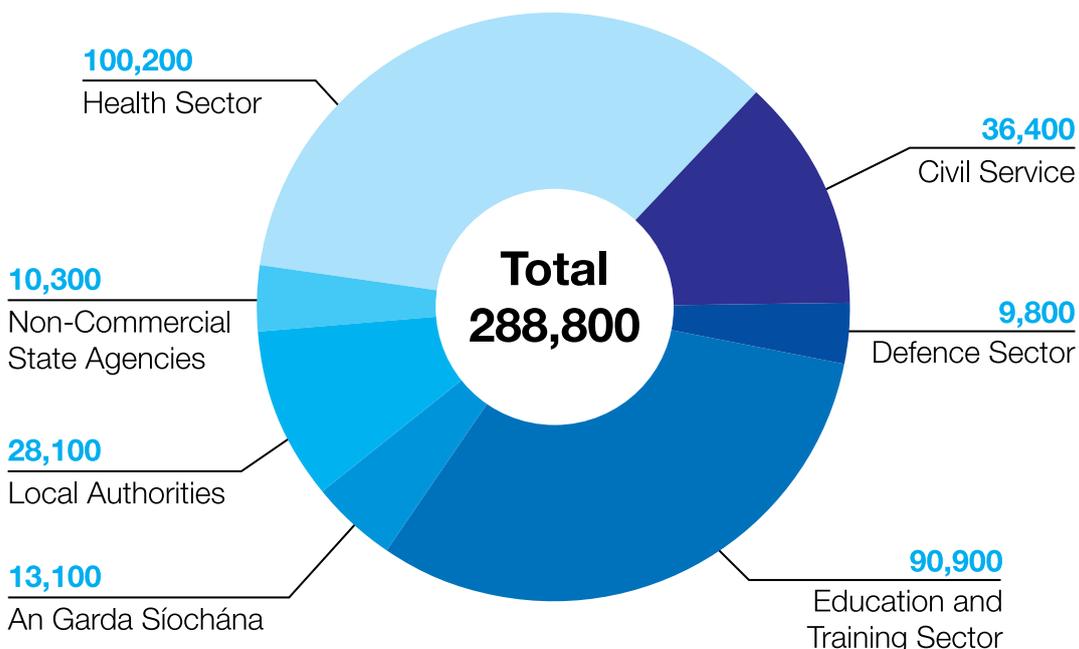
Source: Department of Public Expenditure and Reform, number of serving staff as at Q3 2013.

3.1 Civil Service

Each year, the Civil Service makes a vital contribution to modern Irish life: advising the Government on complex economic and social challenges; implementing major policies and programmes; overseeing, inspecting and regulating services; representing Ireland's interests abroad; and delivering critical public services which people rely on each day.

Although the Civil Service forms a small part of the wider Public Service, its central role means that it is uniquely placed to drive and enable wider change – assisting all parts of the Public Service to achieve their objectives, progress reform and deliver outcomes that impact on the ground.

Like any organisation, the Civil Service must continually adapt to the environment it is working within to deal with new challenges and to ensure it is responding to the needs of a rapidly changing society. Many significant steps have already been taken to improve how the Civil Service operates, including a range of sectoral, departmental and cross-cutting reforms.[1]

This period of change has highlighted the strengths and values of the Civil Service – integrity, impartiality, fairness' – but also remaining areas for improvement – for example, embedding a focus on implementation and outcomes; maintaining a clear sight on customer needs; expanding professional expertise in key areas (HR, Finance, ICT, change management); strengthening organisational performance and measurement; and ensuring cost-effective delivery.[2] It has also highlighted the need for a strategic vision for the Civil Service – that can set a practical path for the future, building on the progress that has already been achieved.

To address this, a process to renew the vision and strategy for the Civil Service commenced in 2013 to ensure that the Civil Service as a whole has the capacity and capability required to meet the increasing demands and pressures facing the organisation and those that work within it.

A Taskforce of civil servants from across Government Departments and Offices, working with Secretaries General, is leading this process to develop a shared, practical and motivating vision for the future of the Civil Service, underpinned by clear actions to achieve it. Since commencing, the Civil Service Renewal Programme has hosted a range of open, honest and practical conversations about the future of the Civil Service and will continue to do so throughout 2014 - online and in offices around the country.

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1   See Second Progress Report on the Public Service Reform Plan (January 2014)

2   The Organisational Review Programme between 2008 and 2011 identified significant Civil Service wide challenges. See www.orp.ie/publications for more details.

1.7 million
welfare claims awarded in 2012

1,324,660
payments, totalling **€36 billion**, made via the Revenue Online Service in 2012

ÉIRE IRELAND
Pas Passport

Over **630,000** passports issued in 2012;

67% made via Passport Express

94% of payments by Government Departments paid to suppliers within 15 days

15

120,000
applications processed under the 2012 Single Farm Payment Scheme (50% online)

1,000,000
pieces of paper eliminated by new electronic Revenue Contracts Tax system

The programme will build on the existing strengths of the Civil Service while also targeting current challenges, for example: clarifying the role of the Civil Service into the future; ensuring effective 'whole-of-Government' working; building expertise, skills and capabilities; and strengthening organisational performance.

The renewal process will be open and inclusive – seeking views and ideas from a range of internal and external perspectives, in particular Civil Service staff, on tangible changes that can make a real and positive difference, so that the Civil Service has the capacity and capability it requires to meet Ireland's needs in the years ahead.

In 2014, following a continued process of deliberation, consultation and engagement, an integrated vision and strategy for the Civil Service that outlines specific actions will be developed and will form a key strand of the Public Service Reform Programme.

Civil Service Employees

11,600
Other Departments/
Offices

6,700
Social
Protection

3,200
Agriculture,
Food & Marine

36,400

5,800
Revenue

9,100[3]
Justice & Equality
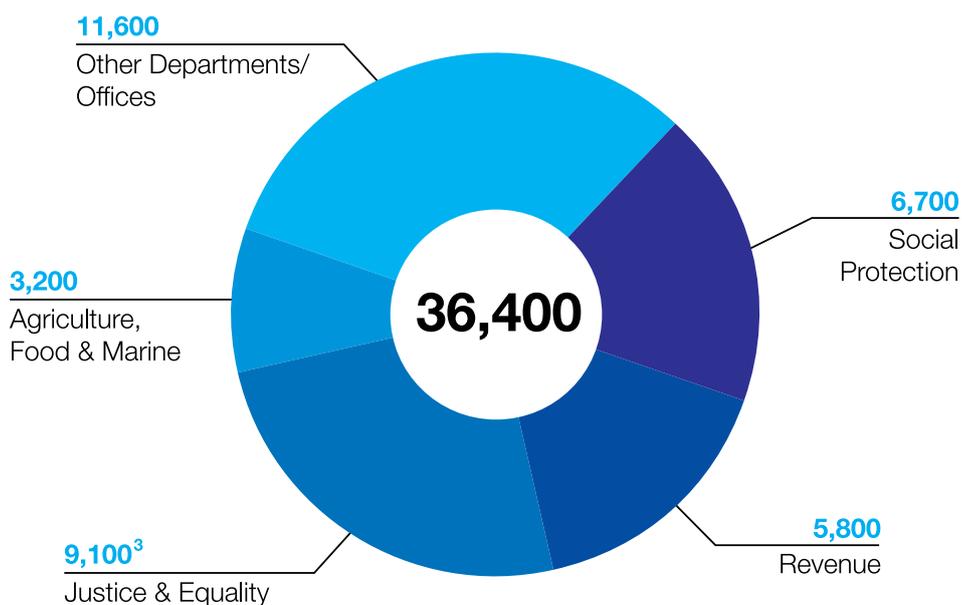
Source: Department of Public Expenditure and Reform, number of serving staff as at Q3 2013.

[3] This includes the Irish Prison Service, the Courts Service, the Probation Service, the Irish Naturalisation and Immigration Service and Garda Civilians

3.2 Health Sector

The centre of the Government's health reform programme is the creation of a single-tier health service, which is supported by a scheme of Universal Health Insurance (UHI). The Government set out the framework for delivering these reforms in its document "*Future Health: A Strategic Framework for Reform of the Health Service 2012-2016*", which was published in November 2012. *Future Health* represents the single most fundamental reform of the health services in the history of the State. It sets out the main building blocks to achieve these reforms which are aimed at restructuring how health services are delivered across primary, community and hospital sectors.

The challenge of ensuring that these reforms are implemented successfully and on target is immense, specifically when considering the need to reduce costs and at the same time deal with increased demands for public services. The financial pressures on the health system make it even more important that comprehensive health reform is introduced. Only in this way can the services people need be delivered, even as the available financial resources diminish. The Health Reform Plan however is fundamentally changing the health service for the better.

One of the key reforms is the development of eHealth, which is about the transfer of health resources and health care by electronic means, including health information, education and training and health management. The use of eHealth will result in greater efficiencies, savings and improved patient care through faster and better diagnosis.

The *Future Health* programme is built on four key interdependent pillars of reform:

| i | **Health and wellbeing:** to keep the population healthy rather than just simply treating ill people; |

| ii | **Service reform:** to deliver a new, less hospital focused model of care, which treats patients safely, at the right time, with value for money, with the right service and as close to home as possible. An example of this is how the HSE is working with organisations such as the Genio Trust, a registered charity, to develop new ways of providing services to people in the community, such as people with dementia. It is proposed to expand these projects to include hospitals. The lessons learned will be applied more broadly to the development of health services.

The priority objective is to enable people to age with confidence, security and dignity in their own homes and communities for as long as possible. The Department of Health is currently reviewing the Fair Deal scheme with a view to removing barriers to patients and providing more

1.8m people

(40% of the population) covered by a medical card

Since 1983 life expectancy has increased from **73 to 80**

100,000 + public servants employed in the health sector
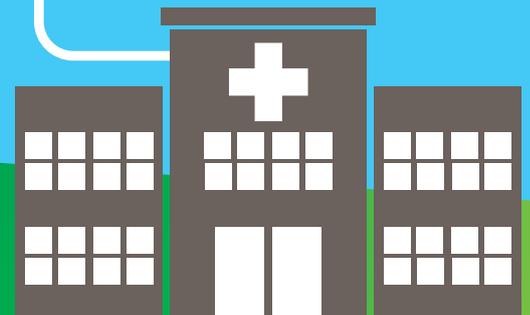
1.1 million people received emergency care in 2012; over 380,000 were emergency admissions

603,911 people received in-patient treatment and

826,825 received day care treatment in 2012

70,520 babies born in our hospitals during 2012

financial support for home care so that more patients can be maintained in their homes and communities. The Positive Ageing Strategy will support people in maintaining their physical health and wellbeing;

iii **Structural reform:** to implement the steps, including the necessary legal and structural changes to the health system, that will be required to fundamentally shift the model of public health care from a tax-funded system to combination of UHI and tax funding; and

iv **Financial reform:** to ensure that the financing system is based on incentives that are aligned to fairness and efficiency, while reducing costs, improving control and delivering better quality.

Services will be located in order to maximise skills and expertise and to ensure the provision of high quality and safe patient care, appropriate to each hospital.

In order to deliver on these reforms, the key priorities for the health sector in the short to medium term are:

i **Performance improvement:** to drive improvements in unscheduled care targets and hospital outpatient performance; to reduce maximum waiting times; and develop better information systems, including the unscheduled care information system for hospitals. There are now fewer patients waiting on trolleys in Emergency Departments than in previous years. Work is also continuing to reduce waiting times for adults, children and outpatients;

ii **Hospital groups:** in order to progress implementation of the recommendations of the Hospital Groups report[1] and the Smaller Hospitals Framework[2], the Department of Health is developing policies to guide overall hospital services reorganisation to ensure a coherent approach to progress hospital group implementation, aimed at achieving the best hospital service nationally. Hospital

1 The Establishment of Hospital groups as a transition to Independent Hospital trusts, published May 2013

2 Securing the Future of Smaller Hospitals: A framework for Development, published May 2013

Groups will provide a more efficient and effective range of health services to the people in their area. Services will be located in order to maximise skills and expertise and to ensure the provision of high quality and safe patient care, appropriate to each hospital.

