



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

Public Service Transformation

Professional Certificate in Public Expenditure Management

Friday 17th February 2023

Fiona O'Callaghan

**Public Service Transformation Delivery Unit, Department of Public Expenditure NDP
Delivery and Reform**



Strategic goals for the Department as set out in our Statement of Strategy are:

To **manage public expenditure** at sustainable levels in a planned, balanced and evidence informed manner, in order to support Ireland's economic, social and climate goals; and

To **drive reform and innovation** across the Civil and Public Service to improve service delivery to the public, and to enhance strategic policy making and public governance structures.

Public Service Transformation Division, DPER - Who are we?



Some Recent Achievements



- **2nd** in the EU28 for being one of the **least bureaucratic** in hindering business activity
- **4th** in the EU28 for perceptions that **Government decisions** are **effectively implemented**
- **4th** in the EU28 for the **quality** of our **public administration**
- **2nd** in the EU27 (2021) for **Open Data Maturity**

Source: Richard Boyle, Institute of Public Administration, 2019 & EU Open Data

Some Recent Initiatives/Developments



Our Public Service 2020



EIRCODE



Open Government Partnership



Seirbhís Chomhrainne Acmhainní Daonna & Pinsean
HR & Pensions Shared Service



SOLAS

An tSeirbhís Oideachais Leanúnaigh agus Scileanna
Further Education and Training Authority



publicjobs.ie
Home of the Public Appointments Service



myAccount

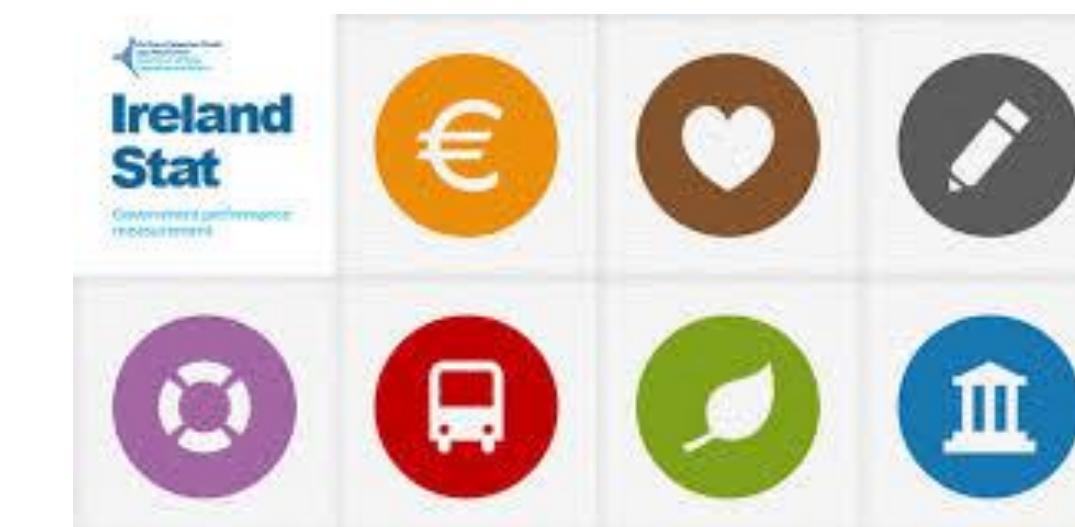


Who Does What
whodoeswhat.gov.ie



Ríocht na hÉireann
Government of Ireland

Making Innovation Real
Our Public Service.
Delivering Today, Shaping Tomorrow.



An tSeirbhís Phoiblí Shinse
Senior Public Service





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

Ireland's Public Service in Numbers

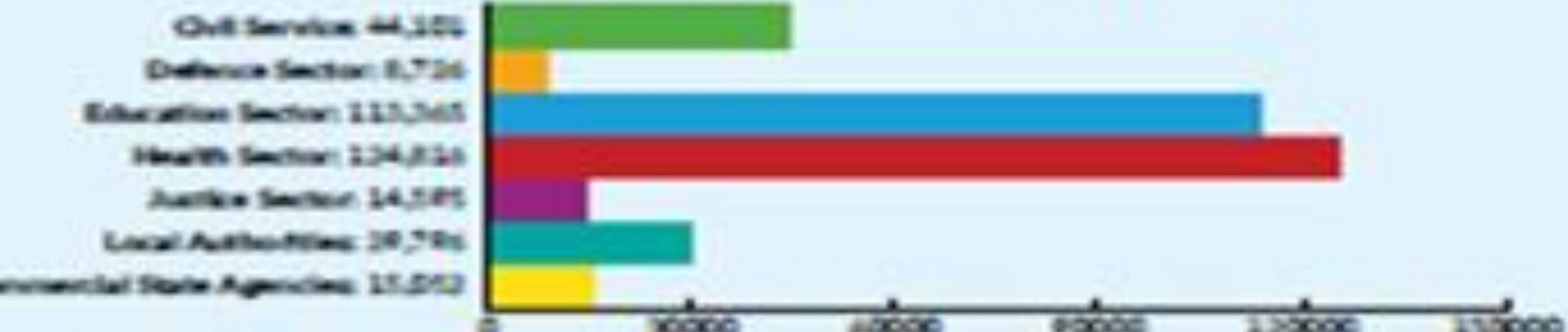
The Public Service in Numbers

Exchequer Investment in Public Services during 2020

- Employment, Affairs & Social Protection 34%
- Health 23%
- Education & Skills 13%
- Other Current 17%
- Capital 11%



350,450 Public Service Employees at end Q4 2020



Figures are rounded and taken as of 31st December 2020. Source: Annual Statement of Accounts.

Justice



200,000
admissions to the
Custody Test Alert
Scheme, across
3,340 local schemes.
(In 2020)



Over 7,000
certified with Irish citizenship
since last report



678,000
offenders came
before the courts,
of which 443,000
were sentenced

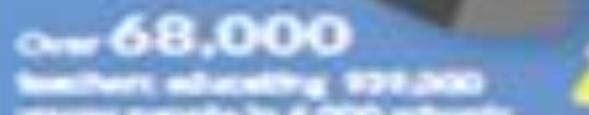


7,200
offenders dealt
with through the
youth system (nearly
5,000 convictions)

Education



185,000
Students in full-time third
level education



Over 68,000
second-level
young people in 4,000
schools

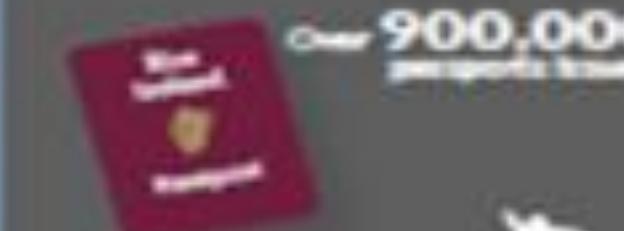


120,000
preschool children in the Early
Childhood Care and Education scheme



18,000
people in apprenticeships

Civil Service



Over 900,000
passports issued



23 Million
total customer contacts with the
Revenue Commissioners 83% of
which were online (In 2020)



668,000
tests carried out of 22,500 samples
(In 2020)



78.8 million
social protection payments to 3
million beneficiaries

Local Government



Over 7,400
full and part-time posts were created
by Local Enterprise Offices (2,213 clients)



Local Authority Fire Services attended
29,000 emergency incidents



Over 17 million
visits to local authority
libraries



3,100,000
referrals of social authorisations
social media resources, an
increase of 360% since 2015



Over 392,000
emergency calls made to the Ambulance
Service

Health



59,800
babies born



170,000
women attended BreastCheck
screening



3.35 million
new and return inpatient admissions



Over 392,000
emergency calls made to the Ambulance
Service

Defence



780
Refugee patrol days undertaken by
the Naval Service (In 2020)

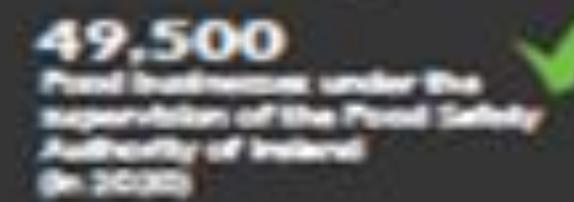


Over 1,600
military personnel serving overseas,
including several missions with the UN
(In 2020)



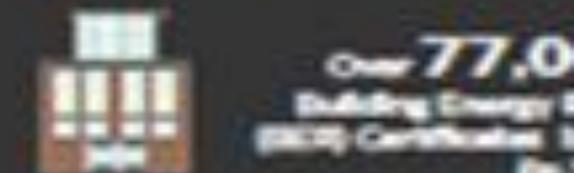
366
Emergency Aeromedical Services
missions (In 2020)

State Agencies

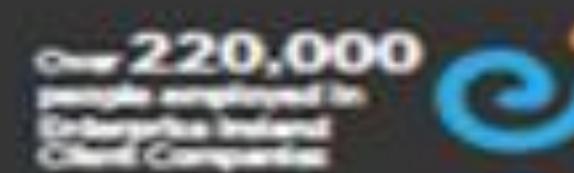


49,500

Food businesses under the
regulation of the Food Safety
Authority of Ireland
(In 2020)



