

**Decentralisation Implementation Group**  
**Report to the Minister for Finance**  
**on the**  
**State Agencies due to relocate under the**  
**Government's Public Service Decentralisation Programme**  
**July 2008**

## **1. Executive Summary**

### ***1.1 Background***

From the outset of the Decentralisation Programme the focus of the Implementation Group has been to urge prompt action on those elements of the Programme most amenable to early relocation. The Group focused initially on the implementation of the civil service elements, which account for some 70% of the overall Programme. The Group is satisfied that these aspects of the Programme are progressing well even though there is inevitably some slippage on timelines in such a major Programme. The Group has in parallel taken the opportunity in each of its reports to assess the remaining challenges and, where appropriate, to put forward practical recommendations to assist in overcoming those obstacles.

It has long been acknowledged that some elements, especially those relating to the State Agency sector, have presented particular challenges. The Group emphasised in particular the primary responsibility of the board and management of each Agency to drive the implementation of the Programme. It emphasised also the importance of having transferability of staff between public service bodies and between these bodies and the civil service to facilitate implementation of this part of the Programme. The lack of transferability options is an important difference as compared with the civil service part of the Programme.

Details of the Group's views in relation to the State Agency elements of the Programme, as set out in its earlier reports, can be found in Appendix 1.

### ***1.2 Task set by Government***

Earlier this year, in the light of the pace of progress to date in this sector, the Government asked the Group to examine the feasibility of phased moves by the State Agencies and to report back with timeframes in July 2008.

### ***1.3 Approach of the Group***

The Group firstly prepared a set of criteria by which it would approach this task (See Section 3.2). Secondly, it asked the Central Decentralisation Unit of the Department of

Finance to conduct an analysis of the available CAF data in relation to the State Agencies. The Group then met with the CEOs of most of the State Agencies included in the Programme, together in each case with the Secretary General of the relevant Government Department. Subsequent to these meetings, the Group followed up a number of issues in writing with the Secretaries General.

Section 6 of this Report contains information regarding each organisation as collated by the Group in the course of carrying out the task.

#### ***1.4 Progress achieved to date***

The Group is pleased to note that progress has already been made by some 10 Agencies in relocating posts, or locating new posts, outside of Dublin and further immediate progress is possible in a number of other organisations. To date, in excess of 300 State Agency posts have been located in new locations outside of Dublin under the Programme.

The Group is confident that the number of posts located outside of Dublin under the Programme in the State Agency sector can increase to between 750 and 1,000 posts within a 3-year period. The Group's views in this regard are set out in more detail in Table (A) below and in Section 5 of the Report.

The Group is satisfied that further progress can be achieved over this period and in the longer term. We set out below some of the factors impacting on progress to date across the sector. The pace of further progress will be determined to a large degree by the success achieved in addressing some of these challenges.

#### ***1.5 Factors impacting on progress***

The work carried out by the Group in relation to the Agencies points to a number of significant factors impacting on progress:

(i) The absence of any agreed position on the movement of public servants between Agencies themselves or between Agencies and the civil service is a common theme emerging from our discussions with the CEOs of the Agencies. Such transferability would allow for movement of staff in Agencies who have expressed an interest in relocating under the Programme and the movement of staff who wish to remain in Dublin into alternative public sector posts.

(ii) Notwithstanding the clear recommendation of the Labour Court in the FÁS case for engagement on issues related to decentralisation, there has been little progress in securing engagement with ICTU and the State Agency unions in any meaningful discussion on implementation of the Programme. The Group is disappointed that it has not been possible to bring the IR matters to a head but notes that a paper suggesting a way forward has been submitted by the Department of Finance to ICTU. The Group understands that a full response from ICTU to this paper is awaited.

(iii) The lack of progress on these IR issues creates a source of considerable uncertainty for management in the Agencies whose primary focus is on achieving their business

objectives. Given the current impasse, the management in some Agencies believe that they cannot fully progress the Government decision without significant IR implications. Failure to progress the IR agenda hinders progress in setting timelines for phased moves and in making decisions to commit funding to build or procure permanent accommodation. It also creates unacceptable uncertainty for employees who wish to remain in Dublin and who have no assurances as to their future career choices (other than the Government's guarantee of future employment in the public sector) and for those employees who have expressed an interest on the Central Applications Facility (CAF) to relocate.

(iv) The ongoing boycott of the CAF by some unions reduces the ability of all parties to make decisions based on accurate data. The data that is available indicates that over 1,000 civil and public service staff have expressed an interest on the CAF in relocating with State Agencies. In addition, over 700 public servants have expressed an interest in relocating with civil service organisations. While these figures are encouraging they indicate that there is clearly a shortfall in the number of volunteers for the majority of locations. A full analysis of the available CAF data is set out in Section 3.

(v) While a central agreement of the transferability issue would provide a partial solution to the challenges facing the Agencies in implementing their relocation, it could not be applied as a complete solution across the board due to the nature of the business and/or specialist skills present in some organisations. The CAF data suggests that the filling of specialist posts will be particularly challenging even if an agreement on transferability could be reached. The Group concludes from its analysis that there is likely to be significant mismatch between some of the grades, professions and skills of those expressing an interest and the posts going to the new location. Obviously, effecting relocation in the case of an Agency where only a minimal number of existing staff of that Agency are prepared to relocate with it is particularly challenging.

(vi) Recruitment of new staff with a condition to move to the organisation's new location will also help. Most Agencies are adopting such an approach although a small number had not done so and had continued to recruit to Dublin posts. Even where such a condition does exist in staff's employment contracts, in some Agencies the requirement lacked clarity. Management in a number of Agencies had doubts about the enforceability of the relocation clause in their case and concerns about the likely trade union reaction in present circumstances.

(vii) While the Group has seen evidence of strong leadership in some Agencies, it is concerned at the lack of engagement with the process on the part of management in a number of Agencies. This is evident from HR policy and property decisions taken by some Agencies that would not appear to be in full conformity with the Government Programme. Because of the approach of management in a number of Agencies some organisations are effectively only now starting their implementation arrangements. This ambiguity in management's approach has undoubtedly added further to the uncertainty of staff and has influenced the current IR situation.

(viii) Management in the majority of Agencies are understandably concerned at the risk of losing specialist knowledge and skills and highlighted in their meetings with the Group the need to prioritise business continuity while progressing the decentralisation

initiative. A number of CEOs also expressed concern about the impact on the core business of the organisation arising from any decision to adopt a phased approach to the implementation of decentralisation. Concerns were raised about the viability of phased relocation and the possible fragmentation of business units if operating their business from a dual location over a lengthy timeframe and in advance of any assurance that the full move can be completed.

(ix) The CEOs of Agencies raised issues with the Group about the initial costs associated with decentralisation and also the ongoing costs which would arise, particularly in a tightening budgetary climate. A number of Agencies who raise revenue for their services from clients expressed concerns about the impact of decentralisation on their financial and business model.

### ***1.6 Assessment of Scope for Progress***

In response to the task set by Government, and on the basis of the detailed analysis, the Group believes that the Agencies in Table (A) can make significant progress within a reasonable timeframe of 1-3 years, even in the absence of any central agreement on the issue of transferability between public bodies.

*Table (A)*

<b>State Agency</b>	<b><u>Location</u></b>	<b><u>Posts Relocating</u></b>	<b><u>Timeframe for substantial progress to be achieved</u></b>
<b>Central Fisheries Board</b>	Carrick-on-Shannon	54	Q4 2010
<b>Coisde An Asgard</b>	Newbridge	3	Q4 2009
<b>Foras na Gaeilge</b>	Gaoth Dobhair	30	Q4 2011
<b>Health &amp; Safety Authority</b>	Thomastown	110	Q4 2011
<b>Health Information &amp; Quality Authority</b>	Cork City <i>(some posts to be located in Portlaoise, Galway and Cavan)</i>	180	Q4 2009
<b>Irish Auditing &amp; Accounting SA</b>	Naas	15	Already Complete
<b>NEWB</b>	Portarlinton	14	Q1 2010
<b>National Consumer Agency</b>	Cork City	80	Q3 2009
<b>NCCA</b>	Portarlinton	37	Q1 2010
<b>Pobal</b>	Clifden	42	Q4 2009
<b>Railway Safety Commission</b>	Drogheda	16	Q4 2009
<b>Road Safety Authority</b>	Loughrea	40	Already Complete
	Ballina	62	Already Complete
<b>Sea Fisheries Protection Authority</b>	Clonakilty	47	Already Complete
<b>Sustainable Energy Ireland</b>	Dundalk	38	Q4 2010
<b>Total Posts</b>		<b>768</b>	

In the case of some Agencies in Table (A) above e.g. the Central Fisheries Board, Foras na Gaeilge, the Health & Safety Authority and Pobal, while the Group foresees substantial progress over the next 1-3 year period, the achievement of the full relocation will extend for a period of time beyond that.

The Agencies in Table (A) have been in a position to make progress, or will be able to make further immediate progress, for a variety of reasons including:

- Some of the Agencies are being established or have been set up since the announcement of the Programme and are recruiting new staff. They do not have the challenge of having to find alternative jobs for Dublin-based staff.
- Some Agencies have taken on new functions and also have had the opportunity to take on new staff for the decentralised location.
- Some Agencies have had flexibility due to staff turnover to fill posts by recruitment or by identifying interested civil/public servants via the CAF.
- The NCCA has made considerable progress due to its status as a civil service Agency and progressive management decisions.

Across the remaining Agencies (see Table (B)) there has been a wide variation in the progress achieved to date. The response of the Agencies' Board and Management to implementing the Government decision has also varied from Agency to Agency. While the Group believes that these Agencies can continue to make progress, any decision by these Agencies to build permanent accommodation for the full move would first require a reasonable timeline for substantial completion of the project based on assurances about staff availability and outlets for staff remaining in Dublin.

*Table (B)*

<b>State Agency</b>	<b><u>Location</u></b>	<b><u>Posts Relocating</u></b>
<b>Arts Council</b>	Kilkenny	49
<b>Bord Bia</b>	Enniscorthy	76
<b>Bord Iascaigh Mhara</b>	Clonakilty	95
<b>Combat Poverty Agency</b>	Monaghan	25
<b>CIE Group</b>	Mitchelstown	200
<b>Citizens Information Board</b>	Drogheda	49
<b>Enterprise Ireland</b>	Shannon	286
<b>Fáilte Ireland</b>	Mallow	163
<b>FÁS</b>	Birr	400
<b>FETAC/HETAC/NQAI</b>	Edenderry	96
<b>Higher Education Authority</b>	Athlone	64
<b>Irish Aviation Authority</b>	Shannon	102
<b>Irish Sports Council</b>	Killarney	31
<b>LGCSB</b>	Drogheda	101
<b>National Roads Authority</b>	Ballinasloe	110
<b>National Building Agency</b>	Wexford	63
<b>NSAI</b>	Arklow	124
<b>Ordnance Survey Ireland</b>	Dungarvan	206
<b>Total Posts</b>		<b>2240</b>

\* a decision to proceed to construction was made in relation to BIM as the Agency is co-located with its parent Department on the Clonakilty site.