The hospital groups will facilitate cooperation between academia and industry and will support innovation and collaboration with hospitals to benefit patients in tangible ways such as e-prescribing and enhanced connectivity of patients to their clinicians and their service providers;

iii **Primary care:** access to a universal GP service will be commenced by providing all children aged 5 and under with access to a GP service without fees. Work will continue on the development of options for the provision of a GP service without fees to the entire population by early 2016 as a step towards the introduction of Universal Health Insurance. Since 2011, the Government has progressed 34 Primary Care Centres and a further 12 are approved for building. This infrastructure will have a significant impact on the ability of the primary care system to deliver services nearer to people's own homes. As resources permit, this network will be expanded.

Medicines management is being given a high priority. Driving down the cost of medicines is a key priority objective. The top 20 medicines, based on cost, will be a key focus and will reduce prices by between 30–70%;

iv **Universal Health Insurance and Money Follows the Patient:** intensive work is continuing on preparing the private health insurance market for UHI and on the many elements that will combine to form a new system of UHI. Work is well advanced on a White Paper on UHI to be published early in 2014.

The traditional funding model based on outturns and budget projections will be phased out and in future, budget allocations will follow the actual care being provided to patients, subject to budgetary limits. The Department of Health and HSE have worked closely to ensure that phased implementation of Money Follows the Patient commenced in January 2014. The new funding model will mean that

hospitals will be funded on the basis of the agreed level of services they provide and the number of patients that they treat. Budgetary discipline will be delivered under the new system through the use of fixed budgets for MFTP activity;

v **Patient safety and quality:** the Minister for Health intends that the Patient Safety Agency will be established on an administrative basis, initially within the HSE structures, in 2014. A licensing system for public and private health service providers will also be developed. These will deliver higher quality and safer services for all patients and staff; and

vi **Health and Wellbeing:** "Healthy Ireland" is the national framework for action to improve the health and wellbeing of our country over the coming generation. Healthy Ireland takes a "whole-of-Government" and "whole-of-society" approach to improving health and wellbeing. The vision is for a Healthy Ireland, where everyone can enjoy physical and mental health and wellbeing to their full potential, where wellbeing is valued and supported at every level of society and is everyone's responsibility.

These reforms will create a fundamentally different model of healthcare that will improve health and wellbeing and provide faster, fairer access to hospital care; free access to GP care for everyone; and better management of chronic illness. These reforms will lead to more people being cared for in their own homes; improved quality and safety; and greater affordability of healthcare.

Investment in Health 2013
Summary of current investment by division

Nursing Homes Support Scheme (Fair Deal) **€998m**

Older People **€392m**

Primary Care & Medical Card Schemes **€2,962m**

Palliative Care **€72m**

Social Inclusion **€114m**

Mental Health **€733m**

Disability **€1,535m**

Children & Families **€541m**

€12bn

Multi-Care Groups **€477m**

Acute Hospital Services **€4,117m**

Other Departments **€77m**
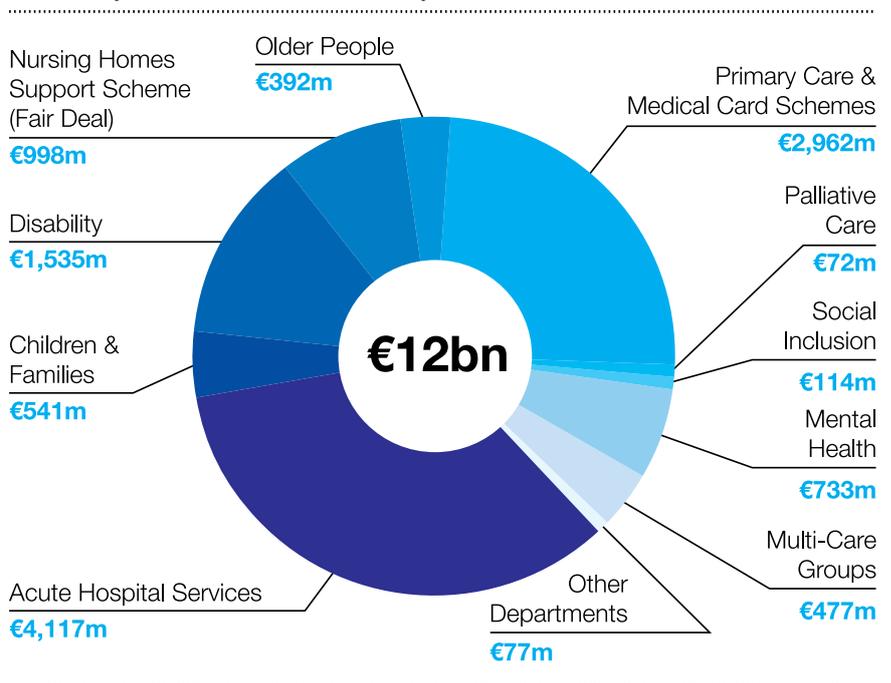
3.3 Education and Training Sector

Improving the quality of Ireland's education and training system is central to the Government's commitment in the Programme for Government to build a knowledge society and drive sustainable economic growth.

International benchmarks show that, while Ireland performs well in some areas, it can do better. There is also a significant challenge, at a time of reducing financial resources, in meeting the needs of an increasing population. Enrolments in schools and at third level have risen substantially in recent years and, according to demographic projections, will continue to rise between now and 2024.

An extensive programme of reform, including the most comprehensive programme of legislative reform in over a decade, is underway across the sector, concentrated on four key themes:

i **Learning for life:** to provide all learners with the knowledge and skills they need to participate fully in society and the economy by means of a system of education and training that enables learners to learn how to learn;

ii **Improving quality and accountability:** to deliver high quality education and training experiences for everyone and improve accountability for educational outcomes across the system including reporting to parents and the school community;

iii **Supporting inclusion and diversity:** to welcome and meaningfully include learners with disabilities and special educational needs and those with language, cultural and social differences and support disadvantaged learners; and

iv **Building the right systems and infrastructure:** to make the best use of available resources to create a modern, flexible education and training system. This means ensuring there are sufficient school places as the school-going population increases, implementing structural and legislative reform to support effective service delivery and making the best use of technology to deliver efficient and effective services.

1,060,000+ Full-time learners

47% of 25-34 year olds have obtained tertiary education (4th in OECD)

164,000 students in full-time 3rd level education

270,000 further education and training places available

Over **55,000** teachers educating **855,000** young people in over 4,000 schools

10,000+ special needs assistants supporting children with special needs

67,000+ pre-school children

The key priorities for improved service delivery and sectoral reform in the short to medium term are:

i **Literacy and numeracy:** increasing the time spent on reading, writing and mathematics in primary schools, changing the school curriculum and changing how teachers are trained to achieve the 2020 improvement targets contained in the National Literacy and Numeracy Strategy[1];

The new mathematics curriculum – Project Maths – is being rolled out to all second level schools

ii **New framework for Junior Cycle:** a major programme of reform is underway to embed the skills of literacy and numeracy and six key life skills – Managing Myself; Staying Well; Communicating; Being Creative; Working With Others; and Managing Information and Thinking in the new Junior Cycle curriculum from 2014;

iii **Choice and equity:** giving parents a greater say in the type of primary schools available in their communities and involving them in decision-making on the patronage of new primary and second level schools. A draft regulatory framework to ensure greater fairness, equity and transparency in school enrolment practices has been published and is currently the subject of consultation;

iv **Improving the transition from school to higher education:** working with key stakeholders to address problem areas that impact on students as they move from school to higher education, including reducing the pressure of the points system, too much specialisation in the first year of higher education and grading and problematic predictability of the Leaving Certificate;

A primary learner database is being developed to collect data on each child as they progress through primary school.

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1 "Literacy and Numeracy for Learning and Life. The National Strategy to Improve Literacy and Numeracy among Children and Young People 2011-2020".

v **Implementing the Higher Education Strategy to 2030:[2]** a major reform programme is being advanced in line with the Higher Education Strategy, to improve the quality of the experience of students, to improve the quality of the outcomes from the system and to enhance accountability and the efficient use of resources. This includes a reorganisation of the higher education sector which will see consolidation of institutes of technology, with merged institutes being given the opportunity to apply for designation as technological universities, the providers of teacher education reduced from 19 to 6 and the development of regional clusters of universities and institutes. Furthermore, a new performance framework for higher education is now in place and the Higher Education Authority (HEA) will report to the Minister on the performance of the system in meeting these targets on an annual basis. The HEA will enter into agreements with each of the institutions to set out their contribution to national objectives and the metrics by which their performance will be assessed;

A review of apprenticeships will identify reforms to ensure that newly qualified apprentices are well placed to secure paid employment after their training ends, with the system becoming more closely aligned with labour market needs.

vi **Integration of the further education and training sectors:** SOLAS, the new further education and training agency, has been established and the transfer of responsibility for training to the 16 new Education and Training Boards, created from what were formerly 33 Vocational Education Committees, has begun and will be completed in 2014; and

vii **Targeted education and training initiatives:** As part of the Government's Action Plan for Jobs and Pathways to Work, the Department of Education and Skills will continue to develop high quality education and training to support unemployed people to return to employment by accessing reskilling

and upskilling opportunities appropriate to their needs. The new "Skills Plus" brand is a coordinated approach to presenting the range of enterprise-focused targeted education and programmes available to jobseekers. As one of its first tasks, SOLAS is developing a Further Education and Training (FET) Strategy, which will take account of the FET review recently completed by the National Economic and Social Council.

All second level schools will have high speed broadband installed by the end of 2014.

Implementation of these reforms will deliver a range of benefits for Ireland and for all those who engage in education and training. A well-educated, skilled and motivated population will contribute to economic progress and to the creation of a more equitable society and will enhance Ireland's reputation among the family of nations. Individual learners will be enabled and empowered to reach their full potential and improve their life chances for the benefit of themselves, their families and society at large.

Investment in Education 2013

1st Level Education
€3,342m

National Educational Psychological Service
€18m

2nd Level Education
€2,799m

€8.5bn

School Building Programme
€357m

Third level and other capital
€54.7m

Higher Education
€1,511.8m

Department Administration and School Inspectorate
€71m

Skills Development [3]
€371m
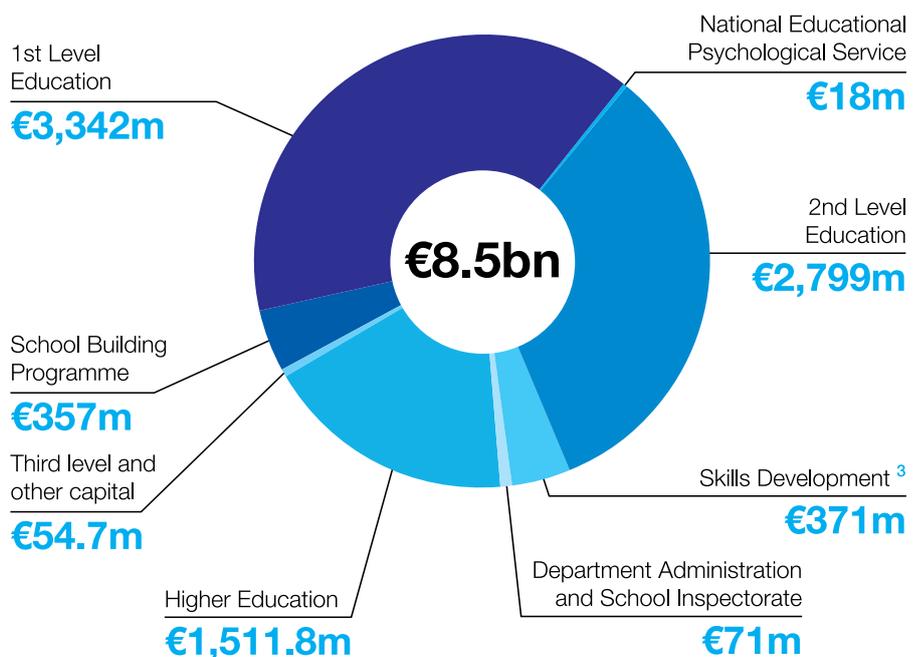
[3] In addition to this €371m, an additional provision of €362 million is provided from the National Training Fund which is allocated to organisations that operate schemes to raise the skills of those in employment as well as providing training for those who wish to acquire skills for the purpose of taking up employment.