Over 77,000
Building Energy Ratings
(BER) Certificates issued
(In 2020)

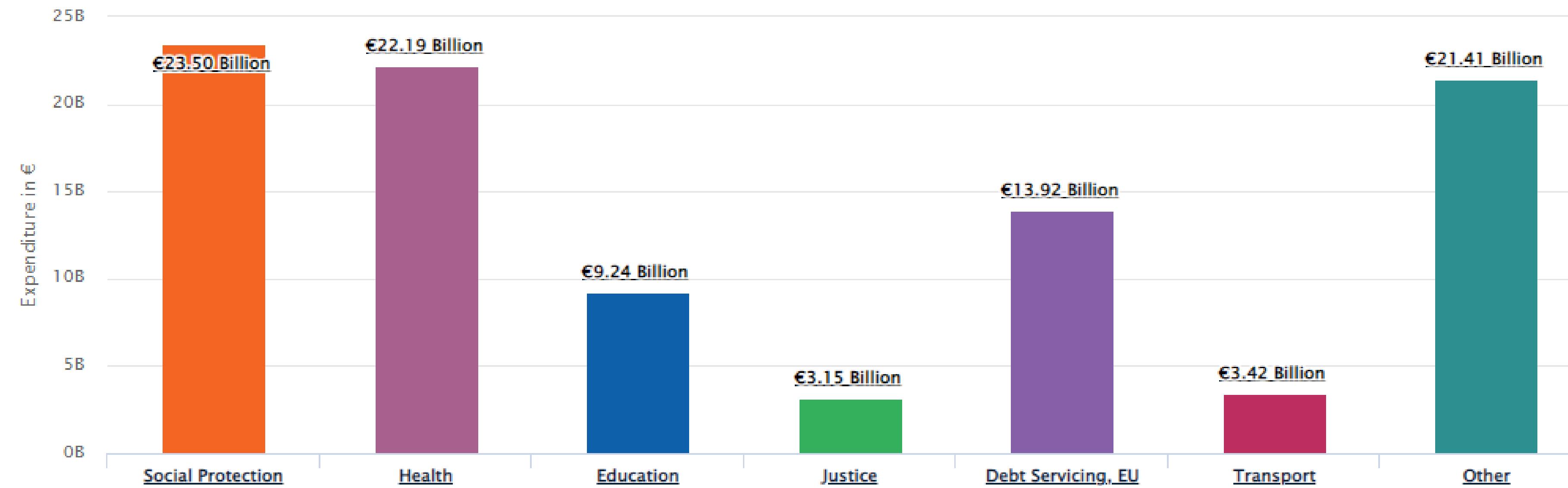


Over 220,000
people employed in
Enterprise Ireland
Client Companies

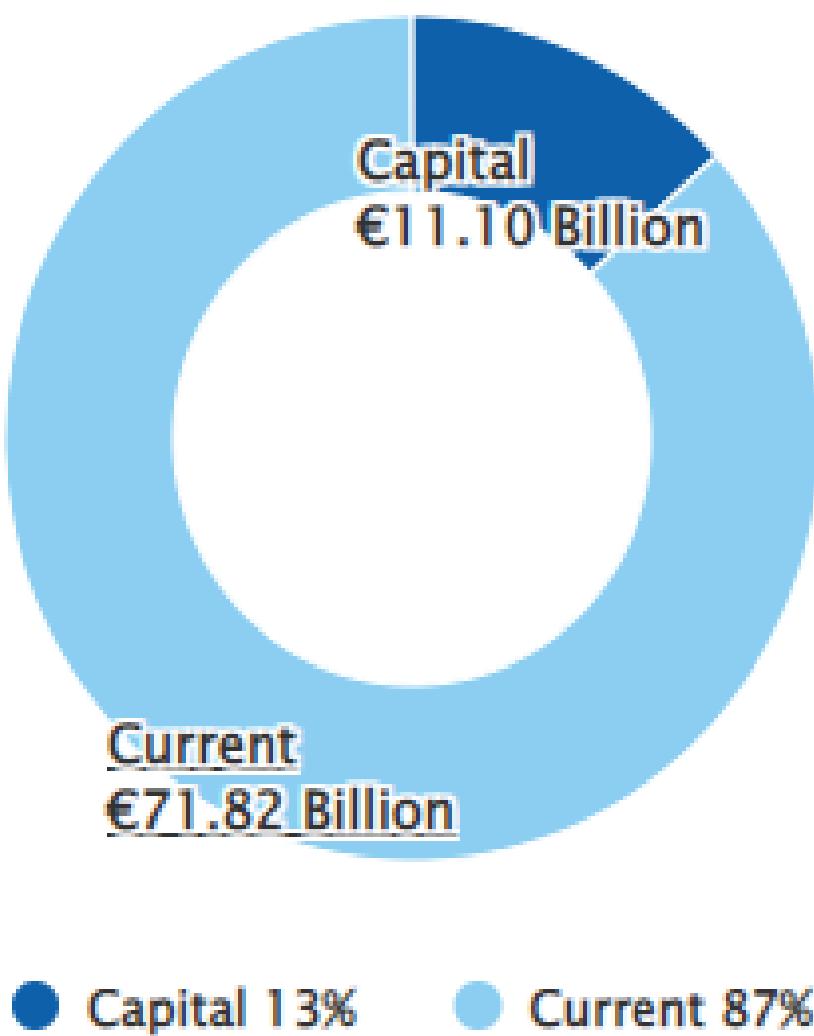
2022 Total Expenditure: **€96.8 billion**



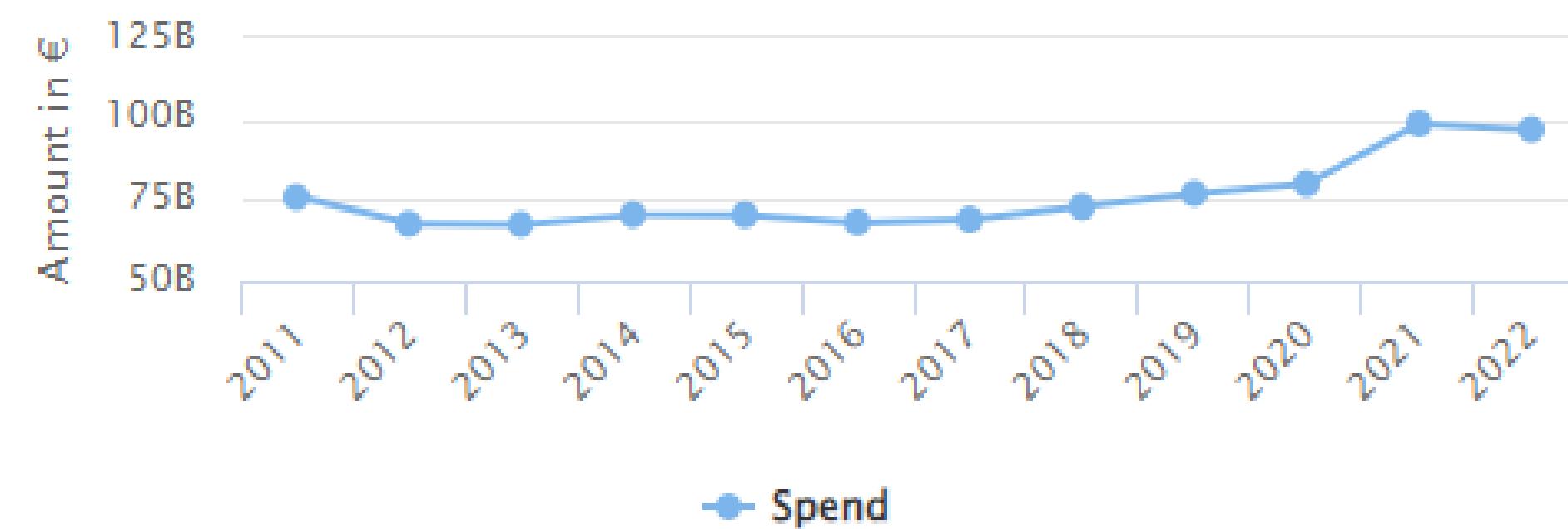
Sectoral Expenditure (Drilldown)



Expenditure by Type (Drilldown)



Total Expenditure Over Time (10 Years)



2022: €96.8 billion

2021: €98.6 billion



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

History of Public Service Reform

Pre-Irish State:

- Report on the Organisation of the civil Service 1854, Northcote-Trevelyan
 - Recruitment into the civil service should be by open examination, conducted by an independent "civil service board".
 - Entrants should be recruited into a "home civil service" as a whole, rather than to a specific department.
 - Recruits would be segregated at entry into a hierarchy of grades, ranging from clerical officers who would conduct routine tasks, through to those who would provide policy advice to ministers.
 - Promotion would be on merit, not preferment, patronage, purchase, or length of service.
- 19th Century Growth of the State In Ireland
 - A national school system, the Poor law system, the Land Commission, Light Railway development, Agricultural development etc.