The following general points should be noted regarding the Agencies in Table (B):

- Some progress has been made in relation to building up a cadre of staff through recruitment.
- Progress has been hampered by the lack of serious engagement by the unions, the lack of transferability and the approach of management in some organisations.
- Small Agencies risk fragmentation of their business when operating over a dual location if the functions cannot be split into discrete business units.
- A number of Agencies already have established a presence in the decentralised location including Enterprise Ireland (Shannon), Irish Aviation Authority (Shannon) and FÁS (Birr).
- Some Agencies have expressed to the Group a willingness and an ability to proceed with an advance party to establish a presence in their new location (Arts Council and OSI). Other Agencies have indicated a willingness to put in place a regional office. These latter Agencies include Fáilte Ireland, the National Standards Authority of Ireland and the National Building Agency.

All of the bodies in Table (B) are affected to a greater or lesser extent by the lack of progress on the transferability issue and this will continue to be a major blockage to achieving progress unless agreement can be reached on it. Such an agreement will not deal with all the difficulties but most of the Agencies see it as an essential component. In its absence, the likely timetable for moving many of these bodies would extend well into the future.

The position varies, however, from Agency to Agency and the Group believes that a pragmatic approach should be adopted in each case. The Group believes that the *CIE Group*, *Enterprise Ireland* and *FÁS* are in a good position to make progress over the short to medium term. These Agencies are three of the largest involved in the Programme. Given the functions of these Agencies, their current regional structure, and the proportion of posts in the organisation which will remain in Dublin, these Agencies have greater flexibility to absorb staff who do not wish to relocate. As they already have a presence in the regions, they are also in a better position to manage a dual location.

The Group is aware that these three Agencies are required to advance the implementation of the Programme in a difficult IR environment. While the Group acknowledges that the full completion of these Agencies' decentralisation projects can at present only be achieved over a long timeframe, it is of the view that they are in a position to make reasonable progress in building up and relocating business units to the decentralised locations over the short to medium term. They should be allowed maximum flexibility in the selection of such units. The Group believes that these three organisations could therefore advance the relocation of their business units on a phased basis and suggests that the movement by each Agency of 50 posts per year is a realistic and appropriate target.

The Group is supportive of the approach suggested by *Fáilte Ireland* and the *NSAI* to put in place a regional / ‘satellite’ office as a first step, and proposes to engage further with these Agencies to progress their planning in this regard. The Group notes that a regional structure has been put forward by the NBA. As the plan differs from the original Government decision as regards location, the Group suggests that the Agency seek the approval of the Minister for the Environment, Heritage & Local Government in the first instance before proceeding with a regional plan.

*Bord Iascaigh Mhara (BIM)* - Given the impending completion date for the building in Clonakilty for BIM, the Group is of the view that there is a need for specific and urgent action by management in the Agency and in its parent Department, the Department of Agriculture, Fisheries and Food, to identify options for moving business functions to that building. There is also a need for the unions representing staff in BIM to engage with management and the Department of Finance regarding the staff who wish to remain in Dublin.

The Group is strongly of the view that the remaining Agencies in Table (B) above must continue to adopt appropriate recruitment policies focussed on building up a cadre of staff for the new location. Each of these Agencies is being asked to report back to the Group on their implementation arrangements by no later than May 2009 including: (i) evidence of progress including HR policies to support implementation, and (ii) identification of business units to form each element of their moves and the timing for these moves.

### ***1.7 Summary of the Group’s views and conclusions***

The Group believes that the national partnership talks can play a role in progressing the industrial relations matters with the group of unions representing the State Agency sector.

The Group wishes to emphasise the key role of management across the State Agency sector in progressing the implementation of the Programme. At a minimum, the management should have in place an appropriate recruitment policy to further the implementation of the Programme. All Agencies should also develop a timeframe for their relocation, be it for a phased approach or otherwise. Management should also adhere to the Government policy when making any decisions in relation to property in Dublin. The Group is concerned that any Agency would enter into binding property decisions in Dublin in light of successive Government decisions and DIG Reports confirming the intention to implement the Programme in its entirety.

The Group’s meetings and subsequent correspondence with the management of the Agencies and the parent Departments have been very beneficial in identifying the key issues impacting on implementation of the Programme.

The Group welcomes the progress made to date in relation to both the relocation of posts and the initiatives undertaken by many Agencies to further their implementation

plans. The Group fully appreciates that such progress has been achieved by management and staff in a difficult and uncertain IR environment.

On the positive side, the Group is satisfied that substantial progress can be made in the short-term in progressing the location of over 25% of the posts included in the Programme in towns outside of Dublin. These are set out in table (A) above.

Furthermore, the Group is of the view that progress can be made over the short to medium term in relation to a proportion of the posts in the three larger Agencies in table (B), i.e. Enterprise Ireland, FÁS and the CIE Group. The posts in these Agencies account for almost 30% of the entire State Agency sector of the Programme.

The Group is also confident that a small number of agencies can put in place a regional / 'satellite' office as a first step and proposes to engage further with these Agencies to progress their planning in this regard.

The position in relation to the remaining agencies in table (B) is considerably more challenging. Factors giving rise to difficulties include:

- the lack of agreement on arrangements for transferring staff between public service bodies or between these bodies and the civil service,
- poor progress on the IR front and in particular, lack of engagement on the detail of implementation by ICTU and its constituent unions,
- low levels of interest in relocating among the Agencies' own staff, and
- overall CAF take-up and particular challenges in filling specialist posts.

The Group is strongly of the view that these remaining Agencies in Table (B) must continue to adopt appropriate recruitment policies focussed on building up a cadre of staff for the new location. Each of these Agencies is being asked to report back to the Group on their implementation arrangements by no later than May 2009 including: (i) evidence of progress including HR policies to support implementation, and (ii) identification of business units to form each element of their moves and the timing of such moves.

The Group considers that in the meantime it would not be prudent to enter into any commitments in relation to significant capital expenditure on the provision of premises in the short term in respect of these Agencies.



## **2. The Task set by Government**

### ***2.1 The Task***

The Decentralisation Implementation Group (DIG) was asked by Government on 30<sup>th</sup> January last to carry out an examination of the feasibility of phased moves by the State Agencies and to provide a report, including target timescales, to the Minister for Finance in July, 2008.

### ***2.2 Scope of the Task***

When the Decentralisation Programme was announced in December 2003 the Government decided that, save in exceptional circumstances; any new agencies/bodies being established in the future should be located in areas compatible with the new programme of decentralisation.

There are therefore currently 34 State Agencies (circa 3,000 posts) included in the Government's Decentralisation Programme relocating to 30 locations around the country. Taking into account changes in the overall Programme since its inception, the State Agency sector now represents approximately 27% of the current Decentralisation Programme.

The full list of Agencies, the location to which they are decentralising and the number of posts is set out in Table 1.

From the outset of the Decentralisation Programme the focus of the Implementation Group has been to urge prompt action on those elements of the Programme most amenable to early relocation. The Group focused initially on the implementation of the civil service elements of the Programme which are now well underway. The Group is satisfied that these aspects of the Programme are progressing well.

The Group has in parallel taken the opportunity in each of its reports to assess the remaining challenges in the State Agency sector and, where appropriate, to put forward practical recommendations to assist in overcoming those obstacles. The Group emphasised in particular the primary responsibility of the board and management of each Agency to drive the implementation of the Programme and the importance of having transferability of staff between public service bodies and between these bodies and the civil service and other parts of the wider public service.

Details of the Group's views in relation to the State Agency elements of the Programme as set out in its earlier Reports can be found in Appendix 1.

Table 1 – List of Agencies, Locations and Number of Posts

<b>State Agency</b>	<b>Location</b>	<b>Posts Relocating April 08</b>
<b>Arts Council</b>	Kilkenny	49
<b>BIM</b>	Clonakilty	95
<b>Bord Bia</b>	Enniscorthy	76
<b>CIE Group</b>	Mitchelstown	200
<b>Central Fisheries Board</b>	Carrick-on-Shannon	54
<b>Combat Poverty Agency</b>	Monaghan	25
<b>Citizens Information Board</b>	Drogheda	49
<b>Coisde An Asgard</b>	Newbridge	3
<b>Enterprise Ireland</b>	Shannon	286
<b>Fáilte Ireland</b>	Mallow	163
<b>FAS</b>	Birr	400
<b>FETAC</b>	Edenderry	44
<b>Foras na Gaeilge</b>	Gweedore	30
<b>Health and Safety Authority</b>	Thomastown	110
<b>Health Information &amp; Quality Authority</b>	Cork City <i>(some of these posts to be located in Portlaoise, Galway and Cavan)</i>	180
<b>HETAC</b>	Edenderry	34
<b>Higher Education Authority</b>	Athlone	64
<b>Irish Auditing and Accounting SA</b>	Naas	15
<b>Irish Aviation Authority</b>	Shannon	102
<b>LGCSB</b>	Drogheda	101
<b>NEWB</b>	Portarlinton	14
<b>National Consumer Agency</b>	Cork City	80
<b>NCCA</b>	Portarlinton	37
<b>National Roads Authority</b>	Ballinasloe	110
<b>National Building Agency</b>	Wexford	63
<b>NQAI</b>	Edenderry	18
<b>NSAI</b>	Arklow	124
<b>Ordnance Survey Ireland</b>	Dungarvan	206
<b>Pobal</b>	Clifden	42
<b>Railway Safety Commission</b>	Drogheda	16
<b>Road Safety Authority</b>	Loughrea	40
	Ballina	62
<b>Sea Fisheries Protection Authority</b>	Clonakilty	47
<b>Sports Council</b>	Killarney	31
<b>Sustainable Energy Ireland</b>	Dundalk	38
<b>Overall Totals</b>		<b>3008</b>

### 3. Approach to the Current Task

#### 3.1 Structure

The Group's approach to the task set by Government was structured as follows:

- i) The Group identified criteria against which the potential for progress in each Agency could be measured (section 3.2);
- ii) An analysis of the most recent CAF data was carried out (section 3.3);
- iii) The Group met with the CEOs of Agencies and the Secretaries General of parent Departments (section 4);
- iv) The Group followed up in writing with the CEOs and Secretaries General on the main issues arising from the meetings.

The Group's examination of the Agencies was conducted within the existing policy framework set by Government for decentralisation i.e. that the Programme is voluntary, no expenses will be payable to staff and no redundancy package is proposed.

#### 3.2 Criteria

The Group prepared a list of criteria under which the potential for progress in each Agency would be considered. The main issues looked at were: staffing issues, specialist issues, options for bridging the staffing gap, industrial relations issues, business issues, Dublin options for staff not wishing to move, property issues, and costs.