[2] *"National Strategy for Higher Education to 2030",* published January 2011.

3.4 Local Government

The future of local government reform is set out in *Putting People First,* the Government's Action Programme for Effective Local Government, and involves the most fundamental set of changes to local government in Ireland since the 19th century. The Local Government Reform Bill, 2013 is progressing through the Houses of the Oireachtas, with its enactment planned for early 2014, in order to give legislative effect to proposals set out in *Putting People First.*

Putting People First is based around four key principles:

i **Doing more for the economy, enterprise and the local community:** the role of local government will be strengthened with a wider range of suitable functions. Local government will have a greater role in supporting enterprise and promoting wider economic development, thereby sustaining and creating jobs. The potential of local government to play a leadership and coordination role locally will be explored, building on its role in developing sustainable communities; for example, in relation to sectors such as education, health and welfare;

ii **Building a local government system for the 21st century:** to support a stronger local government, the architecture of the system must be reflective of modern day realities and be capable of advancing the objectives of operational efficiency and representational effectiveness. Local government will have a central role in the oversight and planning of local and community development programmes. A programme of devolution of specific functions and delegation of greater responsibility will be implemented;

iii **Local government that is soundly funded, working better and serving the community:** a rigorous programme of efficiency measures, organisational streamlining and robust performance evaluation will ensure that local government is organised and operates as efficiently as possible, achieves the highest standards of performance and provides the best quality of service to the public; and

iv **Good governance, strong leadership and democratic accountability:** to strengthen and clarify governance and related aspects of the local government system, including oversight, accountability, policy development, ethics and citizen engagement, and the status and role of elected councils and their executives.

999

100,000
annual calls answered

Fire Services mobilised to incidents

56,000

1.7m
cubic metres of water supplied by local authorities every day

130,000
social houses

51% online

4.6m

Motor Tax transactions

93,000km
of roads managed by Local authorities

94% of total national road network
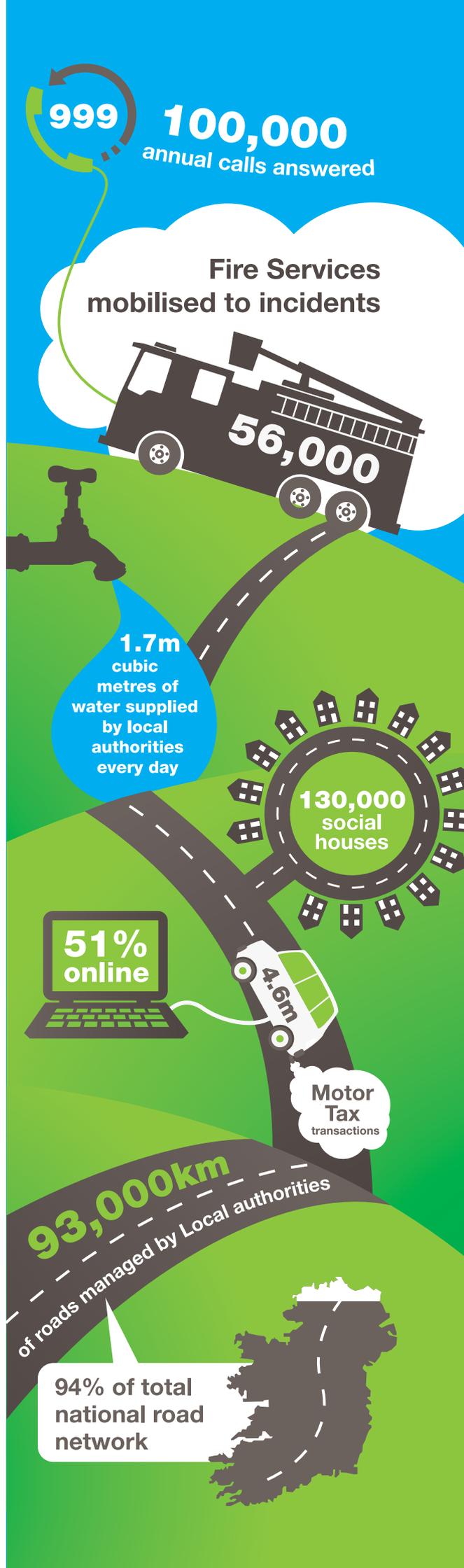
The key short to medium term priorities for the reform of local government are:

i **Structural reform:** by mid-2014, organisational rationalisation will involve a reduction in the number of Councillors from over 1,600 to some 950, and replacement of 114 local authorities with 31 integrated authorities organised on the basis of municipal districts within counties. The amalgamation of councils in Limerick, Tipperary and Waterford will be completed and the number of Regional Authorities/Assemblies will be reduced;

The Local Government Sector currently employs 28,100 staff. Staff numbers have reduced by 25% since 2008.

ii **Economic development and job creation:** local authorities will be more focused on supporting economic development at a local level. By Q2 2014, Local Enterprise Offices will be created in each county and city council with the integration of existing Business Support Units and County Enterprise Boards. Local Community Development Committees will be established in early 2014, and will provide local authorities with a more central role in the co-ordination, oversight, management and planning of local and community development programming on a local area basis;

iii **Funding:** The Local Property Tax, which replaces the Household Charge and the Non Principal Private Residence Charge, will provide a more sustainable and resilient system of funding for local authorities and therefore a sounder financial footing for the provision of essential local services;

iv **Delivering services efficiently:** an active Shared Services programme is underway, with Shared Service Payroll/Superannuation going live early in 2014 and phased sharing of other back office business areas alongside structural change. Workforce Planning is well advanced, a voluntary redundancy scheme is available in the sector, and a sectoral Procurement Office is working with the new central structures to deliver further procurement savings. The net result of these changes will be to release resources – human and financial – for the provision of necessary front-line services in local areas;

There are 133 Civic Amenity Sites (recycling centres) and 1,900 bring bank facilities. There are also 300 Litter Wardens employed; 73.6% of areas surveyed for litter were unpolluted or only slightly polluted.

Local Authority Budgets 2013
Summary of current investment by division

€4.2bn

€270m Development Management

€161m Agriculture, Education, Health and Welfare

€830m Road Transportation and Safety

€369m Recreation and Amenity

€433m Miscellaneous Services

€644m Environmental Services

€711m Water Services

€763m Housing and Building
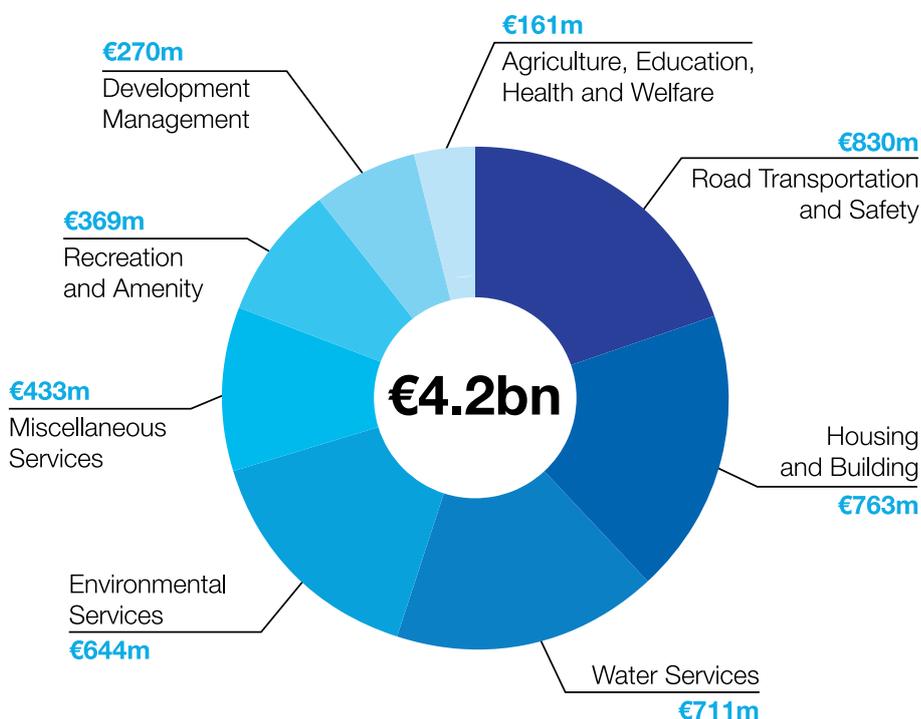
v **Irish Water:** Irish Water is being established as an independent State-owned enterprise within the Bord Gáis Éireann Group, with full transition to be achieved by 2017. A sustainable funding model, including water charges for domestic users, based on usage, which will be in place by the end of 2014, will facilitate enhanced investment in water services as well as a greater focus on water conservation; and

vi **Accountability:** a National Oversight and Audit Commission for Local Government (NOAC) will be established on a statutory basis after enactment of the enabling legislation, which is progressing through the Houses of the Oireachtas, with its enactment planned for early 2014. The NOAC will provide an independent, high quality scrutiny of local government performance in fulfilling national, regional and local mandates. The reports of the NOAC will be public and will be provided to the Minister and where appropriate, to other Ministers, and to the relevant Joint Oireachtas Committees.

The Local Government Reform Bill published in October 2013 represents the most far reaching transformation of Local Government in the past century.

The outcome of these reforms will be to create a local government system that is fit for purpose and makes full use of its resources, capacity and potential to play as wide a role as possible in public service and administration, not only in the service areas that have been the sector's main focus but also in contributing to national recovery and economic growth.

3.5 Justice and Equality Sector

Making Ireland a safer and fairer place to live and work is the central aim of the Government's commitments in the Programme for Government to deliver reform across all elements of the Justice and Equality sector.

The remit of the Justice family of agencies and services stretches across a range of human concerns and touches on aspects of national life as diverse as the protection of life and property; the prevention and detection of crime; the operation of the probation, youth justice and prison services; the maintenance and promotion of fairness and equality; the provision of services for the buying and selling of property; the management of inward migration to the State; and providing a Courts Service and other forms of investigative tribunals.

Reform is needed in the Justice and Equality sector so that it will continue to have the capacity to deliver services with maximum efficiency and effectiveness and be able to respond to the challenges facing it in the future in the context of emerging demographic and social changes and significantly reduced budgets.

To address this, the Minister for Justice and Equality is driving the implementation of an ambitious system-wide reform programme, informed by the key principles that:

i   the citizen and service user must be the key focus;

ii   value for money is paramount;

iii   the use of ICT is optimised; and

iv   shared services and common approaches are utilised wherever advantageous.

Under this programme, which is underpinned by a very significant programme of legislative reform, the organisations across the sector are reforming their models of service delivery, in partnership with each other, concentrating on the front-line and working together in new ways to prevent crime, reduce re-offending, enable more secure communities, advance the security of the State, achieve a more equitable and inclusive society and fair, effective, efficient and accessible justice systems.