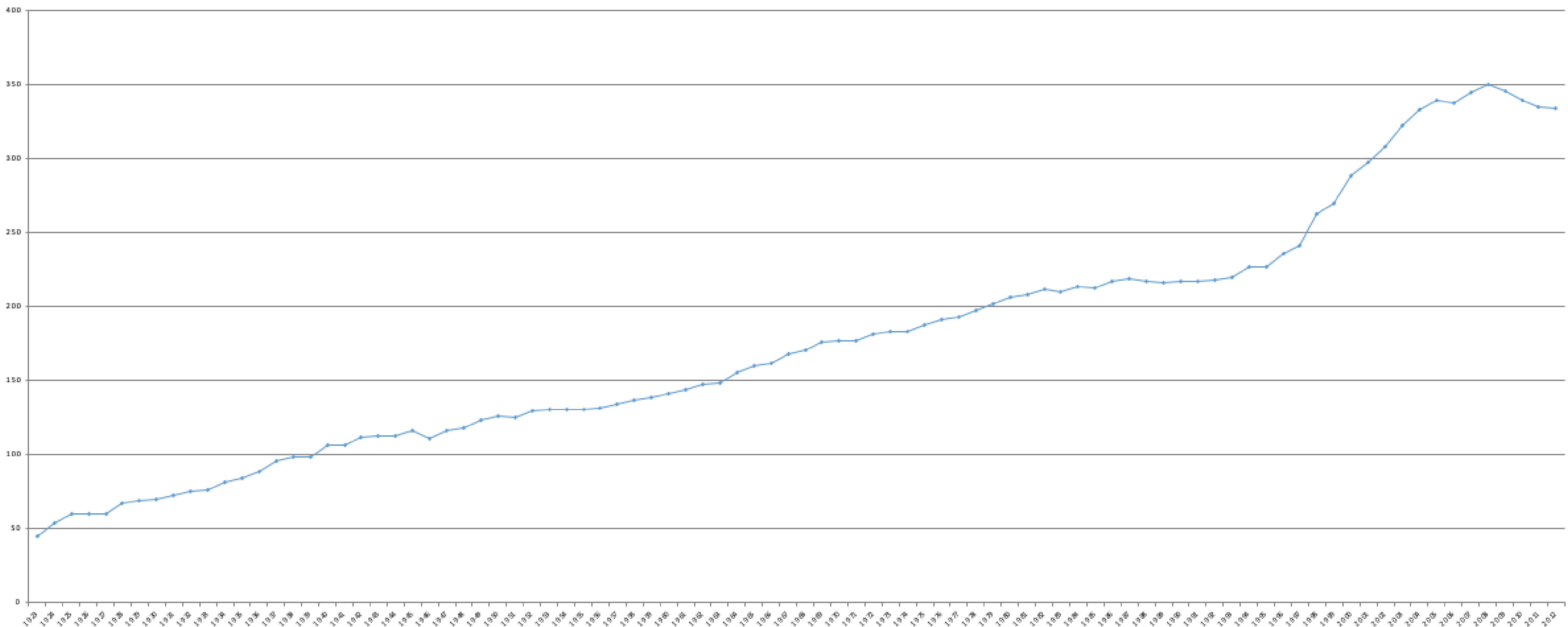


Post-Establishment of the State:



- Irish Free State 1922: Constitution (Bunreacht Shaorstáit Eireann), establishment of ‘Irish Civil Service’
- The Civil Service (Regulation) Act 1924.
- Ministers and Secretaries Act 1924.
- Bunreacht na hEireann 1937
- Devlin Report 1969
- ‘Serving the Country Better’ 1985
- Strategic Management Initiative; Delivering Better Government (and Better Local Government) 1994
- OECD Review of Irish Public Service 2008

Growth of public organisations in Ireland 1922-2012 (source isad.ie)





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

Recent Public Service Reforms

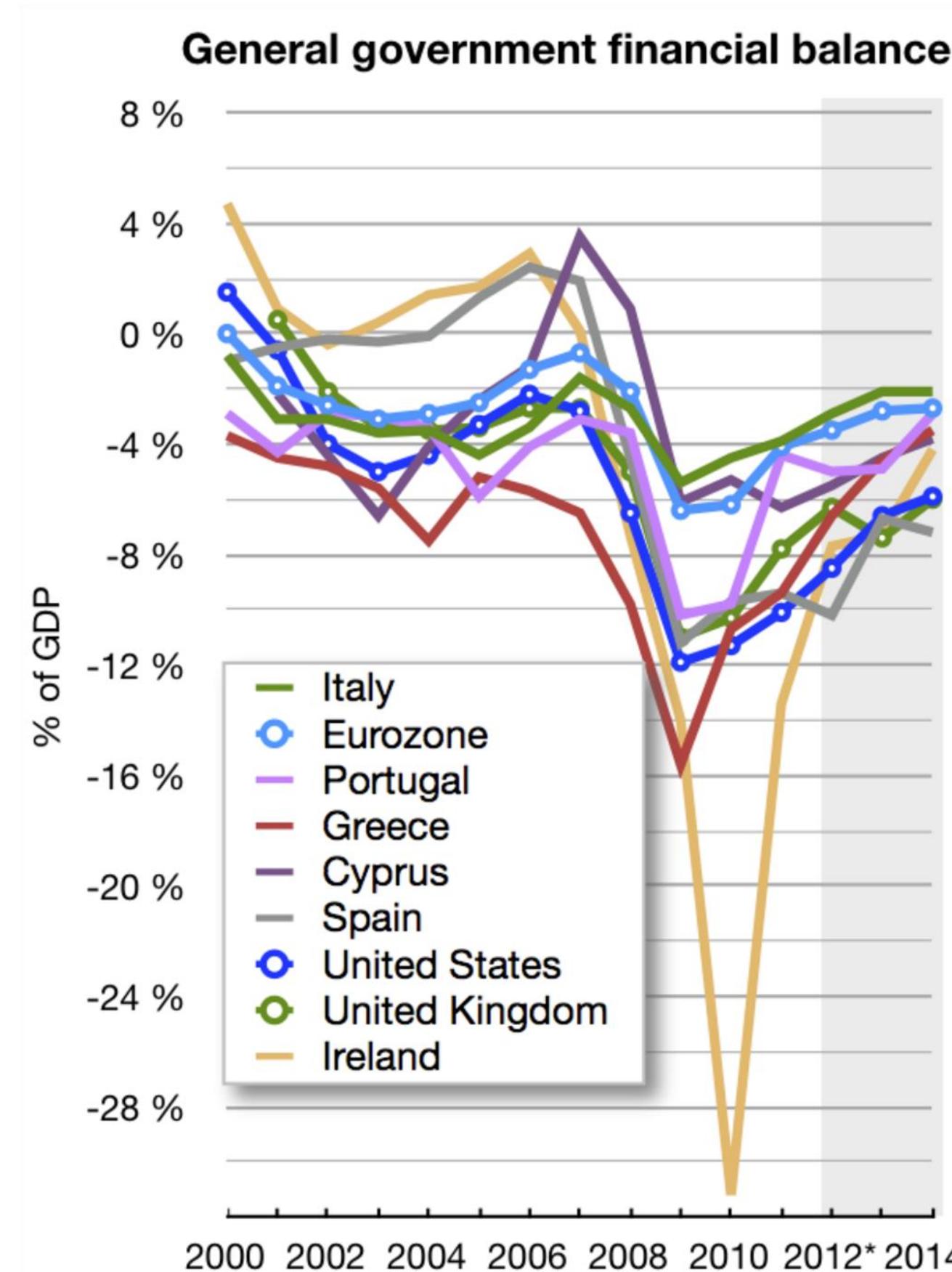
What is Public Service Reform?