##### **DIG Criteria**

###### *Staffing Issues*

1. *the level of recruitment that has taken place since the Programme was announced and the number of recruits with relocation clauses in their contracts;*
2. *the number of internal CAF volunteers;*
3. *the staff in place for the new location as a % of the overall posts moving;*
4. *an assessment as to whether the relocation of the organisation cannot reasonably proceed other than on a phased basis;*

###### *Specialist Issues*

5. *the breakdown of admin and specialist staff in place as a % of the overall number of admin and specialist posts moving;*

###### *Bridging the Gap*

6. *the number of external expressions of interest for the various locations;*
7. *the potential for the transfer of these staff into the particular Agency;*
8. *CAF exit data;*
9. *potential head-to-head transfers;*
10. *the remaining gap to be filled;*
11. *anticipated progress over a 5 year period in light of normal pattern of turnover, resignations, etc.;*
12. *the Agency's estimated timeframe for securing 100% of staff in place for relocation;*
13. *timeframe for completion of the full move;*

###### *IR Issues*

14. *any relevant IR issues including the position regarding promotion policy;*

*Business Issues*

15. *organisational structure and the degree to which the Agency is divisible into viable business units;*
16. *the potential for staffing up individual business units with decentralising staff;*
17. *any relevant, evidence based business issues (advantages or risks) raised by the Agency management;*
18. *the views of the Secretary General of the parent Department*

*Dublin Options*

19. *the range of options available for placing staff in Dublin as put forward by management in the Agency with the co-operation with their parent Department;*
20. *the number of posts, if any, remaining in Dublin;*

*Property/Costs*

21. *property availability in the decentralised location;*
22. *the estimated cost of the advance decentralised office space;*
23. *the OPW views on accommodation options;*
24. *the ongoing costs of operating from two locations;*
25. *the implications for the financial model for a lengthy dual location i.e. delay in vacating space in Dublin;*
26. *degree to which the vacating of expensive accommodation in Dublin can be offset against the sourcing of less expensive office space in the decentralised location.*

### **3.3 Analysis of CAF Data**

*Approach of the Group* - The Group asked the Central Decentralisation Unit of the Department of Finance to carry out an analysis of the Central Applications Facility (CAF) data in relation to the State Agencies. The purpose of this exercise was to ascertain the overall level of interest among both public servants and civil servants in relocating with each Agency. Further analysis also allowed an assessment to be made of the potential of transferability between public and civil service organisations to assist in progressing the decentralisation initiative.

*IR issues impacting on the quality of the data* - The Group wishes to state at the outset that it remains disappointed at the continued boycott of the CAF by some of the main unions representing State Agency staff. This stance inevitably means that the data available from the CAF is of lesser value for decision-making than would otherwise be the case and is thus damaging to the interests of all the parties involved, including the interests of staff in decentralising Agencies.

Furthermore, the Group is aware that the passage of time since many of these expressions of interest were registered is such that the data would require renewed verification before basing decisions on it.

*Overview of the numbers* - Table 2 provides an overview of the CAF data as provided by the Public Appointments Service in May 2008. The data available indicates that almost 1,100 civil and public servants have expressed an interest in relocating with a State Agency.

- 373 public servants expressed an interest in new Public Service locations.
- 714 civil servants expressed an interest in new Public Service locations.
- **Total = 1,087**

Just 51% of these expressions of interest were made by civil/public servants currently based in Dublin. Furthermore, only 183 employees of State Agencies have applied on the CAF to move with their current employer.

The CAF data also indicates that **727** employees of State Agencies have expressed an interest in relocating to towns which either currently have an existing civil service office, or to which civil service Departments and Offices are moving under the current Programme.

- 157 public servants expressed an interest in an ‘existing’ civil service location.
- 570 public servants expressed an interest in ‘new’ civil service locations.

The public service staff who have placed expressions of interest on the CAF are currently employed in both State Agencies relocating under the Decentralisation Programme and other State Agencies remaining in Dublin.

*Table 2 - CAF Interest in State Agencies /Applications made by Public Servants*

<b>Total Public Service CAF Applicants for <u>NEW Public Service Locations</u></b>	<b>373</b>
<i>of which are Dublin based</i>	291
<i>of which are outside Dublin</i>	82
<b>Total Civil Service CAF Applicants for <u>NEW Public Service Locations</u></b>	<b>714</b>
<i>of which are Dublin based</i>	268
<i>of which are outside Dublin</i>	446
<b>TOTAL</b>	<b>1087</b>
<b>Total Public Service CAF Applicants for <u>EXISTING &amp; Local CS Locations</u></b>	<b>157</b>
<i>of which are Dublin based</i>	84
<i>of which are outside Dublin</i>	73
<b>Total Public Service CAF Applicants for <u>NEW Civil Service Locations</u></b>	<b>570</b>
<i>of which are Dublin based</i>	382
<i>of which are outside Dublin</i>	188
<b>TOTAL</b>	<b>727</b>

The expressions of interest in Agency locations on the CAF are broken down by organisation in Table 3. The table includes expressions of interest from both civil and public servants. The public service applications are further broken down into whether they are currently serving in the organisation (internal) or are employed in another State Agency or the civil service (external).

*Overview Analysis of potential gap* - The analysis in Table 3 looks at the Agencies included in the Programme since December 2003 and which had posts on the CAF (i.e. excludes organisations that have been set up outside of Dublin since December 2003 and the Railway Safety Commission whose intended location recently changed). It also excludes the Agencies that have made significant progress and will not require any

further transfers from the CAF to fill posts in their new location e.g. Road Safety Authority.

Table 3 compares, at an overview level, the total number of posts relocating, interest from public servants working in other Agencies, the internal interest among the current staff of the Agency, and interest from civil servants. The table gives an overview of the potential gap for each location. The gap presented in this table represents the **best case** scenario as it assumes a direct grade match between posts relocating and expressions of interest on the CAF.

Table 3: CAF Posts, CAF Interest, Potential Gap (excludes certain locations<sup>1</sup>)

Location	Agency	No. of Posts Relocating April 08	External Public Service CAF Volunteers	Internal CAF Volunteers	Civil Service Expressions of Interest on CAF	Total CAF Interest	Potential Gap
Arklow	NSAI	124	25	10	79	114	10
Athlone	Higher Education Authority	64	6	2	19	27	37
Ballinasloe	National Roads Authority	110	7	3	54	64	46
Birr	FÁS	400	10	11	52	73	327
Carrick-on-Shannon	Central Fisheries Board	54	7	6	26	39	23
Clifden	Pobal	42	1	3	8	12	30
Clonakilty	BIM	95	12	0	20	32	63
Drogheda	LGCSB	101	5	34	23	62	39
Drogheda	Citizens Information Board	49	3	13	9	25	24
Dundalk	Sustainable Energy Ireland	38	12	25	36	73	0
Dungarvan	OSI	206	3	17	39	59	140
Edenderry	NQAI	18	1	3	3	7	11
Edenderry	FETAC	44	6	4	24	34	10
Edenderry	HETAC	34	1	1	4	6	30
Enniscorthy	Bord Bia	76	10	9	29	48	32
Kilkenny	Arts Council	49	11	1	28	40	9
Killarney	Sports Council	31	5	0	8	13	18
Mallow	Fáilte Ireland	163	11	0	77	88	76
Mitchelstown	CIE Group (previously Bus Eireann)	200	4	0	10	14	186
Monaghan	Combat Poverty Agency	25	5	1	28	34	0
Portarlington	National Educ Welfare Board	14	2	2	6	10	4
Portarlington	NCCA	37	1	18	17	36	1
Shannon	Enterprise Ireland	286	7	20	26	53	239
Shannon	Irish Aviation Authority	102	2	2	9	13	89
Thomastown	H S A	110	9	13	42	64	46
Wexford	NBA	63	1	4	2	7	55
		<b>2535</b>	<b>167</b>	<b>202</b>	<b>678</b>	<b>1,047</b>	<b>1,545</b>

<sup>1</sup> Excludes (i) CAF expressions of interest in Agencies not on CAF, (ii) RSA Ballina & Loughrea, and (iii) RSC: location changed recently from Ballinasloe to Drogheda.

Table 4 provides at an overview level a breakdown by grade / category of the expressions of interest on the CAF from staff who wish to relocate with an Agency. Further analysis of the precise grade, skills, qualifications, etc. of individual CAF applicants would be required to develop a detailed picture of the potential for grade and skills match between the applicants and the posts relocating.

*Table 4 – Grade Category Breakdown of Expressions of Interest in New Public Service Locations*

<b>Civil Service Grade Categories</b>	<b>Total Civil Service</b>	<b>Public Service External</b>	<b>Public Service Internal</b>	<b>Total Public Service</b>	<b>Public Service Grade Categories</b>
Civil Service - Accountant/Auditor/financial	9	8	6	14	Public Service - Accounts/Auditors/financial
Civil Service - Advisors	1	4	3	7	Public Service - Public Service Advisors
Civil Service - Agriculture	12				
Civil Service - Clerk	4				
Civil Service - Draughtsman	1	1	0	1	Public Service - Draughtsman
Civil Service - Engineer	4	6	6	12	Public Service - Engineer/Technical
Civil Service - Fisheries	2				
Civil Service - Health Professional	1				
Civil Service - Industrial grades	3				
Civil Service - Inspectors	1	1	4	5	Public Service - Inspectors
Civil Service - IT	19	4	22	26	Public Service - IT
Civil Service - Legal	3	3	0	3	Public Service - Legal
Civil Service - Library	0	0	1	1	Public Service - Library
Civil Service - Mapping	2	15	11	26	Public Service - Mapping
Civil Service - Met Eireann	2				
Civil Service - Miscellaneous	14	12	30	42	Public Service - Miscellaneous
Civil Service - Prison Service	9				
Civil Service - Science/Technical/Technician	16	9	4	13	Public Service - Medical/Science/Technical
Civil Service - Valuer	1	0	0	0	Public Service - Values
Civil Service - Veterinary	3				
		1	1	2	Public Service - Aeronautical
		0	2	2	Public Service - Art
		12	26	38	Public Service - Managers/Directors etc
<b>Civil Service - General Admin</b>	<b>569</b>	<b>112</b>	<b>67</b>	<b>179</b>	<b>Public Service – General Admin</b>
<b>Total Expressions of Interest</b>	<b>676</b>	<b>188</b>	<b>183*</b>	<b>371</b>	<b>1,047</b>

*\*There are a small number of applicants who have indicated that they are 'internal' but whom have chosen a civil service grade category.*

Applicants in the general administration category make up over 70% of the total applications for new State Agency locations on the CAF. While the majority of the Agencies have not yet carried out a detailed analysis of the grades and skills match of CAF applicants, the analysis of the overview data would indicate that **the potential for a good fit between applicants and posts relocating is highest among the administrative grades.**



Of the total Agency posts relocating under the Programme, it has been difficult to quantify the number of posts that can be considered particularly specialist in nature due to the tendency of the Agencies to classify their employees as professional/technical as opposed to general administration.