CONFERRED WITH CITIZENSHIP
25,000
2012

Over 13,000
Gardaí working with communities to protect and serve

GARDA

17,026
offenders dealt with through the prison system in 2012

15,080
offenders dealt with in the community in 2012

393,733
Criminal

253,522
Civil

647,255
matters before the courts in 2012

2.9 million
online Land Registry transactions in 2012

The key reform priorities for the sector in the short to medium term are:

i   **Tackling Crime:** a White Paper on Crime (incorporating a National Anti-Crime Strategy), to be published in 2014, outlines a strategy and sets priorities to tackle crime in the period to 2018. The Department will work towards improving the coordination of activities and processes across the criminal justice system in order to use resources to best effect and to get the best outcomes for members of the public and victims. A Criminal Justice Strategic Committee will be established to support integration in the context of this strategy in 2014;

The Prison Service is working closely with the Courts Service to develop more efficient operating models, including the increased use of video link technology.

ii   **Integrated Justice System:** initiatives to achieve more integrated, efficient and cost effective service delivery and better outcomes are underway and will continue over the period of this Reform Plan. An Garda Síochána are working closely with partner agencies on a range of public safety, crime prevention, youth diversion, and child protection projects, amongst others. The Prison Service and the Probation Service have launched a joint strategy aimed at helping prisoners reduce their risk of reoffending and make a positive contribution to their communities. The Prison Service is working closely with the Courts Service to develop more efficient operating models, including the increased use of video link technology, which will be supported by new legislation;

iii **Fairness and equality:** integration of the Equality Authority and Human Rights Commission on an administrative basis to establish the new Irish Human Rights and Equality Commission (IHREC) has commenced, pending publication and enactment of the necessary legislation by mid-2014. The new Commission will strengthen Ireland's Human Rights and Equality infrastructure. The Legal Aid Board is prioritising initiatives to provide early legal advice and an integrated family mediation initiative to reduce demand for litigation in family law cases;

Gardaí will deliver an additional 61,000 patrol hours in 2013.

iv **Immigration:** the delivery of immigration services will be reformed over the period of this Plan with the aim of delivering improved, more efficient immigration services at significantly reduced costs by utilising civilian staff, thereby releasing Gardaí for operational duties. In addition, a range of initiatives to promote economic activity and inward investment will be implemented. These include the Entrepreneurs and Investors Programmes and the introduction of reciprocal visa arrangements within the Common Travel Area to promote increased tourist numbers from the emerging economies; and

v **Legislative programme:** the criminal and civil law structures and systems – including family law and court structures – are being updated so that Ireland's laws and procedures reflect the current needs of society. Many of these new laws are key enablers of reform. For example, new legislation covering the exercise of decision making powers by people with impaired capacity was published in July 2013, legislation providing for a DNA database which will assist the Garda Síochána in tackling crime was published in September 2013 and the legislation governing reform of legal services is before the Oireachtas.

A modern, effective and responsive Justice and Equality system, based on the Rule of Law, is essential to democracy, to the creation of a more equitable society and to economic progress. These reforms will ensure that the services that make up the Justice and Equality Sector will continue to have the capacity and capability to perform this vital function, with visibility in our communities, prioritising personal safety and security, and promoting access to Justice, based on efficient use of resources in a framework of human rights.

Investment in the Justice Sector 2013
Summary of current investment by division

Gardaí
€1272m

Property Registration Authority
€31m

€2bn

Courts
€58m

Justice and Equality
€320m

Prisons
€311m
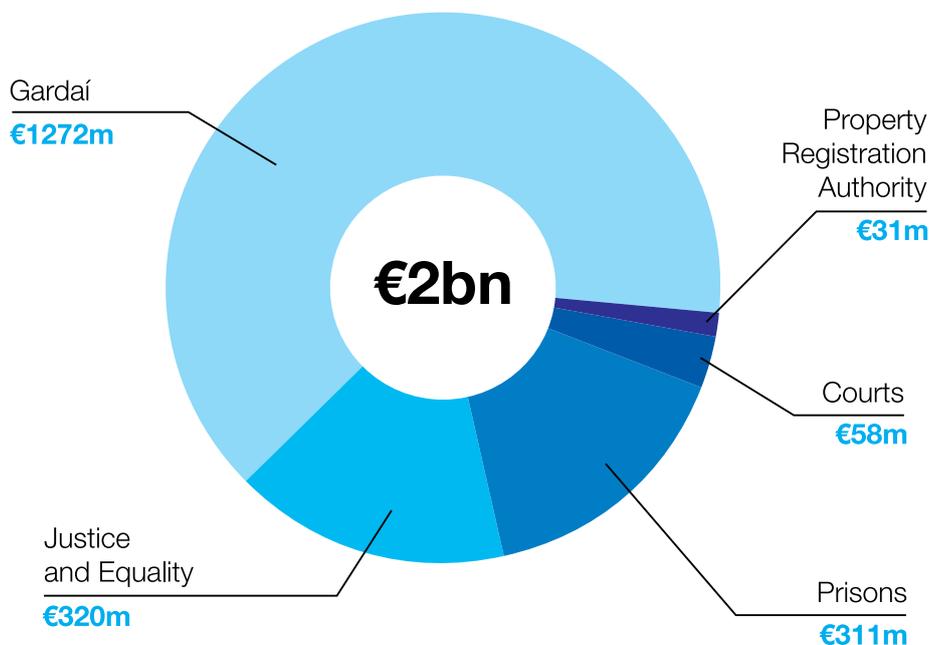
3.6 Other areas of the Public Service

This section has focused on reform in the Civil Service and the four other main sectors, as these sectors account for 93% of all Public Service staff. However, there are other areas of the Public Service that provide key services and which have their own ambitious reform programmes.

Defence

There are approximately 10,000 military personnel and civilian employees (excluding Civil Servants) working in the Defence area of the Public Service. The Defence Forces are assigned a broad range of important roles which include: the contingent role of defending the State from armed aggression, providing assistance to the civil power, participating in international peacekeeping missions, providing a fisheries protection service, and providing air ambulance and air transport services. The Defence Forces also form an essential support element in the emergency response plans for which other areas of the Public Service have lead responsibility. Tasks to be undertaken include, *inter alia,* search and rescue, assistance during severe weather events and the maintenance of essential services.

Like the rest of the Public Service, Ireland's Defence Forces must be able to work with greatly reduced resources and yet remain capable of addressing the changing domestic and international security environment, as well as discharging other day-to-day roles. Ongoing reform in the Defence Forces has been very much a part of its work in recent years, with the result being a more streamlined and efficient service.

The key reform priorities for the Defence sector include:

i **Completion of the reorganisation** of the Permanent Defence Force and the Reserve Defence Force to facilitate greater efficiency while minimising any impact on operational capacity;

ii Development and publication of a new **White Paper on Defence** in 2014 to update Ireland's defence policy in light of changes in international and domestic defence, security and economic environments; and

iii Enhancement of **capability** and achievement of the required **interoperability** to operate alongside other forces in overseas peace support and crisis management operations, in line with Ireland's EU and international obligations.

The benefits of these reforms will be modern, responsive Defence Forces which are capable of discharging all roles assigned by Government.

Non-Commercial State Agencies

The non-commercial State Agencies in the Irish Public Service comprise around 10,000 staff, dealing with a diverse range of functions and services. Very often, these agencies are at an important point of interaction with citizens and businesses.

Some of the services provided by State Agencies include regulating and setting standards for critically important economic sectors, protecting citizens and consumers, protecting and promoting vital national resources, supporting Irish business, research and innovation and the provision of other vital services (e.g. housing and social care).

The sector has also seen significant reform in recent years with implementation of the State Agency Rationalisation programme, the Strategic Framework for Economic Regulation and the more general drive for greater efficiencies across the Public Service. Steps have also been taken to deploy improved systems of management and governance as well as service improvements.

While it would not be possible to reflect the level and volume of reforms taking place across the very diverse non-commercial State Agency sector, a small sample of priority reforms are set out below.

i The new **Child and Family Agency** will be a vehicle for reform to ensure a more consistent, integrated and effective response to the needs of children and families. It is made up of a range of professionals numbering some 4,000 drawn from three existing agencies (i.e. the HSE, the National Education Welfare Board and the Family Support Agency) and working in partnership with local communities, the voluntary sector and other statutory bodies;

ii The **Higher Education Authority** (HEA) is working with the Department of Education and Skills on a major reform of higher education to improve the quality of the experience of students, to improve the quality of the outcomes from the system and to enhance accountability and the efficient use of resources. This will see the number of institutes of technology and the providers of teacher education reduced, in addition to the development of five regional clusters of universities and institutes. The HEA has agreed a detailed Service Level Agreement with the Department of Education and Skills with agreed targets and indicators relating to the implementation of the higher education reform process and key operational areas. This will be revised on an annual basis;

iii The **Pobal** Maps system has provided local communities and service planners with a set of clear, easily used tools to examine the needs of local areas. Pobal will expand the set of data available through these tools to allow easy access to both powerful sets of data based on a disadvantage index and to the full set of census data about their area, therefore supporting informed local service planning;

iv The **Environmental Protection Agency** (EPA) is developing a new map based section of its website - 'what's in my backyard' – which will give the public information on the quality of the environment in their local area;

v The **Medical Council** is working to ensure that the profession is facilitated to engage with the Council quickly and easily in relation to their registration status. The Council is developing an online portal to will allow doctors to interact with the Council on a 24/7 basis to request certificates, submit applications and pay fees;

vi The **Private Residential Tenancies Board** will assume responsibility for the registration of property and provision of Dispute Resolution Services in the Social and Voluntary Housing Sector during 2014. This significant expansion in the Board's role will be funded from their own resources and will not require Exchequer funding; and

vii A programme of reforms of **Workplace Industrial Relations Services and Structures** – involving the Labour Court, Labour Relations Commission, National Employment Rights Authority and Employment Appeals Tribunal – will reduce costs, improve administrative efficiency through streamlined processes and increased online services, and will enhance accessibility for users of the services provided.

The State Agency sector will become a more efficient and responsive sector in delivering on their service objectives in the coming years, increasingly integrated within the Public Service.
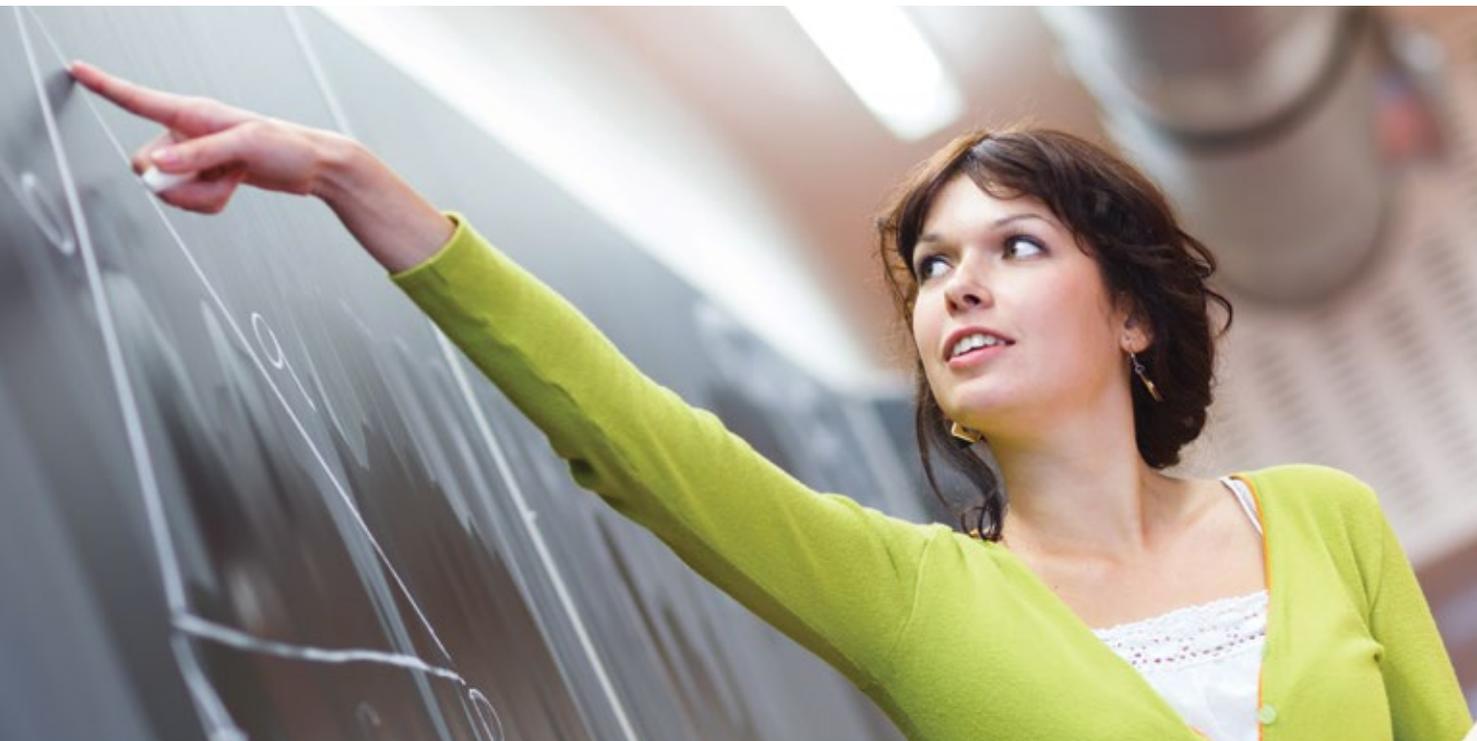
4. Conclusion