“a deliberate change to the structures and processes of public sector organisations and/or services, with the objective of getting them (in some sense) to run better”

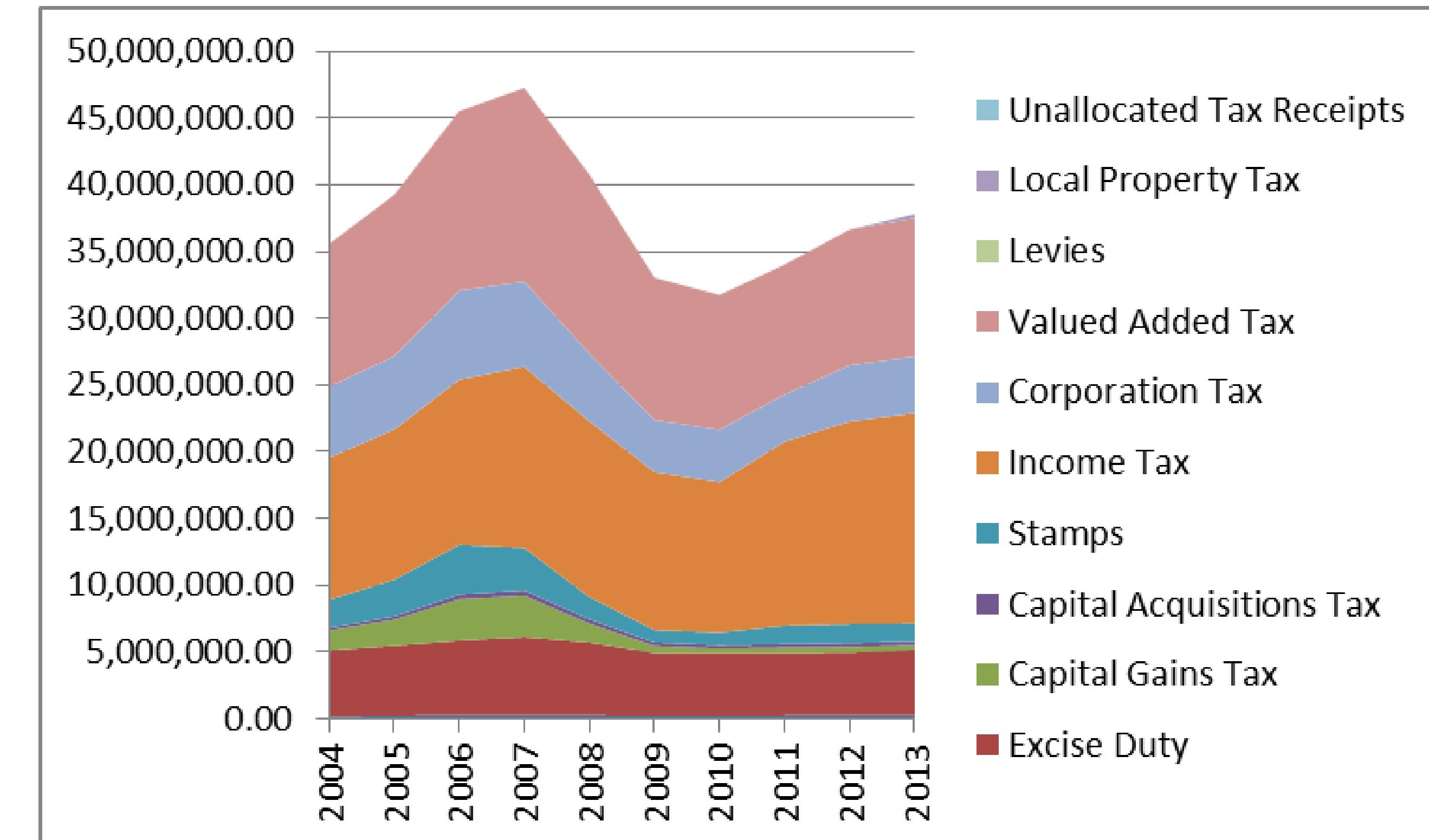
Pollitt and Bouckaert (2011)

2008 onwards – crisis commands reform



Source: Eurostat and OECD

* 2012-2014 Eurostat estimates from January 2013



Some other drivers of public service reform

Resource constraints

Public expectations

Demographic pressures

Industrial peace

Increased demand for services

Rebuilding public trust

- Population of 5.1 million on 03 April 2022 – an increase of 7.6% from Census 2016
- Second highest birth rate in the EU (2022)
- Children accounted for more than one in five (20.5 %) of the Irish population in 2019 — the highest share among the EU Member States
- The current life expectancy for Ireland in 2022 is 82.66 years, a 0.18% increase from 2021.
- Proportion of Over 65s increased to 14.4% but 6% less than EU average
- Increasing numbers in full-time education

Responsive Reforms: 2008-2011

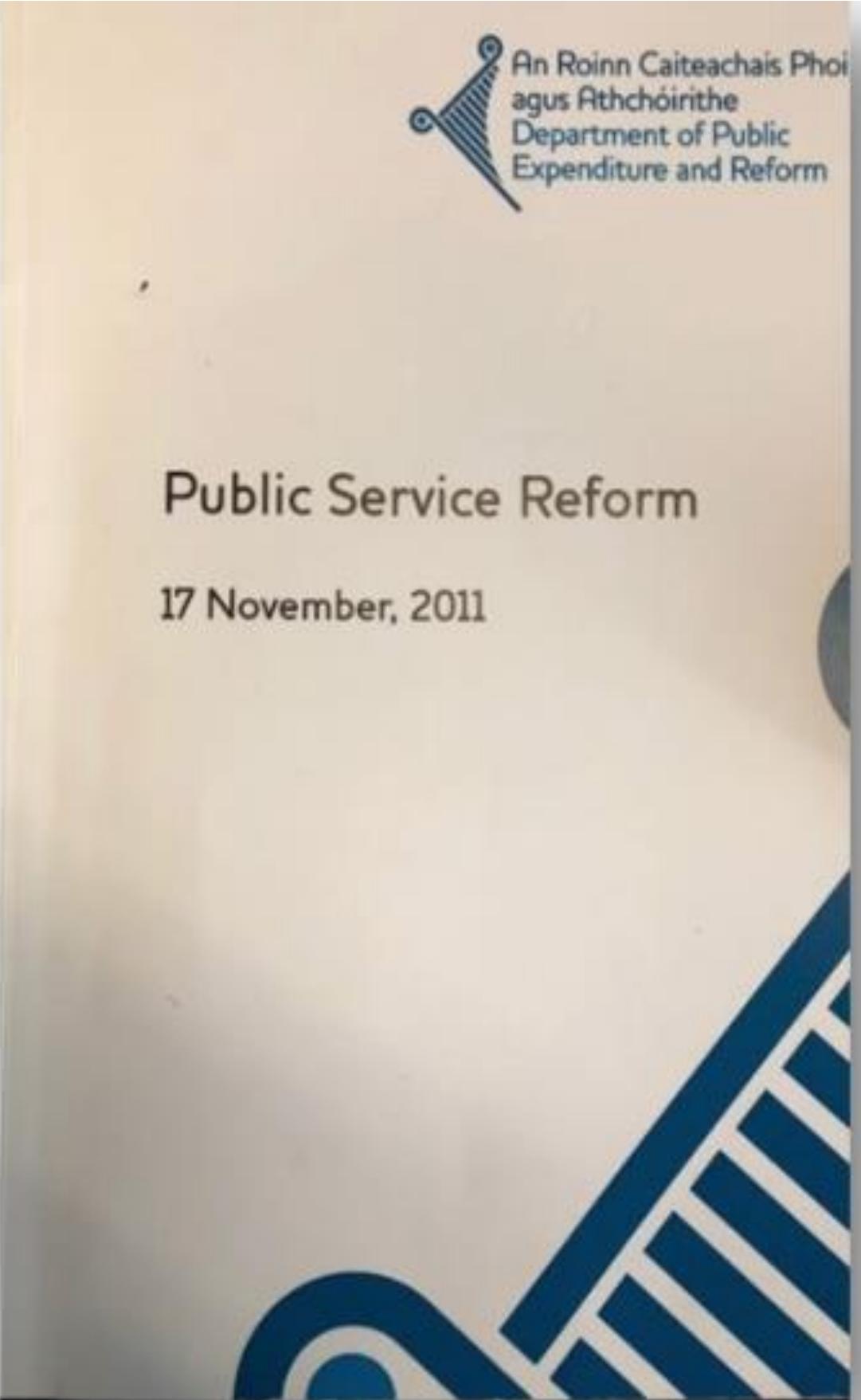


- September 2008: Ireland officially enters recession
- Budget 2009: Delivered in October 2008 and signalled a marked decrease in public expenditure
- Emergency budget 2009: Six months later – Further increase in taxes and decrease in expenditure
- In 2009, GDP fell sharply for the second year in a row, the public balance deficit was the highest of any EU member state, and government debt increased to nearly two-thirds of GDP (*Measuring Ireland's Progress 2009, Central Statistics Office*)
- The **National Asset Management Agency (NAMA)** was established in late 2009 to respond to the crisis and deflation of the property bubble. By 31 December 2011, NAMA had acquired loans with a face value of €74 billion from the five financial institutions that participated in the scheme.

The **Economic Adjustment Programme for Ireland** (bailout programme) committed to by Ireland in 2010.

- European Commission, European Central Bank and International Monetary Fund, colloquially called the European Troika, agreed with the Irish government in a three-year financial aid programme on the condition of far-reaching austerity measures to be imposed on the Irish society in order to cut government expenditure.

Public Service Reform Plan 2011



- Conscious effort to improve public service delivery in the context of the challenging fiscal reality.
- Continued borrowing from the EU and IMF to sustain public services, staff costs, pensions and social welfare benefits provoked need to decrease public expenditure.