The Agencies themselves were asked to comment on the scope for transferability to assist in each particular case. While most if not all Agencies considered transferability to be essential no Agency identified agreement on the transferability issue as being a complete solution to the challenges they face in implementing the Government's Programme. Management in FÁS were most positive in their outlook and predicted that up to one-third of its posts could be filled from transfers if transferability with the other Agencies and the civil service were available. In the main, the responses point to the specialist nature of the staff currently working in the organisations and the corresponding difficulties in both replacing them and finding alternative public service employment for them.

### ***3.4 Conclusions of the Group on CAF data***

The Group would advise that any conclusions drawn from the current set of CAF data must be treated with caution in light of the non-co-operation of some unions with the CAF process and due to the passage of time.

From the available data, the Group concludes that transferability would be an important element in achieving progress. However, while transferability would assist in building up the cadre of administrative staff in some Agencies, it would appear to have limited scope to contribute to the filling of specialist professional and technical posts. Undoubtedly some professional posts have the potential to be filled from the CAF in functional areas which are common across public bodies such as ICT, Accounting, Auditing, HR, etc. From our discussions with the CEOs of individual Agencies, it would appear that there are also a number of specialist functions carried out by some organisations which are unlikely to be replicated elsewhere in the public service. Suitable staff to fill such specialist posts are more likely therefore to be available in the general labour market rather than in another State body.

The Group asks that the Department of Finance liaise with the Public Appointments Service to develop a grade / skills inventory of applicants on the CAF for State Agency locations at an overview level. The Group understands that the CAF system would require further development to enable this information to be captured. This would be of assistance to the Agencies in their implementation planning.

Given the variation in size, functions and grades in each of the Agencies, the Group asks that the management and Board of each Agency carry out the detailed analysis of the scope for grade and skills match in relation to their own particular organisation.

## **4. Meetings with the CEOs**

### ***4.1 Approach of the Group***

During 2007 the Group commenced meeting with the Chief Executives of each Agency. Following the Government decision in January 2008, the Group set out a schedule of further meetings during the period February to June 2008. The name of each Agency and the date of each meeting with the Group is set out at Appendix 2. The Secretary General or an Assistant Secretary of each relevant parent Department also attended these meetings.

Prior to each meeting the Group was provided with briefing by its secretariat which included reference to any particular issues raised in the course of bilateral meetings between the Central Decentralisation Unit and the Agencies. Each Chief Executive was invited to provide the Group with an overview of their progress to date, followed by discussion to enable the Group to gain a deeper understanding of both the challenges facing the organisations and also the opportunities for making progress.

### ***4.2 Cross-Cutting Issues Arising from Meetings***

While there is great diversity among the Agencies included in the Programme in terms of size, business functions, specialist focus, customer base and staffing profile, a number of central themes emerged from these discussions which the Group believe are critical to their analysis. The main themes are set out below. These issues are also addressed later in the report when we review the position of individual Agencies.

#### ***(i) Industrial Relations issues***

The Group recognises that the State Agencies continue to operate in a difficult IR environment. This point was emphasised by many of the management teams which met with the Group during this examination.

The lack of progress on these IR issues creates a source of unacceptable uncertainty for management in the Agencies whose primary focus is on achieving their business objectives. Given the current impasse, the management in some Agencies believe that they cannot fully progress the Government decision without significant IR implications. Failure to progress the IR agenda hinders progress in setting timelines for phased moves and in making decisions to build or procure permanent accommodation. It also creates uncertainty for employees who wish to remain in Dublin and who have no assurances as to their future career choices and for those employees who have applied on the CAF for decentralisation.

In the context of Dublin staff, the Group is disappointed at ICTU's lack of meaningful engagement with the Department of Finance in response to the issues raised by the Labour Court in the FÁS case. The Labour Court was clear in its finding that the responsibility rested with both the union and management side to advance the broader issue of decentralisation, as it affects State bodies. In particular the Court believed that the stated policy of effecting decentralisation on a voluntary basis could best be achieved if individuals who are unwilling to relocate are provided with realistic alternative career options, which take account of the proprietary rights and legitimate expectations which they have accrued in their current employments. The Court recommended that the appropriate authorities address the issues arising in the case in the broader context of decentralisation of the non-commercial state bodies overall.

The Group is concerned that it has not been possible to bring the IR matters to a head but notes that a paper suggesting a way forward has been submitted by the Department to ICTU. The Group understands that a full response from ICTU to this paper is awaited.

The Group has consistently highlighted the role of transferability in furthering the implementation of the programme in State Agencies. Many organisations are of the opinion that the lack of a centrally negotiated agreement on this matter has prevented them from taking necessary steps towards implementing the Programme.

The Group recognises, at the same time, that while transferability involving CAF applicants would assist in moving the programme forward it would not provide a full solution. This view is supported by the views of management in the Agencies. Other key issues to be addressed include appropriate transfer and placement for those staff who wish to remain in Dublin and the sourcing of appropriate expertise to fill specialist posts in decentralised locations.

The Group also notes in discussion with the CEOs that, while some Agencies have been proactively applying a decentralisation condition to promotion contracts, the management of those Agencies have indicated that the position will have to be discussed with the relevant unions in the context of the FÁS Labour Court recommendation.

While Agencies can continue to make progress as opportunities arise through normal turnover of staff from retirement etc. or expansion of functions, the resolution of these industrial relations issues remain essential to achieve relocation of 100% of posts in the vast majority of Agencies.

#### *(ii) Staffing issues*

The main concern raised by the CEOs of the Agencies was the poor level of interest in decentralising among their own internal staff. This presents a huge challenge. In some cases the organisations are faced with managing a turnover of staff in excess of 90%. Staffing issues, including the human resource policies in place in individual Agencies, are dealt with in more detail later in the report when we review the position of individual Agencies.

As mentioned above, many organisations are of the opinion that the lack of a centrally negotiated agreement on transferability has prevented progress on the staffing front. However, the management of the Agencies would agree that transferability is more likely to be effective in securing suitable staff for managerial / administrative posts than for specialist posts. This view is supported by the most recent CAF data.

A number of Agencies also commented on the adverse impact on staff morale in the organisation arising from the uncertainty surrounding career options for staff who wish to remain in Dublin.

The Group is of the view that the management of each Agency should have in place an appropriate recruitment policy to further the implementation of the Programme. The Group was concerned to learn that a small number of organisations had included clauses in the contracts of new recruits which are unclear as regards the requirement of the individual to relocate with the post. Further legal advice will be required by the organisations concerned to clarify the status of these contracts. It is probable that the decisions taken by management in a small number of Agencies mean that these organisations are only now effectively starting their implementation arrangements. Where such ambiguity has existed, the Agencies concerned have now confirmed to this Group that their recruitment contracts will carry a clear decentralisation commitment for the future

### *(iii) Business issues*

All of the Agencies included in the Programme have been established to carry out a specific remit given by Government. The common concerns expressed by management in our meetings included the risk of losing specialist knowledge and skills and need to preserve business continuity while progressing the decentralisation initiative.

A number of CEOs also expressed concern about the impact on the core business of the organisation arising from any decision to adopt a phased approach to implementation of decentralisation. In those circumstances, concerns were raised about the viability of phased relocation. These concerns focused on their ability to identify self-contained business units for relocation in order to avoid fragmentation of the business if operating their business from a dual location over a lengthy timeframe. Some were also concerned about an advance or phased move ahead of assurances that the overall move could be completed.

The management of some Agencies, particularly those who are small in terms of staffing and budgets, were of the view that such division of their business functions would not be feasible.

### *(iv) Approach of Management*

The DIG recognises that the primary focus of the management and board of State Agencies is on delivering on their business objectives. It is also aware of the additional demands placed on management arising from the requirement to decentralise. As with the civil service organisations included in the Programme, the requirement to decentralise presents challenges in maintaining business continuity while also managing the staffing, business and property aspects of the Programme.

The Group has noted that management approaches to the Government's policy have been varied across the State Agency sector with some management and boards showing strong leadership and creativity in making progress on their decentralisation plans.

Data received by the Group's secretariat over the past 12 months from State Agencies had indicated, at first glance, evidence of promising progress across the Agencies in assigning staff. Of the posts due to relocate, the position reported by the Agencies in relation to posts filled by recruitment was that approximately 800 posts had been filled by recruits since the announcement of the Programme. According to the CAF 202 internal volunteers are in place. (There may be a small amount of duplication in these figures where a new recruit also applied on the CAF).

The Group notes that if the management of the Agencies had been more vigilant in the management of the contracts of new recruits in terms of applying decentralisation conditions, this approach could have resulted in over 30% of the total Agency posts for decentralised locations being filled at this stage.

Table 5 shows the number of posts potentially filled in decentralising State Agencies to April 2008 by indicating the number of internal volunteers and the number of recruits since the announcement of the Programme.

In some instances, it is clear also that progress in filling posts for the new location has not been matched by progress in placing staff strategically into business units that could be relocated in the short to medium term. This has led over time to uncertainty on the part of management as to the intentions of their new staff to relocate.

Table 5: Agency Posts, Recruits and Internal CAF Applicants

State Agency	Location	Posts Relocating April 08	# Recruited Since Dec 03	# Internal CAF Volunteers
Arts Council	Kilkenny	49	15	1
BIM	Clonakilty	95	20	0
Bord Bia	Enniscorthy	76	15	9
CIE Group	Mitchelstown	200	0	0
Central Fisheries Board	Carrick-on-Shannon	54	42	6
Combat Poverty Agency	Monaghan	25	17	1
Citizens Information Board	Drogheda	49	19	13
Coisde An Asgard	Newbridge	3	0	-
Enterprise Ireland	Shannon	286	39	20
Fáilte Ireland	Mallow	163	37	0
FAS	Birr	400	61	11
FETAC	Edenderry	44	6	4
Foras na Gaeilge	Gweedore	30	0	-
Health and Safety Authority	Thomastown	110	48	13
Health Information & Quality Authority*	Cork City <i>(some of these posts to be located in Portlaoise, Galway and Cavan)</i>	180	28	-
HETAC	Edenderry	34	6	1
Higher Education Authority	Athlone	64	20	2
Irish Auditing and Accounting SA	Naas	15	9	-
Irish Aviation Authority	Shannon	102	24	2
LGCSB	Drogheda	101	25	34
NEWB	Portarlinton	14	11	2
National Consumer Agency	Cork City	80	5	-
NCCA (recruits incl CAF transfers)	Portarlinton	37	28	18
National Roads Authority	Ballinasloe	110	29	3
National Building Agency	Wexford	63	29	4
NQAI	Edenderry	18	5	3
NSAI	Arklow	124	38	10
Ordnance Survey Ireland	Dungarvan	206	17	17
Pobal	Clifden	42	25	3
Railway Safety Commission	Drogheda	16	1	-
Road Safety Authority	Loughrea	40	40	-
	Ballina	62	62	-
Sea Fisheries Protection Authority	Clonakilty	47	47	-
Sports Council	Killarney	31	17	0
Sustainable Energy Ireland	Dundalk	38	17	25
<b>Overall Totals</b>		<b>3008</b>	<b>802</b>	<b>202</b>

*(v) Staff wishing to remain in Dublin*

The Group is aware that the issue of arrangements for staff wishing to remain in Dublin is very much tied up with progress on industrial relations discussions with the relevant unions. Nevertheless, the Group wished to explore further the potential options within the public service in Dublin for staff who wish to remain in Dublin. This issue was discussed with the CEOs of Agencies in our meetings and also raised with them in our follow-up correspondence.