This updated Reform Plan sets out an overview of the ambitious objectives and commitments to Public Service Reform in the coming years at central and sectoral levels.

These reforms form part of the vision for a new Public Service out to 2020. It is the responsibility of public servants, at all levels and in all sectors of the Public Service, to ensure that this vision becomes a reality.

This will require the development of change management capacity and capability within organisations. It will require leadership at all levels and support for a sustainable culture of change, where the Public Service is adaptive and responsive to the needs of citizens and business customers. It will also require the dedication and commitment of public servants themselves, something that they have demonstrated through the significant reforms that have been achieved since the beginning of the economic crisis and particularly in the implementation of the first Public Service Reform Plan. Considerable progress has been made in making real and sustainable change a reality across the Public Service and this should be recognised and acknowledged.

In implementing the next phase of the reform programme, it is important that we have a vision for the Public Service that we are building. The Public Service will focus on delivering greater efficiency and effectiveness in how it uses limited resources. In addition to increased operational efficiency, the Public Service will be more innovative and strategic in how it designs and delivers public services. It will focus on the service users at the centre of its planning and delivery. This will mean improving how it gathers and uses data and taking a longer term view of how it adds value to citizens and business customers. In the coming years, there will be a focus on the delivery of the best possible outcomes for service users. Services must also be delivered with a focus on greater openness and transparency, with accountability for the use of resources and in decision making.

The Public Service will focus on delivering greater efficiency and effectiveness. It will focus on the delivery of the best possible outcomes for service users.

Good progress has been made in the delivery of reform since November 2011 and further progress will be made in the coming years. Appendix 1 sets out some of the key actions and timelines that will be taken over the next three years to bring the Public Service closer to meeting its objectives. It links the key objectives set out in the Strategic Overview section of this plan with specific time-bound actions over the next three years. However it should not be viewed as the totality of our ambition. Other reforms will be taking place both centrally and in all sectors of the Public Service over the coming years that will improve how we operate as a Public Service and to ensure that working in the Public Service is a more interesting, challenging and rewarding experience.

The role that public servants will play in reform is crucial, both as individuals and collectively, working together to deliver the best possible Public Service for the Irish people.

Changing how the Public Service sees itself is central to this reform programme. Building on the traditional and important values of the Public Service – such as fairness, impartiality and integrity – the Public Service will be more innovative, customer centred and flexible. The role that public servants will play in reform is crucial, both as individuals and collectively, working together to deliver the best possible Public Service for the Irish people.

Appendix 1

Action Plan for Public Service Reform 2014 - 2016

1. A Focus on Service Users

2. A Focus on Efficiency

3. A Focus on Openness, Transparency and Accountability

4. Leadership, Capability and Delivery

1. A Focus on Service Users

1.1. Alternative models of service delivery

1.2. Digital government

1.3. Improving customer experience

1.1 Alternative Models of Service Delivery

Key Objective: To design and deliver better and more cost effective public services using innovative alternative delivery models in partnership with the voluntary, community and private sectors

Planned Benefits

- Better outcomes for users of public services
- Greater potential for innovation in business practices through access to the wider set of skills, knowledge and technologies available from external sources
- Cost and efficiency savings arising from better work and management practices and from enhanced performance measurement
- Greater concentration on delivering organisational objectives and outcomes through outsourcing of peripheral functions

Actions over the next three years	Start	End
1.1.1 Enhance the capacity and capability of the Public Service to design, source and manage public services in partnership with alternative providers		
i. Build a team of managed service procurement specialists – focusing on how to execute the procurement aspect of the end-to-end External Service Delivery process within the Office of Government Procurement	Q1 2014	Q2 2014
ii. Up-skill Public Service managers in the execution of end-to-end outsourcing	Q1 2014	Q2 2014
iii. Develop a decision making framework for the planning, design, delivery and management of services	Ongoing	Q2 2015
1.1.2 Address any barriers to alternative service delivery models		
i. The regulatory framework will be aligned so as to suit greater adoption of alternative service delivery models, as appropriate	Q1 2014	Q4 2015
1.1.3 Embed alternative service delivery strategy into the overall aims of Public Service reform		
i. Embed overall external service delivery strategy into public bodies' Integrated Reform Delivery Plans and with cross-cutting reform initiatives in the areas of procurement, digitalisation, shared services and property asset management	Q1 2014	Q4 2014
ii. Each Department, as part of the forthcoming Comprehensive Review of Expenditure, will develop proposals for allocating existing resources on a more competitive process	Q1 2014	Q3 2014
1.1.4 Deliver better and more cost effective public services through greater use of alternative service delivery		
i. All Departments and major Offices that have not already done so will prepare detailed benefits-driven external service delivery plans and submit them to Government	Ongoing	Q3 2014
ii. The external service delivery plans prepared by each Department, Office and Sector will be updated and submitted to Government on an annual basis	Q1 2014	Ongoing
iii. Business cases for a number of cross-Departmental alternative service delivery projects will be advanced in the areas of:		
a. Debt Management	Ongoing	Q1 2014
b. Medical Assessments	Q1 2014	Q4 2014
1.1.5 Make greater use of more innovative models of service delivery		
i. Pilots will be implemented using new service delivery structures, such as employee mutuals and joint ventures, once thorough business cases confirm their value. The Public Service will aim to work with the voluntary sector and social enterprises, whose profits are reinvested for social purposes, as well as the private sector	Q1 2014	Q4 2016

Actions over the next three years	Start	End
1.1.6 Social Impact Investing		
i. Progress a social impact investing pilot project for homeless families in the Dublin region, which will involve: • Seeking private sector investment partners to provide long-term sustainable, stable homes for 136 homeless families in the Dublin region • Sourcing appropriate accommodation • Providing intensive support to help such households settle into their new accommodation and integrate into the local community and sustain their new tenancies	Ongoing	Q4 2016

1.2 Digital government

Key Objective: To prepare, publish and drive implementation of a new ICT Strategy for the Public Service in collaboration with the Public Service Chief Information Officer (CIO) Council

Planned Benefits

- Improved user-experience for the citizen
- A range of improved transactional processes fit-for-purpose in a digital world
- Cost reductions and the development of an improved supply chain that delivers better value for money
- A more capable, mobile and digitally engaged public service workforce
- New and improved delivery mechanisms and processes across the Public Service
- Development of common public service platforms and the acceleration in uptake of cloud computing opportunities

Actions over the next three years	Start	End
1.2.1 Develop ICT Strategy		
i. Develop an ICT Strategy for the Public Service in collaboration with the Public Service Chief Information Officer Council	Q1 2014	Q2 2014
ii. Develop a Strategic Implementation Plan for the ICT Strategy in consultation with the CIO Council and other key stakeholders, which will identify Senior Responsible Officers with responsibility for driving individual strands of the ICT Strategy	Q2 2014	Q3 2014
1.2.2 Drive and coordinate implementation of ICT Strategy		
i. Office of the Government Chief Information Officer (OGCIO) to work closely with Departments and Offices to ensure implementation of the ICT Strategy	Q1 2014	Q4 2016
ii. OGCIO to work with CIO Council and Government Chief Procurement Officer/ ICT Category Council to ensure that work in respect of the implementation of the ICT Strategy is closely aligned	Q1 2014	Q4 2016
iii. OGCIO to work with CIO Council and other key stakeholders to prioritise the use of the digital channel ("Digital First") by making it so straightforward and efficient that citizens and businesses prefer digital services	Q1 2014	Q4 2014
1.2.3 Invest to Transform and Designed for Digital		
i. OGCIO, in conjunction with Vote Sections in the Department of Public Enterprise and Reform, to develop proposals to ensure that an agreed proportion of savings achieved through implementation of the ICT Strategy are available for re-investment in ICT transformation projects within Departments/Offices	Q1 2014	Q2 2014
ii. Identify key transactional public services and transform the way they are delivered. Following collation and analysis of the data which has been gathered on these transactional processes, the findings will be published	Q1 2014	Q1 2014
iii. Following collation, analysis and publication of the data on these transactional processes, the "Top 20" will be identified for consideration as to how they can be significantly improved through digitalisation	Q2 2014	Q4 2016

Actions over the next three years	Start	End
1.2.4 Improve Data Use and Sharing, including Open Data		
i. Prepare Heads of a new Data Sharing and Governance Bill designed to deliver improved digital transactional services	Q1 2014	Q3 2014
ii. Establish an Open Data Board and Steering and Implementation Group, and develop an Open Data portal (collaboration between OGCIO and Government Reform Unit in the Department of Public Enterprise and Reform)	Ongoing	Q2 2014
iii. Deliver improved access to geo-spatial information for public services, businesses and citizens by developing a National Spatial Data Strategy and National Mapping Agreement	Q1 2014	Q4 2014
iv. Improve the outcomes of existing and new public services through the increased exploitation of emerging big data analytics	Q1 2014	Q4 2016
v. Deliver a range of new public service applications based on the Single Customer View	Q1 2014	Q4 2016
1.2.5 Public Services Card		
i. Improve access to public services through the continued roll-out of the Public Services Card (PSC) by the Department of Social Protection	Ongoing	Q4 2016
ii. Increase the exploitation of the PSC infrastructure across other appropriate services to reduce transactional costs	Q1 2014	Q4 2016
1.2.6 Consolidation and Cloud		
i. Development of a National Interoperability Framework	Q2 2014	Q2 2015
ii. Increase the agility and reduce the cost of delivery of public services through the continued roll-out and uptake of a range of common services including the Government Network and Public Service Cloud computing ecosystem	Ongoing	Q4 2015
1.2.7 Security		
i. Assure the protection of digital public services through delivery of a Government Cyber Security Strategy	Q1 2014	Q3 2014
ii. Develop a Federated Authentication System for the Public Service	Q1 2014	Q4 2016

1.3 Improving customer experience

Key Objective: To improve the quality of the interaction between the citizen / business customer and the Public Service

Planned Benefits
• Make the customer's interaction with the Public Service simpler, faster and more satisfying • Make information more easily accessible and easily understood • Facilitation of service improvements at organisational and sectoral levels