Achievements included:

- Significant workplace reforms which have meant that the Public Service able to reduced staff numbers by around 30,000 while maintaining service delivery;
- reduction in staff numbers was a key factor in reducing the cost to the Exchequer of the pay of public servants from €17.5 billion in 2009 to €14.1 billion in 2013
- the Haddington Road Agreement, the biggest productivity deal in the history of the State, delivered a further reduction of €1 billion in the Public Service pay and pensions bill by 2016, providing for almost 15 million additional working hours annually across all sectors and enabling the next wave of reform
- Cancellation of the Decentralisation programme

Achievements continued:



- the implementation of new HR shared services model: PeoplePoint;
- the radical reorganisation of some key cross-cutting functions such as the creation of a new model for public procurement led by the Office of Government Procurement, targeting savings of c.€500 million over the coming years;
- initiatives to make access to public services easier and more streamlined such as the roll-out of the Public Services Card, with over 500,000 cards issued and the increased availability of information and online services such as fixyourstreet.ie and real time transport information
- strong, effective structures were put in place to oversee the delivery of the Reform Plan, with a dedicated and robust governance model led by a Cabinet Committee, a new Reform and Delivery Office coordinating and supporting implementation and complementary structures at Departmental/sectoral level

Public Service Reform Plan 2014-2016



Public Service Reform Plan
2014-2016
January 2014

Public Service Reform Plan 2014-2016 sought to address challenges at strategic, service and operational levels. The Plan set out a series of cross-cutting strategic reforms with the objective of **delivering better outcomes** through a focus on:

- service users
- efficiency
- openness, transparency and accountability
- leadership, capability and delivery

Achievements:



- 2.35 million Public Services Cards, including 800,000 Free Travel variants, were issued to the end of 2016 (since their phased introduction in 2011);
- The General Scheme of a Bill on Data Sharing and Governance was approved by Government in 2015 (Data Sharing and Governance Act 2019) This was part of a series of actions to improve data sharing in the public service and to strengthen the governance and management of data;
- The results of Civil Service customer satisfaction surveys of general and business customers run in recent years had the most positive results to date (over 80% satisfaction);
- The productivity measures implemented under the Financial Emergency Measures include an additional 15 million hours each year;
- The Lansdowne Road Agreement was concluded in May 2015 and ratified by the ICTU Public Services Committee in September 2015, extending the Haddington Road Agreement until September 2018;
- The National Shared Services Office (NSSO) was established in 2014 within the Department of Public Expenditure and Reform to lead shared service strategy across the Civil Service. In 2021, the NSSO provided HR support to 43,500 customers, payroll services to 149,000 payees and launched a financial management shared service system in 2022. The NSSO is one of the largest Shared Services providers in Ireland, within the public or private sector;

Achievements (cont'd):



-The Office of Public Works implementation of 'Accommodating Change – Measuring Success', the Government's Property Asset Management Delivery Plan, which was published in July 2013. Rationalisation of the Civil Service Estate has seen significant reductions in rental expenditure;

The performance budgeting initiative begins - the Public Service Performance Report;

The Departments of Finance and Public Expenditure and Reform jointly hosted an annual National Economic Dialogue;

Following consultation on the development of an Open Data strategy in 2015, an Open Data Strategy 2017-2022 was drafted and finalised in July 2017;

Published in October 2014, the Civil Service Renewal Plan was a significant part of the overall Public Service Reform Framework – a change programme for the Civil Service (public service employees of Ministries);

An Accountability Board for the Civil Service was established;

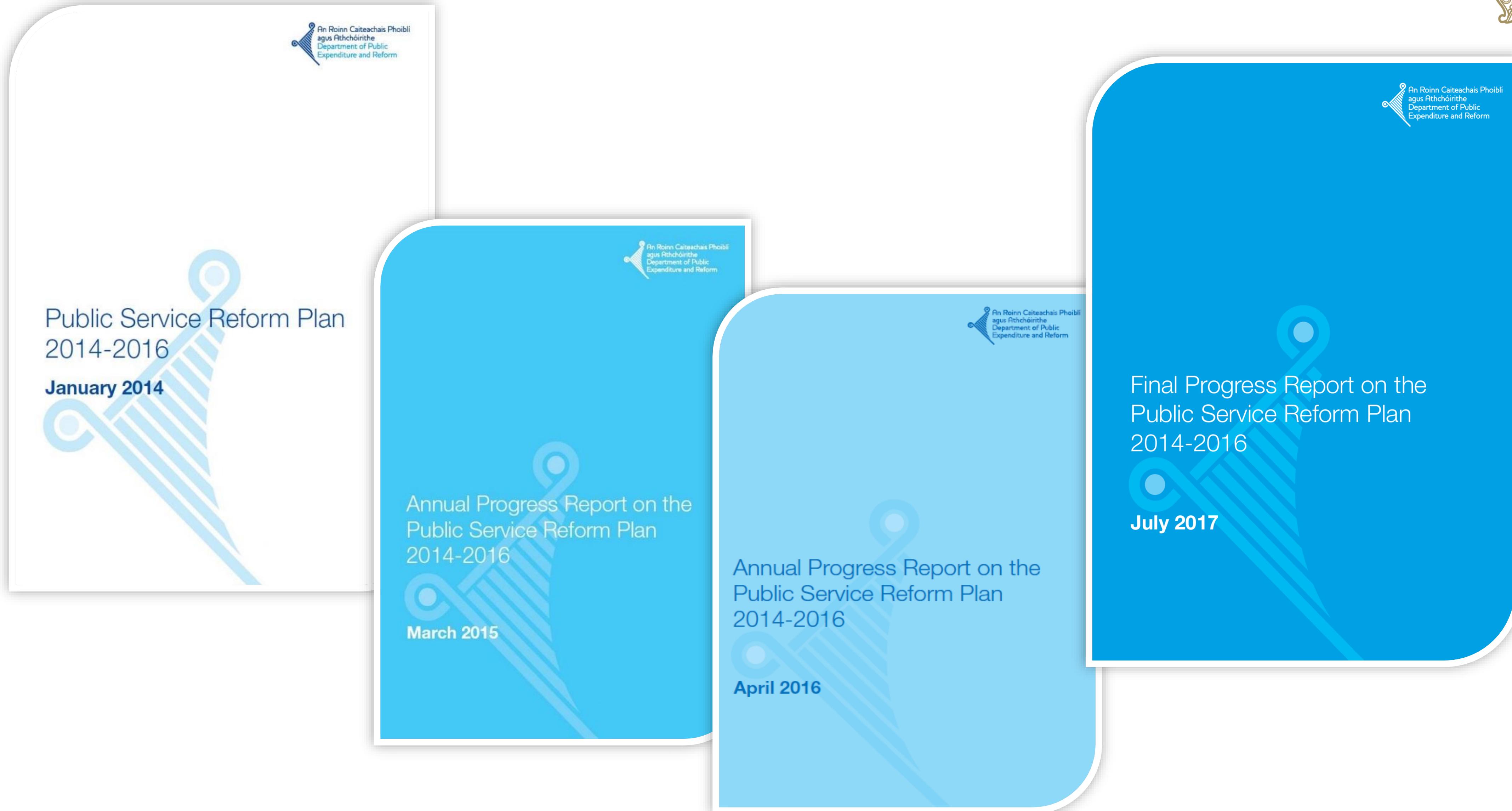
A Corporate Governance Standard for the Civil Service was published in November 2015;

Achievements (Cont'd):



- A revised Public Service Sick Leave Scheme was introduced in 2014 for the majority of the Public Service;
- Results of the first Civil Service wide employee engagement survey were published in January 2016 and Departments/ Offices implemented a wide range of initiatives in response;
- Significant progress was made on developing and implementing a new shared model for Learning and Development in the Civil Service (One Learning launched 2017);
- A new programme of Organisational Capability Reviews for the Civil Service was launched;
- Annual Civil Service Excellence and Innovation Awards were introduced and held in December 2015 and December 2016;
- Integrated Reform Delivery Plans were completed by all Departments and major Offices each year.