The Group is approaching this issue in the context of existing Government policy and assuming that the principles set out by the Government at the outset of the programme remain unchanged i.e. that the Programme is voluntary, no expenses will be payable and no redundancy package is proposed. It is worth restating also that the Government has consistently maintained that any public servant who does not wish to relocate is guaranteed an alternative public sector post in Dublin.

We have been told by a number of CEOs that their staff are frustrated and disappointed that no meaningful options are been put forward in relation to their staff's future career options in Dublin. Given that there would appear to be a clear desire from staff in decentralising organisations to have clarity about their position, the Group finds it increasingly difficult to understand ICTU's marked reluctance to date to engage in detailed discussions on the implementation arrangements for decentralisation. This may result from a position of principle adopted by some unions at the outset of the Programme. It is hoped that the recent initiative by the Department of Finance to suggest a way forward will help to progress matters.

Some Chief Executives have already commenced the groundwork in this area and have identified or suggested particular public service bodies, including local authorities, as potential suitable options for their staff based on grading, skills mix, etc.

It is clear from our initial examination of this issue that finding appropriate posts for staff who wish to remain in Dublin would require ground-breaking initiatives to emerge in talks between the relevant unions and the Department of Finance. As we have said previously we are aware that any solutions will raise complex questions around conditions of service, pension and tenure as well as legal issues relating to appointments to the civil service and State Agencies.

While not underestimating the complexities arising, we are of the view that this issue needs to be examined in depth by management and the unions to identify practical options for staff who wish to remain in Dublin. Options for consideration might include:

- Examination of the potential for head to head transfers to take place between CAF applicants employed in Agencies and Local Authorities which are remaining in Dublin and staff in decentralising Agencies who wish to move to a Dublin post.
- Exploration of the possibilities for all State Agencies / Local Authorities remaining in Dublin to "ring fence" some vacancies normally filled through open competitions to the pool of staff in decentralising Agencies for a period. Such an initiative could potentially provide outlets for staff remaining in Dublin and enable decentralising Agencies to recruit staff for their new location.

- Identification of particular public service bodies with a need for similar skill sets to that held by staff in particular decentralising organisations. This process could be assisted by the skills inventory of CAF applicants referred to earlier.

*(vi) Dublin Property Issues*

The Group would urge all Agencies included in the decentralisation programme to manage their property portfolio in Dublin in a way which takes account of the Government policy.

In a small number of cases, the Group is concerned at decisions by Agencies to invest in property in Dublin which would not appear to be fully in conformity with the Government's policy on decentralisation. This issue is dealt with in more detail later in the report when we review the position of individual Agencies.

*(vii) Cost issues*

The CEOs of Agencies raised issues about the initial property costs associated with decentralisation and also the ongoing additional costs which would arise, particularly in a tightening budgetary climate.

A number of Agencies which raise revenue from clients for their services expressed concerns about the impact of decentralisation on their financial and business model and in particular the need to cover any additional ongoing operational costs arising from the Programme.

The DIG is aware that there may be significant additional costs arising for an Agency if they are required to maintain their business from a dual location for a lengthy period.

A phased approach would involve additional expenditure on temporary or advance accommodation in the decentralised location over the transition phase. The experience of the OPW to date in sourcing advance or temporary accommodation suggested that the average rental costs per sq m would be approximately €194 with initial fit out costs of approximately €538 per sq m.

The Group is aware that the Minister for Finance has sanctioned an envelope of €20million for advance accommodation within the overall property envelope for the decentralisation programme. The Group recommends that the Minister consider extending this envelope to cover the additional property costs of any advance accommodation arising on foot of the recommendations in this report.

## 5. Conclusions / Timeframes

### 5.1 Outcome of meetings

The Group found the meetings with the CEOs very beneficial in assessing progress generally across all of the organisations. The meetings together with the supplementary information supplied by the Agencies have enabled the Group to gain a deeper understanding of both the challenges facing the organisations and also the opportunities for making progress.

Following each meeting the Group wrote to the Secretary General of the parent Department seeking their views and the views of the management of each of the Agencies on a range of issues including inter alia:

- HR / recruitment policy;
- Issues relating to staff who wish to remain in Dublin;
- The grade / skills match of applicants on the Central Applications Facility (CAF);
- Property issues in decentralised locations;
- Property issues in Dublin;
- The Agency's potential to proceed with a phased approach to its relocation including timeframes.

The response to each of the letters was then considered by the Group, taking into account the additional information garnered in each of the meetings.

The Group sought the views of the CEOs of Agencies on timeframes for relocation. In accordance with the task set for us by Government, we focused specifically on the feasibility of phased moves. Given the difficult IR environment, and assuming no early breakthrough in discussions with the unions, a number of CEOs were of the view that completion of their decentralisation move would be a **longterm** project over a period of possibly 5-15 years depending on the age profile of current staff.

When pressed on the issue of the timeframe required to complete the permanent move, even in the event of a breakthrough in the IR negotiations, the majority of Agencies were of the view that the completion of the full State Agency element of the decentralisation can only be achieved over an extended period.

5.2 The Group is pleased to note that progress has already been made by some 10 Agencies in relocating posts to date and further immediate progress is possible in a number of other organisations. To date, in excess of 300 State Agency posts have been located in decentralised towns under the Programme.

The Group is confident that the number of decentralised posts relocated in the State Agency sector can increase to between 750 and 1,000 posts within a 3 year period.

5.3 The State Agencies are not a homogenous group of organisations. They differ in terms of the nature of their business, their staffing complement, their customer base, their financing and operating models and their overall size. The challenges these organisations face in implementing the decentralisation programme also differ. For this reason, the Group has looked at each Agency on a case by case basis to assess both the potential for progress in the short term and the scope for progress over time.



### 5.3.1 Potential for Early Progress

The Group has found it useful to look firstly at the group of Agencies where it believes early progress is achievable in relation to a substantial element of each Agency's plan. The Group believes that the Agencies in Table (A) can make very significant progress within a reasonable timeframe of 1-3 years, even in the absence of any central agreement on the issue of transferability between public bodies.

Table (A)

<b>State Agency</b>	<b><u>Location</u></b>	<b><u>Posts Relocating</u></b>	<b><u>Timeframe for substantial progress to be achieved</u></b>
<b>Central Fisheries Board</b>	Carrick-on-Shannon	54	Q4 2010
<b>Coisde An Asgard</b>	Newbridge	3	Q4 2009
<b>Foras na Gaeilge</b>	Gaoth Dobhair	30	Q4 2011
<b>Health &amp; Safety Authority</b>	Thomastown	110	Q4 2011
<b>Health Information &amp; Quality Authority</b>	Cork City <i>(some posts to be located in Portlaoise, Galway and Cavan)</i>	180	Q4 2009
<b>Irish Auditing &amp; Accounting SA</b>	Naas	15	Already Complete
<b>NEWB</b>	Portarlinton	14	Q1 2010
<b>National Consumer Agency</b>	Cork City	80	Q3 2009
<b>NCCA</b>	Portarlinton	37	Q1 2010
<b>Pobal</b>	Clifden	42	Q4 2009
<b>Railway Safety Commission</b>	Drogheda	16	Q4 2009
<b>Road Safety Authority</b>	Loughrea	40	Already Complete
	Ballina	62	Already Complete
<b>Sea Fisheries Protection Authority</b>	Clonakilty	47	Already Complete
<b>Sustainable Energy Ireland</b>	Dundalk	38	Q4 2010
<b>Total Posts</b>		<b>768</b>	

In the case of some Agencies in Table (A) above such as the Central Fisheries Board, Foras na Gaeilge, the Health & Safety Authority and Pobal, while the Group foresees substantial progress over the next 1-3 year period, the achievement of the full relocation may extend for a longer period.

In its examination of these Agencies, the Group found that they have certain characteristics which have assisted them in making progress. Some of the Agencies are in a start up position. They have freedom therefore to recruit into vacant posts for the decentralised location and do not have the additional challenge of placing existing staff who wish to remain in Dublin. Other Agencies have taken on new functions and have had the opportunity to take on new staff for the decentralised location. In addition, a number of these organisations have had flexibility due to turnover to fill posts by recruitment or by identifying interested civil/public servants via the CAF. In the case of the NCCA, it has been in a position to make considerable progress due to its status as a Civil service Agency and also due to progressive management decisions. The National Consumer Agency has a number of staff currently on secondment from the civil service. Any members of staff on secondment who wish to remain in Dublin will therefore be in a position to transfer back to the civil service.

### 5.3.2 Potential for progress across the sector

The Group then looked at the remaining Agencies again on a case by case basis to determine the scope for progress in the short term and over time.

Table (B)

<b>State Agency</b>	<b><u>Location</u></b>	<b><u>Posts Relocating</u></b>
<b>Arts Council</b>	Kilkenny	49
<b>Bord Bia</b>	Enniscorthy	76
<b>Bord Iascaigh Mhara</b>	Clonakilty	95
<b>Combat Poverty Agency</b>	Monaghan	25
<b>CIE Group</b>	Mitchelstown	200
<b>Citizens Information Board</b>	Drogheda	49
<b>Enterprise Ireland</b>	Shannon	286
<b>Fáilte Ireland</b>	Mallow	163
<b>FÁS</b>	Birr	400
<b>FETAC/HETAC/NQAI</b>	Edenderry	96
<b>Higher Education Authority</b>	Athlone	64
<b>Irish Aviation Authority</b>	Shannon	102
<b>Irish Sports Council</b>	Killarney	31
<b>LGCSB</b>	Drogheda	101
<b>National Roads Authority</b>	Ballinasloe	110
<b>National Building Agency</b>	Wexford	63
<b>NSAI</b>	Arklow	124
<b>Ordnance Survey Ireland</b>	Dungarvan	206
<b>Total Posts</b>		<b>2240</b>

The following are some of the characteristics of the Agencies in Table (B)

- Some progress has been made in relation to building up a cadre of staff through recruitment.
- Progress has been hampered by the lack of serious engagement by the unions, the lack of transferability and the approach of management in some organisations.
- Small Agencies risk fragmentation of their business when operating over a dual location if the functions cannot be split into discrete business units.
- A number of Agencies, including Enterprise Ireland (Shannon), Irish Aviation Authority (Shannon) and FÁS (Birr), have already established a presence in the decentralised location.
- Some Agencies have expressed to the Group a willingness and an ability to proceed with an advance party to establish a presence in their new location: Arts Council and OSI. Other Agencies have indicated a willingness to put in place a regional/ 'satellite' office. These Agencies include Fáilte Ireland and the National Standards Authority of Ireland and the National Building Agency.