Actions over the next three years	Start	End
1.3.1 Identify customer improvements to be implemented at organisational level, as this is where most customer interaction takes place		
i. Use annual Departmental Integrated Reform Delivery Plans (IRDPs) to identify customer service improvements at organisational level. Some examples of the many improvements set out in current IRDPs include the following:	Ongoing	Ongoing
• The Department of Social Protection's Intreo offices will be further developed to provide a more streamlined approach to its customers, offering practical, tailored employment services and supports for both jobseekers and employers	Ongoing	Ongoing
• The Child and Family Agency (CFA) will have service responsibility for child welfare and protection services currently operated by the HSE	Q1 2014	Ongoing
• The creation of Irish Water will enable a greater focus on the single integrated delivery of water and waste water services to the citizens of Ireland	Ongoing	Ongoing
• All second level schools will have 100 Mbps broadband installed by the end of 2014 with 216 schools being connected in 2013	Ongoing	Q4 2014
• The new Local Government Portal "localgov.ie" will facilitate one stop shop access for all citizens to all local authority services	Ongoing	Ongoing
• The Department of Jobs, Enterprise and Innovation's reform of the State's workplace IR services and structures will simplify the workplace relations landscape and improve accessibility and information for service users	Ongoing	Ongoing
• Implementation of the new Postcodes system that will help emergency, postal and other service providers (including online services) to locate all households.	Q1 2014	Q2 2015
• New Local Enterprise Offices will provide "first-stop-shops" for the micro-enterprise and small business sector to avail of enterprise support services, other direct business supports and co-ordinated access to other services for business	Q2 2014	Ongoing
ii. Organise an annual Quality Customer Service conference to share best practice and provide networking opportunities for customer service officers across the Public Service	Q1 2014	Q4 2016
iii. Promote the provision of customer service training for key frontline staff in all public bodies	Q1 2014	Q4 2016
1.3.2 Strengthen the effectiveness and quality of Customer Charters		
i. Assess quality of customer charters in the Civil Service	Q2 2014	Q3 2014
ii. Promote the further roll-out of Customer Charter Initiative to Bodies / Agencies	Q2 2014	Q4 2014
iii. Ensure that Departments / Offices develop ambitious customer charters and accompanying customer service improvement action plans	Q3 2014	Ongoing
1.3.3 Improve the accessibility of information for the citizen		
i. Continue to centrally promote the benefits of the use of plain language including through guidelines, training and other supports	Q1 2014	Q4 2014

Actions over the next three years	Start	End
ii. All Public Bodies should commit, including in their Customer Charters, to making information more accessible to the citizen and particularly to maximising the use of plain language in letters, applications forms, information leaflets etc	Q1 2014	Ongoing
1.3.4 Improve levels of engagement with citizens		
i. Commission, deliver and disseminate the results of a 2014 Civil Service customer satisfaction survey	Q2 2014	Q4 2014
ii. Undertake organisational level surveys of customers at least once every two years	Q1 2014	Ongoing
iii. Increase the level of customer engagement through a range of mechanisms including the use of social media, mobile access devices, focus / user groups, surveys, meetings / seminars and consultation processes	Q1 2014	Ongoing
1.3.5 Standard Bank Account		
i. Roll-out of standard bank account nationally to improve financial services for service users without a typical bank account	Q2 2014	Q3 2014

2. A Focus on Efficiency

2.1 Cost of the Public Service and Productivity

Key Objective: To deliver a productive, cost-effective and affordable Public Service, including through the full utilisation of the provisions set out in the Haddington Road Agreement

Planned Benefits

- Improvements in productivity to facilitate better service delivery
- Delivery of further payroll and efficiency savings
- Additional hours worked to result in direct cost savings in terms of Overtime and Agency costs
- Implementation of change programmes within existing staff resource capacity
- Organisational restructuring, in line with business needs, within reduced staff numbers

Actions over the next three years	Start	End
2.1.1 Public Service Numbers		
i. Develop and agree a delegated staff resource framework for the Civil Service for the post 2014 period	Q1 2014	Q4 2014
ii. Develop and agree a delegated staff resource framework for the Public Service, using the experience from the Civil Service	Q2 2015	Q4 2015
iii. Roll-out delegated staff resource framework in the Civil and Public Service	Q1 2015	Q1 2016
2.1.2 Use of Additional Hours under the Haddington Road Agreement		
i. All Departments to complete annual Integrated Reform Delivery Plans to include proposals for the further utilisation of additional hours to ensure maximum benefit, building on the approach over the first six months of the Agreement	Ongoing	Q4 2016
ii. Reduce expenditure on overtime payments through utilisation of additional hours	Ongoing	Q4 2016
iii. Reduce expenditure on agency staff in the health sector	Ongoing	Q4 2016
iv. Use additional hours to support the extension of opening hours and improved phone services / customer care	Ongoing	Q4 2016
v. Revision of rostering arrangements across all sectors to ensure that the benefits of the additional hours are maximised and to ensure that resources are matched with peak demands for services	Ongoing	Q4 2016
vi. Implement revised arrangements for Supervision and Substitution arrangements in the education sector as provided for under the Haddington Road Agreement	Ongoing	Q4 2016
2.1.3 Further workplace changes		
i. Bring forward proposals for grade rationalisation in each sector as provided under the Haddington Road Agreement	Ongoing	Q3 2014
ii. Develop and implement proposals to further reduce management numbers as provided under the Haddington Road Agreement	Ongoing	Q1 2016
iii. Continue to implement improvements to work practices and rosters in line with the Haddington Road Agreement	Ongoing	Q1 2016
iv. Conduct a review of An Garda Síochána in line with the Haddington Road Agreement	Ongoing	Q2 2014
v. Effectively utilise the redeployment arrangements set out in the Haddington Road Agreement	Ongoing	Q1 2016
vi. Introduce performance management systems where none currently exist and revise and strengthen existing arrangements as provided for under the Haddington Road Agreement	Ongoing	Q1 2016

2.2 Shared Services

Key Objective: To continue to envision, launch, grow and transform public value through Shared Services Programmes

Planned Benefits

- Public Service staff freed up to focus on more strategic areas and core services
- Improved effectiveness of back office services that deliver timely and accessible management information for decision making
- Improved service quality through standardisation of processes to reduce complexity
- Increased use of technology aimed at reducing cost and improving efficiency
- Reduced operational costs by leveraging economies of scale and eliminating duplication across organisations
- Greater integration of back office functions across the Public Service

Actions over the next three years	Start	End
2.2.1. Careful monitoring and continued development of Civil Service Shared Services programmes to support the delivery of the Shared Services mandate		
i. PeoplePoint: The transitioning of all 40 in-scope bodies will be completed in 2014. Stabilisation, benefits tracking, continuous improvement initiatives and over time the onboarding of new customers	Ongoing	Q4 2016
ii. Payroll Shared Services: Implementation of a Payroll Shared Services Centre across 3 locations (Killarney, Galway and Tullamore) involving the transitioning of 53 in-scope bodies throughout 2014/2015; from 2016, continuous improvement initiatives and opportunities for further consolidation to reduce costs and improve service quality	Ongoing	Q4 2016
iii. Financial Management Shared Services: The project is moving to its next phase, including the specification of detailed Finance business requirements and commencement of design work on the preferred solution.	Ongoing	Q4 2014
iv. Learning and Development Shared Services: The completed baseline report will form the basis of a feasibility study and business case to inform the preferred option for Learning and Development. Subject to approval, implementation of the preferred solution will commence in 2014	Q1 2014	Q2 2015
v. The Office of the Government's Chief Information Officer will develop a Shared Services ICT strategy to underpin the technology and IT solutions required to run effective, efficient Shared Services Centres	Ongoing	Q4 2014
vi. New Pipeline of Projects: Certain other back office and specialist functions will be assessed for their suitability to a shared services environment	Q1 2014	Q4 2016
vii. Benefits tracking: Costs, benefits and project milestones will be monitored to ensure successful delivery of each business case. The FTE reductions and the restructuring of the "retained" function of each customer Department/ public body essential to yield the benefits from shared services will be reported	Ongoing	Q4 2016
viii. Measurement: A performance measurement scorecard to track high level outcomes and key performance indicators that provide assurance on the performance of Shared Service Centres will be developed	Q2 2014	Q4 2014

Actions over the next three years	Start	End
2.2.2. Manage and Mitigate Risks for Civil Service Shared Services Programmes		
i. Robust Programme Management principles will continue to be applied to all Shared Services Projects to manage and mitigate the risks associated with large projects in terms of time and budgetary over-runs and scope creep	Ongoing	Q4 2016
ii. Careful monitoring of programme expenditure will be undertaken by Project Managers	Ongoing	Q4 2016
iii. A cross-departmental approach to resourcing shared services programmes and centres will be the responsibility of SROs with the support of Programme Boards and the Shared Services Steering Board	Ongoing	Q4 2016
2.2.3 Establish the National Shared Services Office (NSSO) and: implement Governance Policy for Shared Services		
i. Appoint a Director of the National Shared Services Office	Q2 2014	Q3 2014
ii. Establish the National Shared Services Office initially on an administrative basis to provide leadership and oversight of shared services and to develop shared services policies that ensure centres are customer service focused	Q3 2014	Q4 2015
iii. Implement and manage governance structures and boards in Shared Services Centres as per the Governance Policy for Shared Services	Ongoing	Q4 2016
iv. Establish a Risk and Control Unit within the National Shared Services Office and implement the key principles of a risk intelligent organisation within Shared Services Centres	Q3 2014	Q4 2016
v. Develop shared services policies that drive the highest possible standards of performance in shared services centres and benchmark operations to ensure that centres develop a culture of continuous improvement	Q2 2014	Q4 2015
2.2.4 Assist Sectoral Shared Services Projects in the Education, Health and Local Government Sectors		
i. Laois County Council will commence provision of Shared Payroll and Superannuation services on behalf of all local authorities. Once fully operational, there will be expected annual savings of €4.3 million per annum	Q1 2014	Q4 2016
ii. A feasibility study and business case will be prepared in relation to Accounts Payable in the Local Government sector. Phase I will commence in 2014 implementing the Business Process Improvements required and the updating of IT systems as a consequence of the structural change brought about by Putting People First. Phase II will see the establishment of a National Accounts Shared Service on a phased basis and the migration to a National Financial System	Q1 2014	Q4 2016
iii. The HSE will conduct a feasibility study and prepare a business case for a single integrated finance system and, if approved, commence implementation	Ongoing	Q4 2016
iv. The HSE will conduct a feasibility study and prepare a business case for a National Recruitment System and, if approved, commence implementation	Ongoing	Q2 2014
v. The HSE will conduct a feasibility study and prepare a business case for a National Pensions System and, if approved, commence implementation	Ongoing	Q4 2014
vi. The HSE will complete the implementation of a National Payroll System	Ongoing	Q4 2016
vii. The Education sector will advance Payroll Shared Services for Education and Training Boards. Assisted by external support, a cost benefit analysis and an implementation roadmap will be developed and implemented by a dedicated payroll project team	Ongoing	Q4 2016
viii. The Education sector will carry out assessments of back office functions carried out by organisations in the sector for their suitability in a shared services environment	Q1 2014	Q4 2016
ix. Benefits tracking in the Education sector: Costs, benefits and project milestones will be monitored to ensure successful delivery of each business case. The FTE reductions and the restructuring of the "retained" function of organisations within the sector will be reported	Ongoing	Q4 2016
x. A performance measurement scorecard to track high level outcomes and key performance indicators that provide assurance on the performance of Shared Service Centres will be developed in all sectors	Q2 2014	Q4 2014

2.3 Public Procurement

> **Key Objective:** To reform procurement across the Public Service in order to deliver significant savings to the State, modernise and professionalise public procurement, align policy development with operations, improve the consistency of policy implementation and reduce risk for the State