Public Service Reform Plan 2014-16

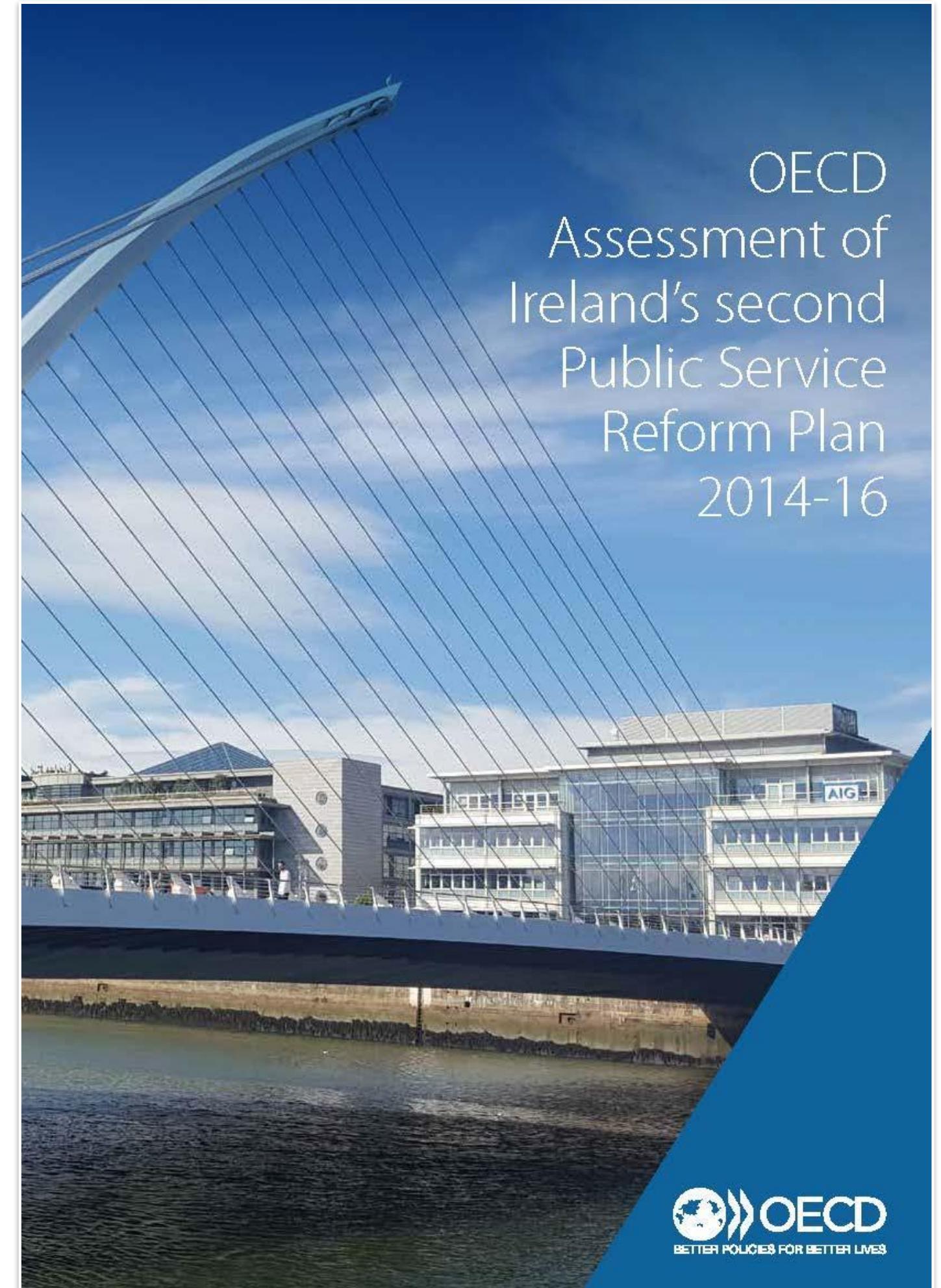


OECD Assessment of Public Service Reform Plan 2014-16



Key recommendations

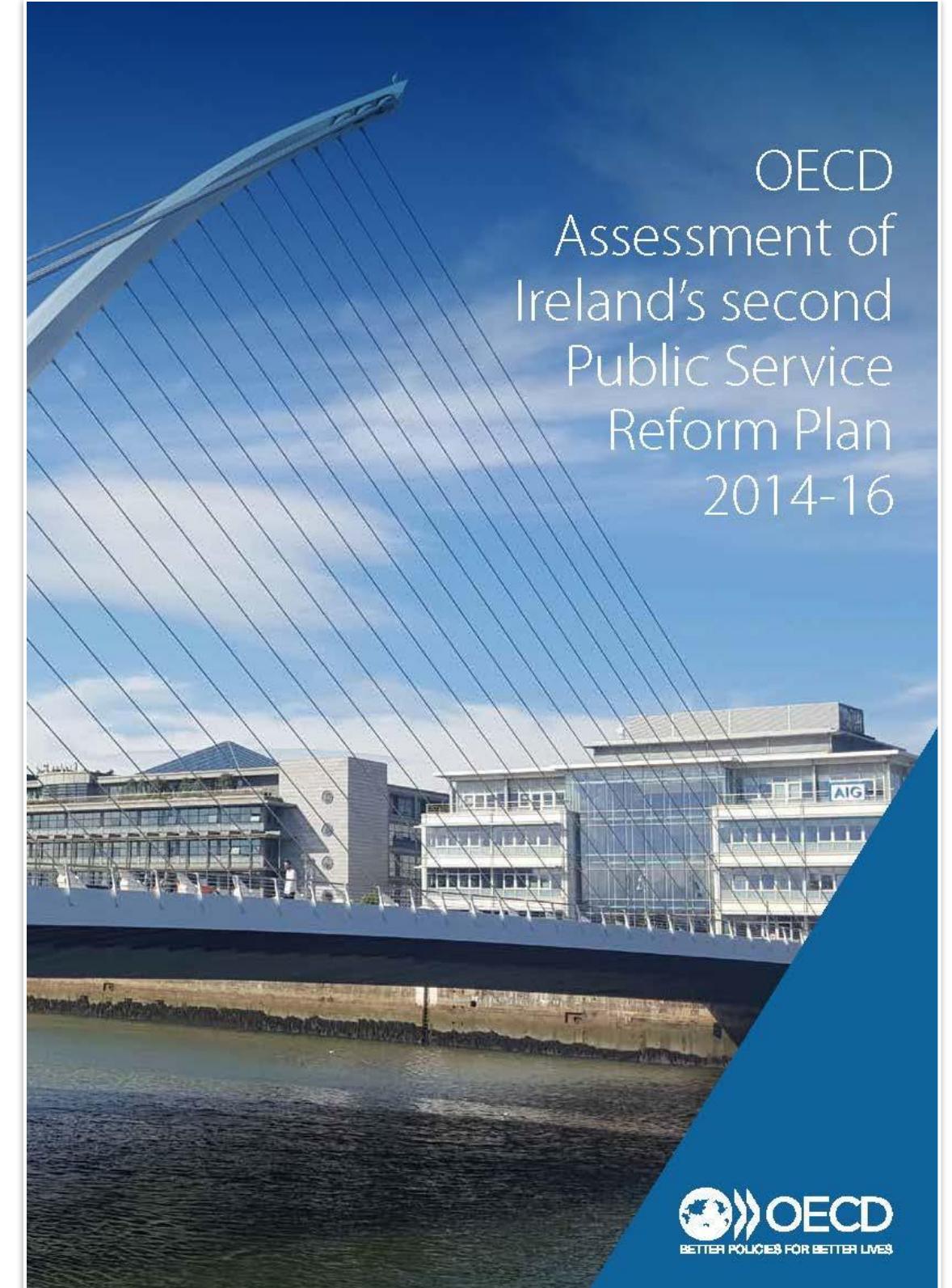
- Focus more on **evaluation** and on the **outcomes** of reform
- Strengthen the **link** between **expenditure** and **reform**
- Define better the **roles** of the **centre** and the **sectors** in achieving reform
- Drive **innovation**
- Strengthen **governance** arrangements



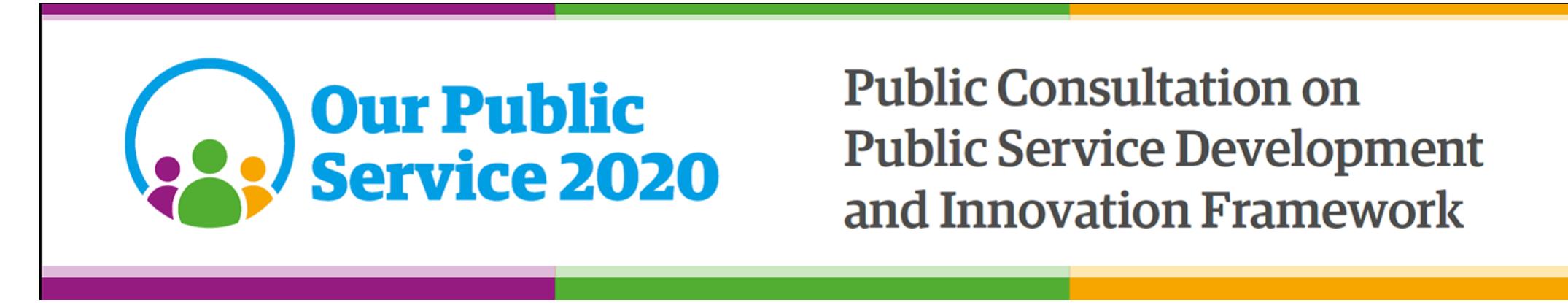
Next stage of Public Service reform consultation process:

Engagement:

- Workshops
- Presentations
- Inter-departmental meetings
- Project Board established
- OECD Assessment
- Public consultation
- Questionnaire for public servants



Public consultation



- The focus must be on the **citizen/service user**
- **Performance management** must address poor performance and reward excellent performance
- The move towards online/digital service delivery must not exclude those who do not use the internet; there **must always be an alternative to online**.
- **Use HRM and workforce planning** to ensure that the public service has the skills it needs, and assigns people to the roles for which they are best suited.
- There needs to be **increased collaboration and consistency** across the public service, both in terms of policies and in terms of how it engages with the public.
- The public service must be **accessible to everyone**; all barriers must be removed/minimised.