While the position varies from Agency to Agency the Group are of the view that a pragmatic approach should be adopted in each case. While the Group believes that these Agencies can

continue to make progress, any decision by these Agencies to build permanent accommodation would first require a reasonable timeline for completion of the project in its entirety.

5.3.3 The Group believes that the *CIE Group*, *Enterprise Ireland* and *FÁS* are in a good position to make progress over the short to medium term. These Agencies are three of the largest involved in the Programme. Given the functions of these Agencies, their current regional structure, and the proportion of posts in the organisation which will remain in Dublin, these Agencies have greater flexibility to absorb staff who do not wish to relocate. As they already have a presence in the regions, they are also in a better position to manage a dual location.

The Group is aware that these three Agencies are required to advance the implementation of the Programme in a difficult IR environment. While the Group acknowledges that the full completion of these Agencies' decentralisation projects can at present only be achieved over a long timeframe, it is of the view that they are in a position to make reasonable progress in building up and relocating business units to the decentralised locations over the short to medium term. They should be allowed maximum flexibility in the selection of such units. The Group believes that these three organisations could therefore advance the relocation of their business units on a phased basis and suggests that the movement by each Agency of 50 posts per year is a realistic and appropriate target.

5.3.4 The Group is supportive of the approach suggested by *Fáilte Ireland* and the *NSAI*, i.e. to put in place a regional/ 'satellite' office, as a first step and proposes to engage further with these Agencies to progress their planning in this regard. The Group notes that a regional structure has been put forward by the NBA. As the plan differs from the original Government decision as regards location, the Group suggests that the Agency seek approval of the Minister for the Environment, Heritage & Local Government in the first instance before proceeding with a regional plan.

5.3.5 *Bord Iascaigh Mhara (BIM)* - Given the impending completion date for the building in Clonakilty for BIM, the Group is of the view that there is a need for specific and urgent action by management in the Agency and in its parent Department, the Department of Agriculture, Fisheries and Food, to identify options for moving business functions to that building. There is also a need for the unions representing staff in BIM to engage with management and the Department of Finance regarding the staff who wish to remain in Dublin.

5.3.6 The Group is strongly of the view that the remaining Agencies in Table (B) above must continue to adopt appropriate recruitment policies focussed on building up a cadre of staff for the new location. Each of these Agencies is being asked to report back to the Group on their implementation arrangements by no later than May 2009 including: (i) evidence of progress including HR policies to support implementation, and (ii) identification of business units to form each element of their moves and the timing of such moves.

## **5.4 Summary of the Group's views and conclusions**

The Group believes that the national partnership talks can play a role in progressing the industrial relations matters with the group of unions representing the State Agency sector.

The Group wishes to emphasise the key role of management across the State Agency sector in progressing the implementation of the Programme. At a minimum, the management should have in place an appropriate recruitment policy to further the implementation of the Programme. All Agencies should also develop a timeframe for their relocation, be it for a phased approach or otherwise. Management should also be mindful of the Government policy when making any decisions in relation to property in Dublin. The Group is concerned that any Agency would enter into binding property decisions in Dublin in light of successive Government decisions and DIG Reports confirming the intention to implement the Programme in its entirety.

The Group's meetings and subsequent correspondence with the management of the Agencies and the parent Departments have been very beneficial in identifying the key issues impacting on implementation of the Programme.

The Group welcomes the progress made to date in relation to both the relocation of posts and the initiatives undertaken by many Agencies to further their implementation plans. The Group fully appreciates that such progress has been achieved by management and staff in a difficult and uncertain IR environment.

On the positive side, the Group is satisfied that substantial progress can be made in the short-term in progressing the location of in excess of 25% of the Agency posts included in the Programme in towns outside of Dublin. These are set out in table (A) above.

Furthermore, the Group is of the view that progress can be made over the short to medium term in relation to a proportion of the posts in the three larger Agencies in table (B), i.e. Enterprise Ireland, FÁS and the CIE Group. The posts in these Agencies account for almost 30% of the State Agency sector of the Programme.

The Group is also confident that a small number of agencies can put in place a regional / 'satellite' office as a first step and proposes to engage further with these Agencies to progress their planning in this regard.

The position in relation to the remaining Agencies in table (B) is considerably more challenging. Factors giving rise to difficulties include:

- the lack of agreement on arrangements for transferring staff between public service bodies or between these bodies and the civil service,
- poor progress on the IR front and in particular, lack of engagement on the detail of implementation by ICTU and its constituent unions,
- low levels of interest in relocating among the Agencies' own staff, and
- overall CAF take-up and particular challenges in filling specialist posts.

The Group is strongly of the view that these remaining Agencies in Table (B) above must continue to adopt appropriate recruitment policies focussed on building up a cadre of staff for the new location. Each of these Agencies is being asked to report back to the Group on their implementation arrangements by no later than May 2009 including: (i) evidence of progress including HR policies to support implementation, and (ii) identification of business units to form each element of their moves and the timing of such moves.

The Group considers that in the meantime it would not be prudent to enter into any commitments in relation to significant capital expenditure on the provision of premises in the short term in respect of these Agencies.

## Section 6: Overview of each Agency

This Section contains information on each of the Agencies included in the Programme.

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**Name of organisation:** Arts Council  
**Decentralisation location:** Kilkenny  
**No. of posts to be relocated:** 49

### 1. Staffing

*(a) Overview of position*

	Posts	Internal CAF	Recruits	Total In Place	External CAF**	Total Potential Pool
Totals	49	1	15	16	39	55

\*\* further in-depth analysis will be required to determine precise likely grade and skills matches.

*(b) HR policies in place in the Agency:* The Arts Council has put in place a recruitment policy to support the implementation of the Decentralisation Programme.

### 2. Agency's views on

*(a) Transferability between public bodies:* The issue of transferability of staff between public sector agencies and the civil service remains the main barrier to progress in relation to staff moves. Despite the proportion of general administration grades in the Agency, management are of the view that the potential of the external CAF applicants to match the skills of the staff in the Arts Council is extremely limited.

The Agency advises that the majority of the staff in the Agency are arts specialists and would consider a move out of Dublin to be detrimental to their ability to remain current with the most leading trends in the arts as well as taking them of the milieu where most artists congregate. One possible solution is to offer transfers to staff to art galleries, public bodies with an art / media focus etc. However, this would be dependent on agreement in relation to the issue of transferability.

*b) IR issues:* One of the main issues for the Arts Council is that of union resistance to the proposed relocation.

*(c) Business issues:* There has been a recent reorganisation of the functions in the agency and in order to ensure a smooth transition to the new arrangements, it was decided to limit any discussion on decentralisation until this exercise was completed. As the new arrangements have now been in place for a number of months, the Board of the Arts Council has turned its attention again to the matter of decentralisation.

*(d) Advance party / phased relocation:* The Arts Council has identified the Arts Council Collection as a real and symbolic move which would be possible to effect in the short term. The Arts Council took a formal decision in November 2007 to undertake this move. They are now awaiting information from OPW on the availability of suitable storage and management facilities.

(e) *Timeframes:* The Arts Council is now taking adequate steps to make progress in relation to the ultimate relocation of the Council to Kilkenny. The exact timeframe for a move is uncertain at present.

### **3. Property Position**

A site in Kilkenny has recently been agreed although the plans have yet to undergo the formal planning process. Meetings have taken place with the Kilkenny County Manager who is very supportive of the project.

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**Name of organisation: Bord Iascaigh Mhara (BIM)**

**Decentralisation location: Clonakilty**

**No. of posts to be relocated: 95**

### **1. Staffing**

(a) *Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	36	0	0	0	9	9
General Admin	59	0	20	20	23	43
Totals	<b>95</b>	<b>0</b>	<b>20</b>	<b>20</b>	<b>32</b>	<b>52</b>

\*\* further in-depth analysis will be required to determine precise likely grade and skills matches.

(b) *HR policies in place in the Agency:* BIM have only relatively recently put in place a recruitment policy to support the implementation of the Programme. Up until February 2008 the Agency has recruited 20 staff since the announcement of the Decentralisation Programme, but it emerged that there was some ambiguity about the decentralisation clause in the contracts of these new recruits. The management of BIM has advised the DIG that it made a distinction between the post relocating to Clonakilty and the person. The Group expressed to the management of BIM its dissatisfaction with this position, particularly in light of the pace of progress with the Agency's permanent accommodation in Clonakilty. Legal advice has been sought in relation to precise contractual position of the staff recruited since the announcement of the Programme.

### **2. Agency's views on**

(a) *Transferability between public bodies:* BIM advises that the potential for alternative employment options within the Public Service for BIM staff who wish to remain in Dublin is limited. Management in BIM believe that it is impractical to bilaterally identify potential alternative Dublin based employment options.

(b) *IR issues:* The Agency contends that the absence of any indication as to where employees will be placed in Dublin has hardened union opposition to the Programme.

(c) *Business issues arising:* BIM's Seafood Development Centre (SDC) is under construction at the moment and due for completion in 2009. The SDC is a key element to supporting a market-led approach to improving innovation within the industry, including new product development. The report on the *Accommodation Requirements in Clonakilty for BIM* dated

31 May 2005 originally envisaged a complement of three full time staff members. A detailed business plan has been developed for submission to the Board of BIM which will include the SDC's role, staffing arrangements, skill sets and grades. Though subject to Board approval, BIM advises that an increase on the original staff complement is anticipated to meet industry needs.

*(d) Advance party / phased relocation / timeframes:* The CEO of BIM advised the DIG in February 2008 that in the absence of progress with centrally negotiated HR/IR arrangements, posts in Clonakilty can only realistically be filled through a combination of retirements, unpredictable resignations and consequent new recruits plus BIM volunteers through the Central Applications Facility. The Agency has provided data on expected resignations/retirements that would see the relocation 60% completed in 9 years. BIM advises that this, for the time being, must be considered an indicative timeframe for Head Office staff phased movements.

BIM believes that a significant breakthrough in central negotiations between DoF and ICTU could alter the above scenario very significantly and facilitate business units being located in Clonakilty as soon as the building is handed over. It would also influence the final timeframe for full occupation and a small number of regional BIM staff members may also be interested in decentralising to Clonakilty if the central HR/IR issues are resolved.