Planned Benefits

- Delivery of €500 million in savings over the next three years
- Increased centralisation and professionalisation of procurement across the Public Service
- Integration of policy and operations into one office - the Office of Government Procurement (OGP)
- Reduced duplication of effort across Departments and Agencies
- Improved spend information and vendor management

Actions over the next three years	Start	End
2.3.1 Organisation Restructuring and Development		
i. Conclude organisational design for the Office of Government Procurement	Ongoing	Q1 2014
ii. Implement new structures	Ongoing	Q2 2014
iii. Recruit for residual roles arising	Q2 2014	Q4 2014
iv. Implement training and development programme	Q1 2014	Q4 2016
v. Assess and implement professional accreditation and CPD (Continuing Professional Development) structures for OGP	Q1 2014	Q4 2014
2.3.2 Savings Programme - Each year, the procurement programme will prioritise areas of spend that will be pursued for savings. Projects to address these areas of spend will be assembled into a portfolio for the year, called a Sourcing Wave.		
i. Wave 1 Spend Areas	Ongoing	Q2 2014
• Assess Wave 1 Category Spend and Analyse Specifications	Ongoing	Q1 2014
• Analyse Supplier Market	Ongoing	Q1 2014
• Draft Category Strategy and Agree with Stakeholders	Ongoing	Q1 2014
• Conduct Market Tenders	Q1 2014	Q2 2014
• Close Portfolio Projects and Forecast Benefits	Q2 2014	Q2 2014
ii. Wave 2 Spend Areas	Q3 2014	Q2 2015
• Assess Wave 2 Category Spend and Analyse Specifications	Q3 2014	Q3 2014
• Analyse Supplier Market	Q3 2014	Q4 2014
• Draft Category Strategy and Agree with Stakeholders	Q4 2014	Q4 2014
• Conduct Market Tenders	Q4 2014	Q2 2014
• Close Portfolio Projects and Forecast Benefits	Q2 2015	Q2 2015
iii. Wave 3 Spend Areas	Q2 2015	Q1 2016
• Assess Wave 3 Category Spend and Analyse Specifications	Q2 2015	Q2 2015
• Analyse Supplier Market	Q2 2015	Q3 2015
• Draft Category Strategy and Agree with Stakeholders	Q3 2015	Q3 2015
• Conduct Market Tenders	Q3 2015	Q1 2016
• Close Portfolio Projects and Forecast Benefits	Q1 2016	Q1 2016

Actions over the next three years	Start	End
2.3.3 Enabling Legislation for the Office of Government Procurement		
i. Draft Heads of Bill scoped	Ongoing	Q1 2014
ii. Draft Primary Legislation to enable new Procurement Governance and the Office of Government Procurement	Q1 2014	Q3 2015
2.3.4 SME Access to Public Procurement		
i. Develop governance model and plan	Q1 2014	Q2 2014
ii. Develop Measures and Targets for SME Participation	Q1 2014	Q3 2014
iii. Assess key opportunities to accelerate measures from new procurement directives in conjunction with the Department of Jobs, Enterprise and Innovation, Enterprise Ireland and InterTrade Ireland and implement according	Ongoing	Q3 2014
iv. Transpose new procurement directives into Irish law	Q1 2014	Q2 2015
v. Develop new arrangements for Meet the Buyer events to align to new OGP structures in conjunction with InterTrade Ireland	Q1 2014	Q3 2014
vi. Roll-out new model for Meet the Buyer	Q4 2014	Q4 2016
2.3.5 Systems Development and e-Procurement		
i. Implement tactical solution for spend analytics for key spending Departments	Q3 2014	Q2 2014
ii. Assess options for strategic solution to spend analytics	Q1 2014	Q3 2014
iii. Implement strategic solution to spend analytics	Q4 2014	Q3 2015
iv. Assess options for procurement marketplace capabilities	Q1 2014	Q3 2014
v. Implement and roll-out solution for procurement marketplace	Q4 2014	Q4 2016
vi. Assess options for Purchase to Pay system	Q1 2015	Q2 2015
vii. Determine coding system for consistent implementation across the Public Service	Q1 2014	Q4 2014

2.4 Property Asset Management

> **Key Objective:** To manage the Public Service property portfolio in a professional, coordinated and efficient manner that maximises value for money and facilities business needs and service provision

Planned Benefits

- Enhanced capacity and greater professionalism in the management of property assets across the Public Service
- Public Service property owners to adopt a more strategic approach to forward planning of property-related expenditure
- Greater scope for savings from rationalisation of the State's property footprint through better coordination and management of property sharing and property transfers among public bodies
- More efficient use and streamlined administration of the State's property portfolio through the use of common standards for property management and cost effective data storage technologies across all public bodies
- Cost savings and environmental benefits from greater energy efficiency

Actions over the next three years	Start	End
2.4.1 Enhance strategic capacity and capability in property asset management across the Public Service		
i. Complete a capacity and capability review of OPW's activities in relation to the reform commitments contained in Accommodating Change	Ongoing	Q1 2014
ii. Implementation of the recommendations of the capacity and capability review	Q1 2014	As per review
iii. Identify an accredited qualification for staff in property asset management and implement a programme to achieve the required standard across the Public Service	Q1 2014	Ongoing
2.4.2 Improve forward planning and coordination of property asset management across the Public Service		
i. Develop a template to assist Departments to incorporate property management plans into their Strategy Statements. This will facilitate improved assessment by OPW of overall property requirements	Ongoing	Q1 2014
ii. Complete and publish as appropriate the online mapping register of all properties owned and leased by Public Service bodies	Ongoing	Q2 2014
iii. Following the principles of the Public Spending Code, public property holders will develop a coordinated acquisitions appraisal process for leasehold and freehold premises to be applied across the Public Service, including Local Authorities	Ongoing	Q2 2014
iv. Public property holders will formalise an agreed intra-Public Service policy in relation to the disposal of surplus State property	Ongoing	Q2 2014
2.4.3 Use common standards to deliver efficient property asset management		
i. Property holders across the Public Service will implement the ISEN 15221 standard on a phased basis. The standard will define financial, spatial and environmental key performance indicators to assess asset performance	Ongoing	Q4 2014
ii. The Chief State Solicitor's Office, in consultation with public property holders, will draft and circulate an agreed set of standard protocols (and/or statutory declarations, where appropriate) for intra-Public Service property asset transfer and sharing	Ongoing	Ongoing
iii. An agreed valuation methodology will be developed as part of the asset transfer policy	Ongoing	Q1 2014
iv. The OPW will set targets for Civil Service space norms	Ongoing	Q1 2014
v. The OPW will define modern, flexible workplace design and more innovative working environments as the norm for Civil Service accommodation	Ongoing	Q1 2014

Actions over the next three years	Start	End
2.4.4 Streamline property asset management administration		
i. The Chief State Solicitor's Office, in consultation with public property owners, will draft pro forma terms acceptable to the State when leasing commercial office accommodation	Ongoing	Q1 2014
ii. The Chief State Solicitor's Office, in consultation with public property holders, will draft pro forma terms for inclusion in leases and licences granted to third parties	Ongoing	Q1 2014
iii. Public property owners will identify the State's portfolio of properties that require Property Registration Authority of Ireland registration and set annual targets to register these properties	Ongoing	Q1 2014
iv. Public property holders will identify a programme of work to acquire the freehold interest on properties held under long leaseholds, having regard to statutory provisions	Ongoing	Ongoing
2.4.5 Drive down property costs in the Public Service though more effective and efficient facilities management		
i. The Office of Government Procurement (OGP) will work with all public property holders to reduce costs of existing outsourced facilities management contracts through procurement strategies such as demand management, specification change, aggregation, changes to commercial model, etc	Q1 2014	Q4 2016
2.4.6 Deliver cost savings and environmental benefits from energy efficiency		
i. The OPW and property holders will identify an additional 500 buildings across the Public Service to participate in a new phase of the Optimising Power @ Work campaign	Ongoing	Ongoing
ii. The OPW and property holders will work to ensure that the 2020 targets set out in the National Energy Efficiency Action Plan and the EU Energy Efficiency Directive will be met insofar as they relate to the management of the Public Service property portfolio	Ongoing	Ongoing

2.5 Public Expenditure Reform

Key Objective: To enhance the resource allocation decision making process by improving ongoing scrutiny and evaluation of public expenditure

Planned Benefits

- Better decision-making around resource allocation through improved information gathering
- Increased policy analysis and evaluation capacity within the Public Service
- Increased accountability of the Public Service for expenditure to the Oireachtas
- Improved levels and quality of public information made available to citizens, businesses and other stakeholders

Actions over the next three years	Start	End
2.5.1 Continuing development of policy analysis and evaluation capacity within the Public Service		
i. Provision of training and guidance material in support of the new Public Spending Code	Ongoing	Q4 2014
2.5.2 Ongoing implementation of the performance budgeting initiative		
i. Complete a Comprehensive Review of Expenditure and a review of the Capital Investment Framework	Q2 2014	Q4 2014
ii. Extension of IrelandStat, the citizen-focused Public Service performance information website, to all Departments	Ongoing	Q2 2014
iii. Further enhancement of IrelandStat by improving functionality and information	Q3 2014	Ongoing
iv. Continuing support to the Houses of the Oireachtas Service in implementing the whole of year budgetary process	Q1 2014	Ongoing
2.5.3 Implementation of Accrual Accounting		
i. Scoping paper and consultation with stakeholders is underway to formulate proposal and timeframe for move to accrual accounting for Government Departments and Offices. The timeframe will take account of the current initiative by the European Commission to introduce European Public Sector Accounting Standards (EPSAS) as well as developments in the Financial Management Shared Services Project, the recommendations of the IMF Fiscal Transparency Assessment Report and other relevant international developments	Ongoing	Q4 2014
ii. The actions for future years will be shaped by the outcome of the above process. The projected timeframe for EPSAS is for a framework regulation to go to the European Parliament and Council in late 2014 to early 2015	Q4 2014	Ongoing

3. A Focus on Openness, Transparency and Accountability

3.1. Openness, Transparency and Accountability

3.1 Openness, Transparency and Accountability

Key Objective: To further strengthen open, accountable and ethical governance arrangements in Ireland for both the operation of Government and the Public Service, with a view to building trust in Government and in the institutions of State

Planned Benefits

- Greater transparency for citizens in the operation of Government and the Public Service
- Increased levels of trust in Government and in the institutions of the State, through increased availability and accessibility of public data
- Stronger accountability and public governance arrangements

Actions over the next three years	Start	End
3.1.1 Drafting, enactment and implementation of Regulation of Lobbying legislation		
i. Drafting of Bill	Ongoing	Q1 2014
ii. Enactment of Bill	Q1 2014	Q2 2014
iii. Implementation of regulatory regime	Q2 2014	Ongoing
3.1.2 Development of robust proposals to strengthen civil service accountability and accompanying legislative and non-legislative measures to underpin reform		
i. Establishment of Independent Panel and management of Consultation Process	Q1 2014	Q2 2014
ii. Preparation and publication of recommendations for Government	Q2 2014	Q3 2014
3.1.3 Development and ensuring implementation of the Open Government Partnership National Action Plans on a two year rolling basis designed to increase open government in Ireland, collaborating and communicating with civil society interests in an on going basis		
i. Analysis of civil society consultation report and submissions received	Ongoing	Q1 2014
ii. Completion of National Action Plan	Ongoing	Q1 2014
iii. Hosting of European Conference	Q1 2014	Q2 2014
3.1.4 Enactment and implementation of Protected Disclosures legislation, raising awareness of the protections under the Act and how it works		
i. Complete passage through Dáil and Seanad	Ongoing	Q1 2014
ii. Work with Labour Relations Commission to develop statutory Code of Practice and to oversee implementation of the legislation in the Public Service	Ongoing	Q2 2014
iii. Oversee implementation of the legislation in the Public Service	Q2 2014	Q4 2014
3.1.5 Enactment and implementation of Freedom of Information legislation and development and implementation of Code of Practice on FOI		
i. Complete passage of FOI Bill through Dáil and Seanad	Ongoing	Q1 2014
ii. Complete review of the implementation of FOI and complete development of Code of Practice on implementation of FOI based on review findings	Ongoing	Q1 2014
iii. Review FOI manuals and guidance notes and revise to bring in line with new FOI Act and to meet on-going requirements/issues arising	Q1 2014	Q2 2014
iv. Develop National Training and Awareness Framework for FOI	Q1 2014	Q2 2014
v. Provide policy advice and leadership on FOI in tandem with FOI networks	Ongoing	Ongoing