Common themes from all respondents



Delivering for our Public

- Our focus must be on **serving the public**
- The public service should be **independent of electoral politics**
- Services and information must be **accessible to all**
- The move towards **digital delivery must not exclude sections of the public** and must ensure security of personal data
- Reform must not focus on cost-saving to the detriment of **quality**



Common themes from all respondents

Innovating for our Future

- Public service organisations should **collaborate more**
- The public service should be **more open to change**
- New initiatives must be **monitored** and problems addressed

Developing our People and Organisations

- The public service needs to **address underperformance** and **reward high performance**
- Staff must receive **adequate training** opportunities
- We need to **engage more with the public** to tailor policies/projects to their needs and achieve buy-in

A new approach: from ‘Reform’ to ‘Innovation and Development’ across the public service



- Citizen centric
- Focus more on outcomes
- Wider consultation with the public and public service
- Parallel objectives
 - Embed existing reforms
 - Develop and advance new initiatives
- Allow flexible and responsive prioritisation to 2020 and beyond
- Enable collaboration



High Level Goals 2017- 2020



**Deliver Better
Outcomes for
the Public**

**Build Resilient and
Agile Public Service
Organisations**



Evaluation



Our Public Service 2020

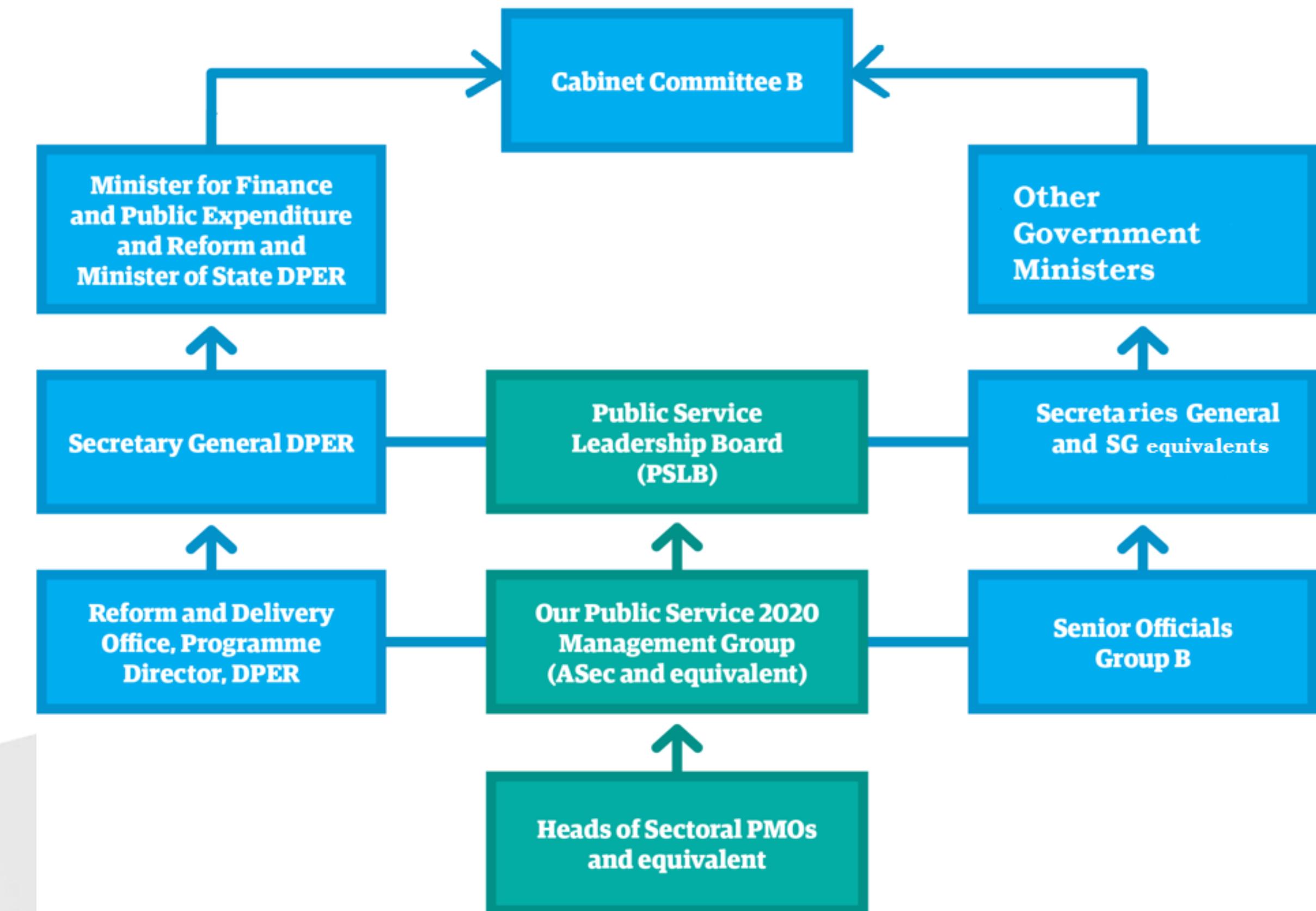


Governance and oversight



- Public Service Leadership Board
- Public Service Management Group
- Networks:
 - Customer Service
 - Innovation
 - Strategic HRM
 - Project Managers
- To better link sectors, while linking to centre to harness and sustain momentum

Governance Structure Our Public Service 2020



Implementation

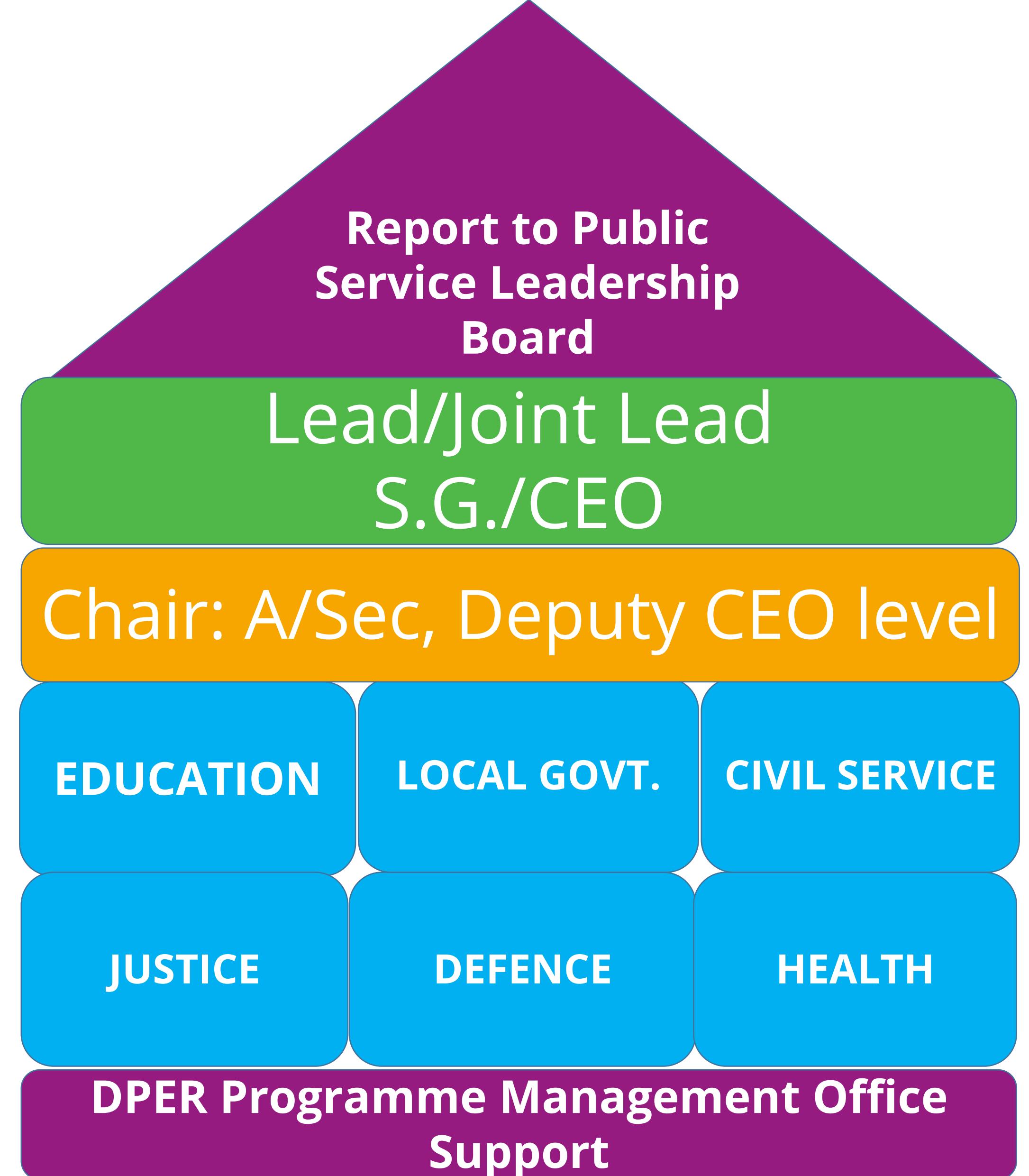


Public Service Leadership Board met for the first time in March 2018



Action Teams

- Expert Representatives from six main sectors
- Responsibility for actions assumed by a Lead or Joint Lead
- Purpose is for value-added initiatives to drive the headline action
- Action co-ordinator from one of the Lead organisations
- DPER PMO provide administrative support and cross-action presence