### **3. Property Position**

The indicative construction completion date for the building in Clonakilty is Q2 2009.

**Name of organisation:** Bord Bia  
**Decentralisation location:** Enniscorthy  
**No. of posts to be relocated:** 76

#### **1. Staffing update**

*(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	65	5	0	5	9	14
General Admin	11	4	15	19	30	49
<b>Totals</b>	<b>76</b>	<b>9</b>	<b>15</b>	<b>24</b>	<b>39</b>	<b>63</b>

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* Bord Bia has put in place a recruitment policy to support the implementation of the Decentralisation Programme.

#### **2. Agency's views on**

*(a) Transferability between public bodies:* Bord Bia has prepared a schedule of comparisons between their staff and general service grades, which is based on pay relativities. They have stated that it is not within their remit to determine the suitability of CAF applicants at this stage. The Agency advises that any transfer into Bord Bia at the specialist levels would have to be determined by reference to candidates' suitability having regard to expertise and experience.



Bord Bia advises that there may be merit at central level to establishing a skills inventory where external CAF applicants would be allowed to log their details for review and this could be used as an input to planning by decentralising agencies. Bord Bia are also giving consideration to whether they can establish a mechanism to alert external CAF volunteers when vacancies arise, while maintaining the trust of existing staff in relation to the integrity of the recruitment process. This may also highlight a range of opportunities to accommodate staff who do not wish to decentralise, once the appropriate mechanisms were in place.

*(b) Business issues arising:* Bord Bia have concerns about loss of knowledge and skills from the Agency. They also are of the view that a phased approach to implementation is not well suited to the structure and functions of the Agency and risks leading to fragmentation of services.

*(c) Timeframes:* Given the Board's intention to make one single move when 100% of staffing is in place for Enniscorthy, no timeframe for moving has been set. In the absence of transferability, the Agency anticipates a lengthy timeframe for completion of the full move.

*(d) Advance party / phased relocation:* Bord Bia's proposals for full occupation of the building in Enniscorthy remain as set out in their original plan and as approved by the Board. While stating the move should be a "single transfer event" and that the "move should not be on a phased basis", the plan goes on to say that "the main induction/pre-decentralisation phase should be as focused and concentrated as possible, perhaps not extending over more than six months". Accordingly, the timeframe for completion of the move would be of this magnitude and directly linked with a decision on the transferability issue.

### **3. Property Position**

*(a) Decentralised location:* Contracts for the purchase of a suitable site are being finalised. An outline building development programme has been received from the OPW. The Board of the Agency is to consider further the property requirements before responding to the OPW.

*(b) Dublin property issues:* The Board wishes to give further consideration, in particular, to the location of the Food Centre and a (possible) requirement for a very small administrative unit in Dublin. The business case for such a proposal would have to be submitted in the first instance to the Department of Agriculture, Fisheries and Food.

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**Name of organisation: CIE Group**  
**Decentralisation location: Mitchelstown**  
**No. of posts to be relocated: 200 (84 posts were advertised on the CAF)**

It has recently been agreed by Government that the CIE Group should provide the 200 posts to be relocated to Mitchelstown. Previously the obligation rested with Bus Éireann. The Group understands that the Minister for Transport has requested an implementation plan from the CIE Group which should include specific dates for delivery.

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**Name of organisation:** Central Fisheries Board  
**Decentralisation location:** Carrick-on-Shannon  
**No. of posts to be relocated:** 54

## **1. Staffing**

### *(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Promotees*</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	29	2	25	1	28	8	36
General Admin	25	4	17	4	25	25	50
<b>Totals</b>	<b>54</b>	<b>6</b>	<b>42</b>	<b>5</b>	<b>53</b>	<b>33</b>	<b>86</b>

\*may be subject to further discussion with the relevant union

\*\*further in-depth analysis would be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The Central Fisheries Board has put in place a recruitment policy to support the implementation of the Decentralisation Programme. 100% of promotions within the organisation are linked to relocation. All recruits since the announcement of the Programme have a specific decentralisation clause included in their employment contract.

## **2. Agency's views on**

*(a) Transferability between public bodies:* The Department of Communications Energy and Natural Resources advises that there are currently 27 posts which do not have a decentralisation relocation clause in their contract, of which 17 are specialist technical posts. A major challenge is that none of the key research and development employees has indicated any interest in decentralising.

*(b) IR issues:* The CEO advises the DIG that the unions have recently written to the CFB indicating their opposition to the operation of the relocation clauses in the employment contracts mentioned above.

*(c) Business issues arising:* The CFB needs a business model which can work for staff in Carrick-on-Shannon and in Dublin.

*(d) Timeframes:* Phase I of the relocation of the CFB could be complete @ Q2 2009. (Phase II is a warehouse).

## **3. Property Position**

*(a) Decentralised location:* A suitable building has been identified and is 70% built. If this property is acquired it would be complete by Sept/Oct and due to its size would take approx 6 months to fit out.

*(b) Dublin property issues:* A new warehouse and laboratory has recently been secured in Swords. The Agency advises that this move was required for health & safety reasons and has raised the policy issue as to whether a warehouse or laboratory facilities will also be left in Dublin.

**Name of organisation:** Citizens Information Board  
**Decentralisation location:** Drogheda  
**No. of posts to be relocated:** 48.6

### **1. Staffing**

#### *(a) Overview of position*

<i>Grade Category</i>	Posts	Internal CAF	Recruits	Promotees*	Total In Place	External CAF	Total Potential Pool
Specialist/Technical	21	0	6	0	6	4	10
General Admin	28	13	13	0	26	8	34
Totals	<b>49</b>	<b>13</b>	<b>19</b>	<b>0</b>	<b>32</b>	<b>12</b>	<b>44</b>

\* may be subject to further discussion with the relevant union

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The Citizens Information Board has put in place a recruitment policy to support the implementation of the Decentralisation Programme.

The CIB is establishing a new Personal Advocacy Service and are currently seeking sanction for additional posts (with the possibility of further expansion in the future). Some of these posts will be based in regional centres.

### **2. Agency's views on**

*(a) Transferability between public bodies:* The Agency is concerned about the position of staff who wish to remain in Dublin in the absence of transferability.

*(b) Timeframes:* The Agency intends to relocate in 2012.

*(c) Advance party / phased relocation:* The Agency has rejected the possibility of an advanced move and is concerned that many of those staff recruited for Drogheda may not actually relocate.

### **3. Property Position**

*(a) Decentralised location:* The OPW has identified a suitable site for the building with an occupancy date of 2012. This is part of the PPP Drogheda process.

*(b) Dublin property issues:* The CIB will shortly be moving into a new building in Townsend St. This will have a 25 year lease with a 5 year breakout clause.

**Name of organisation:** Coiste an Asgard  
**Decentralisation location:** Newbridge  
**No. of posts to be relocated:** 3

Coiste an Asgard will be co-located with the Department of Defence Headquarters in Newbridge. The indicative date for completion of the new Department of Defence building in Newbridge is Q4 2009.

**Name of organisation:** Combat Poverty Agency  
**Decentralisation location:** Monaghan  
**No. of posts to be relocated:** 25

### **1. Staffing**

#### *(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	16	0	0	0	4	4
General Admin	9	1	0	18	29	47
<b>Totals</b>	<b>25</b>	<b>1</b>	<b>17*</b>	<b>18</b>	<b>33</b>	<b>51</b>

\* A grade category breakdown of the recruits is not available.

\*\*further in-depth analysis to determine precise likely grade and skills matches

*(b) Policies in place in the Agency:* The Combat Poverty Agency has put in place a recruitment policy to support the implementation of the Decentralisation Programme.

### **2. Agency's views on**

*(a) Transferability between public bodies:* The CPA has stated that they believe that full transferability would not significantly assist the Agency implement the Government policy given the nature of the posts.

*(b) IR issues:* Historically the CPA has had people on 5 year fixed term contracts which are rolled over. According to the Combat Poverty Agency a small number of permanent staff has accepted a conditional relocation clause in their contract while others continue to dispute this clause.

*(c) Business issues arising:* The ongoing High Level Review of Combat Poverty has severely restricted decisions in relation to recruitment, contracts and staff development during the past year. Forward planning for any proposed relocation will be shaped by this reality. The Agency advises that it is vital to the core work of the Agency that they retain the expertise of those permanent staff who are in this non-mover category.

While it is premature to speculate on the outcome of the Review, the CPA is of the view that none of the main options currently under consideration would support their relocation to Monaghan. In addition to this, the CPA's formal responsibility for Border Action will cease at the end of the Peace II Programme, which is due to be completed by 31 December 2008.

*(d) Timeframes:* Given the various contingencies which staffing and business issues give rise to, the Agency advises that it is difficult to be very precise on timeframes. Should the above issues be satisfactorily addressed, it is the CPA's view that a five to six year timeframe would be required to complete any relocation process.

*(e) Advance party / phased relocation:* An advance party is not planned at this time.

### **3. Property Position**

The Agency have been made aware of a recent office development in the vicinity of Monaghan which might offer suitable facilities.

**Name of organisation:** Enterprise Ireland  
**Decentralisation location:** Shannon  
**No. of posts to be relocated:** 286

## **1. Staffing**

### *(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits*</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	126	10	0	10	8	18
General Admin	160	10	39	49	25	74
<b>Totals</b>	<b>286</b>	<b>20</b>	<b>39</b>	<b>59</b>	<b>33</b>	<b>92</b>

\*A grade category breakdown of the recruits is not available

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* Enterprise Ireland (EI) does not have a recruitment policy in place to specifically support the implementation of the Decentralisation Programme. All Enterprise Ireland staff, including the 39 staff recruited into positions scheduled for decentralisation since the announcement of the Programme, have a standard mobility clause in their employment contracts which states that “Forfas reserves the right to reassign you to other posts in Enterprise Ireland or abroad at its sole discretion”.

EI has continued to recruit into Dublin posts that are not due to relocate rather than explore possibilities for placing surplus staff currently in posts due to relocate to Shannon.

A Voluntary Early Retirement (VER) Scheme was sanctioned for EI by the Department of Finance in January 2006 to address specific skills shortages in the Agency. The Agency advises that, as agreed with the Department of Enterprise, Trade and Employment, the vacancies filled to date (14) as a result of the VER Scheme have been filled by internal promotion rather than open recruitment. None have a Shannon condition attached.

The Group expressed to the management of EI its dissatisfaction with the overall position outlined in relation to its recruitment policy.

## **2. Agency's views on**

*(a) Recruitment Policy:* Enterprise Ireland did not believe that it was practical to include a specific mobility clause relating to relocation to Shannon in the contracts of new staff recruited into posts due to relocate to Shannon under the Government's Programme. Management in the Agency cite the absence of a timescale for the move as a reason for this.