Actions over the next three years	Start	End
3.1.6 Development of a reformed Ethics legislative framework in order to ensure increased transparency and accountability in public life in Ireland		
i. Drafting Heads of a General Scheme for an integrated Ethics Bill	Ongoing	Q2 2014
ii. Drafting of Bill	Q3 2014	Q4 2014
iii. Passage of Bill through Oireachtas	Q4 2014	Q1 2015
3.1.7 Extension of the Ombudsman remit and Freedom of Information to significantly funded bodies. Details and timescales for Ombudsman below and FOI would follow similar pattern afterwards		
i. Develop/finalise criteria for selecting bodies	Q3 2014	Q4 2014
ii. Engage in discussion with relevant Departments re identifying bodies	Q4 2014	Q2 2015
iii. Consult relevant Oireachtas Committee and prepare Ministerial Order as per legal requirements	Q2 2015	Q4 2015
3.1.8 Progression of the Statute Law Reform programme - drafting of a number of statute law revision bills. Resources supporting the programme will need to be reviewed if an up to date statute book is to be achieved within a reasonable timeframe		
i. Drafting of next Bill	Ongoing	Q1 2014
ii. Enactment of next Bill	Q1 2014	Q2 2014
iii. Progression of work on subsequent Bills	Ongoing	Ongoing

4. Leadership, Capability and Delivery

4.1. Leadership

4.2. Human Resource Management Reforms

4.3. Organisational Performance

4.4. Delivery of Reform

4.1 Leadership

Key Objective: To strengthen management and leadership across the Civil Service, and ultimately the Public Service and develop a high performance leadership cadre as a shared corporate resource, improve cross-organisational collaboration, encourage innovation and support continuous personal and professional development

Planned Benefits

- Improved individual and organisational leadership capacity and more effective governance at senior levels
- Enhanced capacity to define, evaluate, monitor and support performance at senior level
- Creation of sustainable networks of learning and support, as well as the development of a collaborative culture
- Matching of skills with organisational requirements and supporting continuous personal and professional development
- Identifying and developing future leaders

Actions over the next three years	Start	End
4.1.1 Leadership capacity		
i. Implement the Senior Public Service (SPS) Leadership Development Strategy 2013-2015	Ongoing	Q4 2015
ii. Support the ongoing implementation of coaching programmes and other development initiatives	Q1 2014	Ongoing
iii. Extend these initiatives where appropriate to senior levels of the wider Public Service	Q4 2014	Ongoing
iv. Ensure that there is an integrated approach to the implementation of an enhanced performance management framework and the supports available under the SPS Leadership Development Strategy 2013-2015, underpinned by updated competency frameworks	Q3 2014	Ongoing
4.1.2 Performance		
i. Strengthen a culture of high performance at senior levels through the development and implementation of an effective performance management framework at senior levels of the Civil Service. This will include the development of performance agreements, in line with the Haddington Road Agreement	Q3 2014	Ongoing
ii. Examine the contractual framework for senior civil servants to underpin an effective approach to supporting high performance	Q3 2014	Q2 2015
4.1.3 Succession planning		
i. Support succession planning through, inter alia, cascading SPS coaching and senior management programmes to future leaders	Q4 2014	Ongoing
4.1.4 Mobility		
i. Review SPS Mobility Protocol and develop proposals to underpin mobility as a norm at senior levels	Q2 2014	Q4 2014
ii. Introduce a pilot programme for mobility at Principal Officer level	Q4 2014	Ongoing
iii. Explore options for proactively using increased mobility at senior levels to address skills gaps in the Management Boards of each Department and ensure a significant proportion of each Board has experience at a senior level outside their current Department	Q1 2015	Ongoing

4.2. Human Resource Management Reforms

Key Objective: Develop coherent HR Strategy to include policies aimed at developing the capability and skills that are required in a modern and complex public service context. The HR Strategy will also include systems and policies that are focused on high performance culture across the Public Service (The actions outlined in this section are primarily set in a Civil Service context but the key principles also apply in all other sectors)

Planned Benefits

- Enhanced capacity and skills across the Civil and Public Service
- Development of a high performance culture
- Improved Human Resource Management capacity across the system
- Increased capability and greater professionalisation of the HR function in the Public Service

Actions over the next three years	Start	End
4.2.1 Strengthen resourcing policy to ensure the right people are in the right place at the right time through effective workforce planning across the Civil Service. This will include:		
i. Ongoing implementation of Workforce Planning Initiative across Departments and Offices	Ongoing	Ongoing
ii. Roll-out of integrated resourcing policy in the Civil Service in the areas of:		
• Recruitment and promotion	Q1 2014	Ongoing
• Mobility	Q1 2014	Q3 2014
• Talent management and succession planning protocols	Q1 2015	Q4 2016
iii. Develop options for workforce de-layering	Q1 2014	Q4 2014
4.2.2 Capacity Building through focusing on:		
i. Learning and development - implementation of learning and development shared services project	Q1 2014	Ongoing
ii. Pilot Mentoring Programme	Q2 2014	Q2 2015
iii. Strengthen leadership and management capacity	Q1 2014	Ongoing
4.2.3 Strengthen performance culture		
i. Continuous improvement of performance management systems	Ongoing	Q4 2014
ii. Review framework for managing underperformance	Q1 2014	Ongoing
4.2.4 Enable and support strategic HR		
i. Establishment of a HR Shared Service and the shift of transactional work away from retained HR units. This is covered in more detail in Section 2.2 of this Action Plan		
ii. Establishment of a retained HR project to support Departments in the shift to the HR Shared Service and monitor the resulting savings	Ongoing	Q4 2015
iii. Develop HR Strategy for the Civil Service	Q3 2014	Ongoing
iv. Implementation and Review of new Sick Leave scheme for the Public Service	Ongoing	Q2 2015
v. Consolidation of HR policies to be a set of simplified and streamlined policies and processes	Q1 2014	Ongoing
vi. Development of a career path / training for HR	Q1 2015	Ongoing
vii. Review / Develop appropriate structures for delivering strategic HR	Q1 2015	Ongoing

4.3 Organisational Performance

Key Objective: Enhance the performance of organisations in the Civil and Public Service to ensure that they deliver the best possible outcomes

Planned Benefits
• Improved organisational focus on performance and outcomes, including through improved planning and performance management
• Clearer statements of organisational priorities and increased accountability in achieving business and strategic objectives
• Organisational restructuring where required, in line with business needs and within reduced staff numbers

| Actions over the next three years	Start	End
4.3.1 Strategy Statements and Performance Budgeting		
i. All Government Departments / major Offices will publish Strategy Statements in line with the timelines set out the Public Service Management Act, 1997	Every 3 years	Every 3 years
ii. Develop revised guidelines for the publication of Strategy Statements to ensure that they are better aligned with priorities and focused on key outcomes	Q1 2014	Q2 2014
iii. The Strategy Statement and Business Planning processes should be fully integrated with the performance budgeting process and the Ireland Stat initiative (see also actions under Public Expenditure Reforms)	Ongoing	Ongoing
4.3.2 State Agencies		
i. Complete the State Agency Rationalisation Programme	Ongoing	Q3 2014
ii. All Departments should ensure that appropriate Service Level Agreements (SLAs) or their equivalent are in place with State Agencies under their aegis	Ongoing	Ongoing
iii. Develop an updated Code of Practice for the Governance of State Agencies	Ongoing	Q1 2014
4.3.3 Business Process Improvement		
i. Deliver business process improvement (BPI) projects within the Department of Public Expenditure and Reform	Q1 2014	Q4 2016
ii. Advise other Departments, Offices and Agencies on BPI, capacity review and change management	Q1 2014	Q4 2016
iii. Manage the Public Service wide BPI Network and facilitate the sharing of BPI case studies, learning from others, common tools and techniques, best practice and networking opportunities	Q1 2014	Q4 2016
iv. Manage the BPI website	Q1 2014	Q4 2016
v. Manage the annual BPI Conference to showcase best practice	Q1 2014	Q4 2016
4.3.4 Risk Management		
i. All public bodies should have formal risk management processes and in particular should integrate risk management into their business planning systems	Ongoing	Ongoing
ii. All projects under this Reform Plan should adopt a rigorous approach to risk management as part of their project management methodology	Q1 2014	Q4 2016
iii. Update Guidelines on Risk Management for Government Departments / Offices	Q2 2014	Q3 2014

4.4 Delivery of Reform

Key Objective: To ensure that the commitments to Public Service Reform in this Reform Plan are implemented in the timeframe envisaged and the planned benefits realised

Planned Benefits

- Delivery of improved service and efficiency in the Public Service over the coming three years, through the implementation of this Public Service Reform Plan
- Driving and monitoring reform across all sectors of the Public Service
- Maintaining a strong focus on implementation, both centrally and across all sectors of the Public Service
- Better communication of the objectives and responsibilities involved in Public Service Reform

Actions over the next three years	Start	End
4.4.1 Enhance delivery capability and capacity across Public Service		
i. Ensure that the Reform and Delivery Office plays a strong role in developing capacity and sharing best practice across reform teams in all Departments / Offices	Q1 2014	Ongoing
ii. Continue to develop capacity and capability for reform within Departments, Offices and Sectors, including through strong programme management arrangements and the provision of upskilling opportunities	Q1 2014	Q4 2016
iii. Ensure that reform teams in Departments / Offices are adequately resourced for their key roles in leading and coordinating implementation	Q1 2014	Ongoing
4.4.2 Ensure effective governance structures are in place to drive the delivery of reform		
i. Continue to support the Cabinet Committee on Public Service Reform in setting the strategic priorities for reform and driving accountability for the reform programme	Q1 2014	Q4 2016
ii. Review the overall governance model for reform which was established under the first Reform Plan to ensure that it meets ongoing requirements	Q2 2014	Q2 2014
iii. Consider the inclusion of an external perspective in the delivery of reform with options to include appointing external nominees to the current governance model or establishing an external Reform Advisory Board	Q2 2014	Q2 2014
iv. Review the programme management and governance arrangements in each of the four main sectors to ensure that they are fit for purpose	Q2 2014	Q3 2014
v. Continue to use the model of Senior Responsible Owners, Project Managers and Programme Boards for major projects under the Reform Plan	Q1 2014	Q4 2016
4.4.3 Ensure effective planning and reporting on reform		
i. All Departments / major Offices will prepare annual Integrated Reform Delivery Plans	Q1 2014	Q4 2016
ii. Report regularly to the Cabinet Committee and other levels of governance on the implementation of the Reform Plan and the Haddington Road Agreement	Q1 2014	Q4 2016
iii. Publish a progress report on Public Service Reform each year	Q4 2014	Q4 2016
4.4.4 Effectively communicate the Public Service Reform programme		
i. Develop and implement a comprehensive internal and external communications plan to support the implementation of the renewed wave of reforms	Q1 2014	Q4 2014
ii. Use the Reform Office web portal as a key repository of tools for delivering reform and source of information for public servants	Q1 2014	Q4 2016

An Roinn Caiteachais Phoiblí
agus Athchóirithe
Department of Public
Expenditure and Reform