Outcomes and indicators



Our Public Service 2020
Selected Indicators & Trends

- Move from process focus to more outcomes focus
- Indicators sub-group identified 6 high- level outcomes for the framework
- Indicators based on available data
- Output indicators developed for each action



Prepared by the Department of Public Expenditure and Reform
gov.ie

August 2020

Implementation



- Engagement with Departments/offices and project managers to produce implementation plans began in early 2018
- Established a reporting and indicators group to:
 - review and streamline reporting
 - consult with other DPER divisions and Departments/ sectoral PMOs
 - focus of reporting and indicators must be to support implementation

Challenges and opportunities



- New approach – including public and civil service directly in governance bodies for the first time
- Resourcing
- Public Service Leadership Board (PSLB) dynamic
- Capacity at centre and in sectors (PMOs)
- Phased implementation, prioritisation and early wins
- Flexible Framework
- Success contingent on buy-in from sectors and capacity to support them



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

Initiatives to date and what's next

Our Public Service 2020



The image shows the cover of the 'Our Public Service 2020 Final Progress Report'. It features a blurred photograph of people in a modern office or public space. At the top left is the harp logo. To its right, the text reads: 'An Roinn Caiteachais Phoiblí agus Athchóiriú' and 'Department of Public Expenditure and Reform'. Below this is the title 'Our Public Service 2020' in bold purple, followed by 'Final Progress Report' in orange. In the bottom right corner of the cover, the text 'March 2021' is visible, along with the note 'Prepared by the Department of Public Expenditure and Reform gov.ie'.

Our Public Service is the framework for development and innovation in Ireland's Public Service. The Public Service Transformation Delivery unit is responsible for driving and delivering the Government's programme of public service transformation. Some achievements include:

Promote a culture of innovation in the public service

- Making Innovation Real, Declaration of Public Service Innovation, Formation of the Public Service Innovation Advisory Board (PSIAB, 2021), Public Service Innovation Fund, Public Service Innovation Network, Seconded Innovation Team, Future Tech Challenge (2021)

Embed Programme and Project Management

- Project Management Network, Public Service Project Management Handbook

Accelerate digital delivery of services

- Digital postbox, RPA, Level 8 Foundation Cert in AI (with Krisolis), Implementation of the Digital Service Gateway (gov.ie)

Civil Service Renewal Plan 2030



- Launched in 2021
- 10 year strategic framework
- 3 Themes
- 3 year action plans



10-Year Strategic Framework

Evidence-Informed Policy and Services

Strategic Policy Development

- Review, develop and invest in our strategic policy infrastructure
- Further develop a rigorous, professional and evidence-informed approach to policy development
- Prioritise and incentivise greater whole-of-government policy development and implementation
- Develop our strategic foresight capability

Insights-driven Decision-making

- Build a framework to inform the public about why their data is collected and how it is managed and used
- Develop the Irish Government Economic and Evaluation Service (IGEES) as an effective bridge between data insights and public policy
- Further develop the National Data Infrastructure (NDI) to ensure provision of and access to the data needed for policy development

Digital First and Innovation

Digital First

- Build globally recognised digital services through co-creation with our stakeholders and the public ensuring that 90% of applicable services are consumed online
- Build 24/7 services providing consistent, integrated and end-to-end digital solutions
- Build a digitally skilled workforce enabling the Civil Service to realise a "Digital First" culture
- Foster public trust in the safety, transparency and value of digital solutions

Embedding Innovation*

- Build citizen-centric innovation by putting citizens and users at the centre
- Create a culture of innovation where all staff are empowered to innovate
- Scale up innovation through working across sectors and organisations
- Drive transformative innovation across the Civil Service by pioneering change

Workforce, Workplace and Organisation of the Future

Workforce of the Future

- Develop and implement flexible working models
- Develop and introduce a new workforce planning framework
- Prioritise and drive the development of key skills for the workforce of the future
- Continue to develop strategic HR capacity

Workplace and Organisation of the Future

- Review and deliver organisational structures that foster greater agility and collaboration
- Re-imagine our workplaces to deliver better public services
- Expand and maximise the potential of shared services
- Foster workforce equality, diversity, inclusion and well-being
- Promote a positive workplace culture that aligns with Civil Service values

*Aligned with Making Innovation Real, the Public Service Innovation Strategy

Civil Service Renewal

Action Plan 2024



Civil Service Renewal
2030 Strategy
'Building on our Strengths'



Theme 1: Digital First and Embedding Innovation

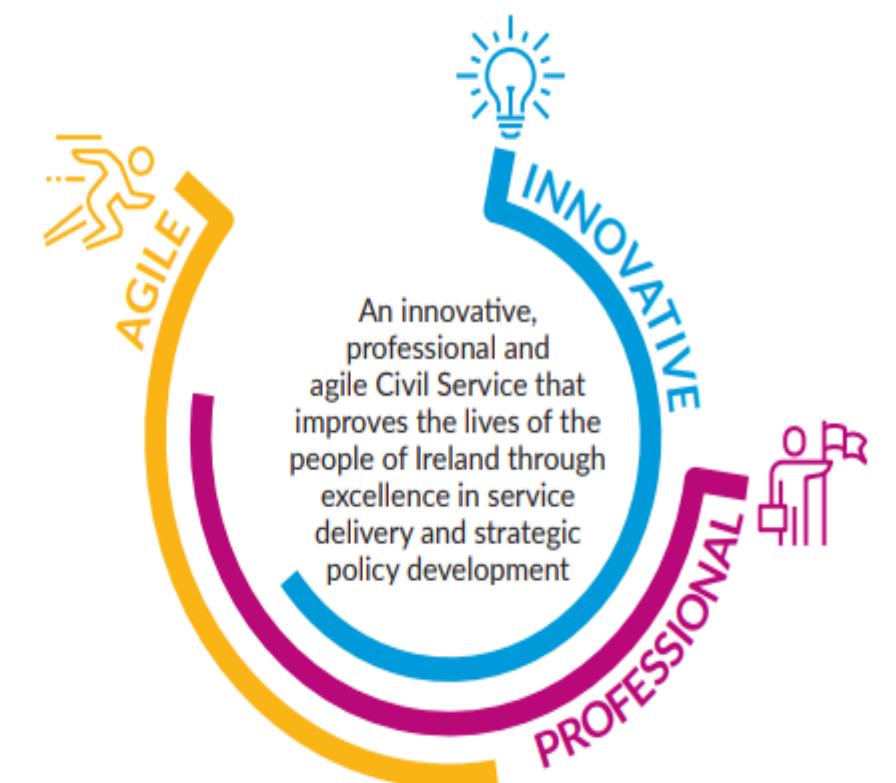


Theme 2: Workforce, Workplace and Organisation of the Future



Theme 3: Evidence-Informed Policy and Services

Our Vision



What's Next?



- **Next phase of PS reform/development**- 2023 a big year...
 - Preparatory work undertaken includes:
OECD reflections; Workshops; Survey and COVID learnings
 - To come: further stakeholder engagement
- Alignment with **CSR2030**
- **Programme for Government** commitments
- **National strategies** (Digital Strategy, Data Strategy, Climate Action Plan etc.)
- **Strategic Foresight Project** with OECD
- AI Foundation programmes / RPA Framework
- **Open Government Partnership** –national action plan
- **Service Design Principles** – Action Plan
- Life events project





Questions and Answers



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

Reform@per.gov.ie

Learn More: **www.ops.gov.ie**



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

Recommended Reading:

Boyle, R. and MacCarthaigh, M. '*Fit for Purpose?*', IPA 2011 (available online)

Colgan, A. Rochford, S. and Burke, K. '*Implementing Public Service Reform – Messages from the Literature*', Centre for Effective Services, 2016 (available online)

MacCarthaigh, M.; *Public Sector Reform in Ireland: Countering Crisis*; Palgrave 2017

OECD: Review of the Public Service Reform Plan 2014-2016 (available online)

Spending Review 2021 Trends in Public Expenditure

<https://assets.gov.ie/180309/98a07f5b-7e90-4a4a-9360-4bfdf7b1b859.pdf>