*(b) Transferability between public bodies:* EI argue that, in the absence of agreement at national level of transferability, they have not been able to progress the implementation of the Programme. However, EI recently undertook to meet with the relevant CAF volunteers to identify the potential match between these volunteers and EI requirements. EI will also begin to explore potential options within the public service for their staff who wish to remain in Dublin.

*(c) Timeframes:* EI advises that its immediate priority is to complete the establishment of the Regional Headquarters and ancillary functions in Shannon town. Solid progress is being made and EI expect that this phase will be completed in November 2008 with 65 staff in place in Shannon. EI has a presence in the Shannon region having taken over some functions hitherto carried out by Shannon Development, under delegated authority from Enterprise

Ireland. The Agency currently has approximately 40 staff in Shannon and hopes to have 65 to 75 staff in Shannon by end 2008. 14/15 of these posts comprise the County Enterprise Board Co-ordination Unit which was previously part of the parent Department. EI have also consolidated some of the posts they already had in the Mid West, in Shannon.

### **3. Property Position**

There is no indicative construction completion date for the building in Shannon. The Agency, working closely with the OPW, has identified, but not yet acquired, a preferred site for the construction of a new HQ building in Shannon. The preferred site is a 13 acre site owned by Shannon development. In co-operation with Shannon Development and the OPW the site was valued and a feasibility study carried out. The site occupies a prime position in Shannon and is considered suitable for a major landmark building or civic structure. The EI posts currently in Shannon are to be accommodated in the same building as the 292 posts relocating from Dublin.

**Name of organisation: Fáilte Ireland**

**Decentralisation location: Mallow**

**No. of posts to be relocated: 163**

### **1. Staffing**

#### *(a) Overview of position*

	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
<b>Totals</b>	<b>163</b>	<b>0</b>	<b>37</b>	<b>37</b>	<b>89</b>	<b>126</b>

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* Fáilte Ireland has relatively recently put in place a recruitment policy to specifically support the implementation of the decentralisation programme and all Dublin-based posts are now advertised with a clause in relation to relocation to Mallow. The Group has asked the Agency for clarification with regard to the contractual position of other staff recruited to the organisation since the announcement of the Government's programme.

### **2. Agency's views on**

*(a) Transferability between public bodies:* The Agency advises that the issue of transferability between the public and civil service remains a major "road Block" to the successful decentralisation of the Agencies. Fáilte Ireland is prepared to commence moving some staff to Mallow but there is currently no clarity as to where the remainder of their staff who are not opting to relocate will go. Any agreement on transferability will not solve all of the outstanding issues but it would constitute a major advance on the current stalemate.

*(b) Advance party / phased relocation:* Fáilte Ireland are currently planning for an advance move of 40 posts to Mallow and are considering a phased move of the rest of its staff. The first phased move is intended to be complete by June 2009. Specific timescales have not been set for the second and subsequent moves. The Organisation is of the view that

following the advance move, progress will be achieved in line with a process of natural attrition.

### **3. Property Position**

Fáilte Ireland's property advisors have identified appropriate premises in Mallow and are currently actively negotiating a lease on their behalf.

**Name of organisation: FÁS**  
**Decentralisation location: Birr**  
**No. of posts to be relocated: 400**

#### **1. Staffing**

*(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Management	125	0	3	3	0	3
Operational	161	11	21	32	10	42
Support Staff	114	0	37	37	52	89
<b>Totals</b>	<b>400</b>	<b>11</b>	<b>61</b>	<b>72</b>	<b>62</b>	<b>134</b>

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The Agency has an appropriate recruitment policy in place. As a result of a Labour Court recommendation last summer FAS are not currently in a position to enforce previous clauses in promotion contracts.

The total number of Head Office posts relocating to Birr is 400. With 22 staff currently in Birr, 378 posts remain to be relocated. There are 61 new recruits in Head Office with a decentralisation clause in their contracts. As they were recruited to fill specific vacancies they are currently employed in a variety of business units in Head Office. A total of 7 Head Office staff have expressed an interest in moving to Birr. FÁS is now working on identifying one or more business units to which some or all of these 68 staff and future new recruits could be assigned with a view to transferring to Birr.

#### **2. Agency's views on**

*(a) Transferability between public bodies:* Options to be explored for the placing of staff in Dublin include the Civil Service for general administration grades and other state-sponsored bodies or Local Government organisations for more specialised staff.

FÁS has had some contacts from civil servants who would be interested in transferring to Birr if it were possible to do so under a transfer agreement between public/civil service bodies.

*(b) IR issues:* FÁS has had serious IR issues regarding their promotion policy which led to the Labour Court Recommendation in the summer of 2007.

(c) *Business issues arising:* A total of 115 retirements are anticipated from Head Office over the next 10 years. The majority of these vacancies will be filled by promotion from both within Head Office and from other FÁS locations. It is estimated therefore that the external intake over the next 10 years arising from Head Office retirements will be 39 posts.

(d) *Timeframes:* FÁS will continue to work towards transferring more staff to Birr but, in order to transfer cohesive business units capable of operating independently, it is necessary that a number of grades are willing to transfer at the same time. While it is unlikely that there will be a major difficulty in sourcing clerical staff for decentralising units, FÁS has experienced significant challenges in sourcing volunteers for transfer to Birr from supervisory/management grades.

(e) *Advance party / phased relocation:* FAS have an advance office of 22 Head Office staff now based in Birr. This office has a capacity for approximately 40 staff.

### **3. Property Position**

FÁS completed the purchase of a site in Birr in October 2007. A planning application for the FÁS portion of the site access road and site entrance is currently being progressed. The initial timeframe for the total move was Easter 2009 but FÁS has advised that this is under review due to the Labour Court Recommendation.

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**Name of organisation: Foras na Gaeilge**  
**Decentralisation location: Gweedore**  
**No. of posts to be relocated: 30**

#### **1. Staffing**

##### *(a) Overview of position*

Due to the cross-border status of Foras na Gaeilge, the posts to be relocated were not originally included in the Central Applications Facility. It is intended to include the organisation on the CAF in the near future.

The 30 posts that FnaG intend to locate in Gweedore are a mixture of: posts currently based in Dublin which will move to Gweedore as they are filled by new recruits, posts sanctioned in principle for Gweedore, and posts to be located in Gweedore which have not yet been sanctioned.

FnaG recently made a submission to the Department of Finance seeking sanction for 12 additional posts. The Department of Finance gave sanction for new 5 posts to be located in Gweedore and 2 in Belfast. Progress can be made on recruiting to these posts in Gweedore once this has been signed off on at Ministerial level in the North. The remaining 5 posts are still under consideration. The organisation is seeking sanction for these additional posts to be based in Dublin.

Foras na Gaeilge intend to locate further posts in Gweedore as circumstances allow over the coming years. There are a number of retirements due in the organisation over the next 5 years but the potential for recruitment in the short term into emerging vacancies is limited. The Agency also has advised that heretofore it has not operated a mobility policy thus



reducing the scope to recruit to Gweedore bound posts. Revising the mobility policy will be discussed with staff representatives in the near future.

## **2. Agency's views on**

(a) *Timeframes*: There is no definitive timeframe in place for completion of this process.

(b) *Advance party / phased relocation*: Foras na Gaeilge have indicated that they could have 11 posts in place by end-2008, and 17 posts by end-2009, but these targets would be subject to the sanctioning of new posts.

## **3. Property Position**

There is office accommodation available in an Údarás na Gaeltachta property.

**Name of organisation:** Higher Education Authority (HEA)

**Decentralisation location:** Athlone

**No. of posts to be relocated:** 64

### **1. Staffing**

(a) *Overview of position*

<i>Grade Category</i>	Posts	Internal CAF	Recruits	Total In Place	External CAF**	Total Potential Pool
Specialist/Technical	4	0	0	0	6	6
General Admin	60	2	20	22	19	41
<b>Totals</b>	<b>64</b>	<b>2</b>	<b>20</b>	<b>22</b>	<b>25</b>	<b>47</b>

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

(b) *HR Policies in place in the Agency*: The Higher Education Authority has put in place a recruitment policy to support the implementation of the decentralisation programme.

The HEA is in discussions with staff on its policy in relation to promotion for the decentralised location. The absence of support services such as IT, receptionist, personnel and accounts would give rise to practical difficulties for any advance relocated section.

Two Councils under the aegis of the HEA (10 posts) were not specifically included in the original announcement. The HEA and DES agreed that it would be logical for these posts to also relocate to Athlone with the HEA.

## **2. Agency's views on**

(a) *Transferability between public bodies*: It is not clear that any of the Public Service staff that have applied on the CAF would provide a grade match for the roles of HR, Information, Press etc. Even with transferability between organisations, there remains approximately 20 posts on the administration side for which there are no equivalent applicants.

(b) *Business issues arising*: In relation to business continuity, section manuals and job descriptions have been completed in each area. The main difficulty is the degree of

uncertainty surrounding the timeframes for the decentralisation of agencies and the complex IR environment. The Agency is particularly concerned about loss of knowledge and skills in some key posts. They would envisage overlap of staff for a period.

Interaction with stakeholders would be more challenging from an Athlone location but would not be insurmountable. The main concerns would arise in partnering on the research and economic sides with other bodies such as SFI and Forfás.

*(c) Timeframes:* Management in the Agency have indicated that should the core issues be addressed, the key one being transferability, it would take the organisation 2-3 years to relocate.

*(d) Advance party / phased relocation:* A phased move would be difficult as there are no Section Heads relocating; and they have not 'staffed-up' a business unit in preparation for relocation. An advance party is not planned at this time.

### **3. Property Position**

*(a) Decentralised location:* The HEA have had no contact with the OPW with regard to a suitable property. The HEA would have concerns about securing property in the current uncertain environment. The Agency wishes to have a premises separate from the Department of Education & Science in Athlone.

*(b) Dublin property issues:* The HEA has amalgamated its two offices in Dublin and now have only one lease to exit. The next break clause in the contract for the leased building in Dublin is 2016.

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**Name of organisation: Health Information & Quality Authority (HIQA)**  
**Decentralisation location: Cork, Galway, Cavan and Portlaoise**  
**No. of posts to be relocated: 180**

### **1. Background**

The Health Information and Quality Authority was established in May 2007 under the Health Act 2007. The headquarters of the Authority are in Cork. The Authority will also have a presence in Dublin as well as smaller regional offices in Galway, Cavan and Portlaoise. A large part of the workforce of the Authority will be involved in the inspection of centres where social care is provided. At this point the Authority has 28 staff in Cork. These are a mixture of permanent staff and agency staff.

HIQA has received sanction to fill a number of posts by open recruitment. It is also negotiating with relevant staff interests on the transfer of some HSE staff to the Agency. The Central Decentralisation Unit of the Department of Finance is in discussion with HIQA and the Department of Health and Children regarding the options to fill the remainder of the new organisation's posts.

The planned offices in Galway, Cavan and Portlaoise will be occupied primarily by staff from the Social Services Inspectorate. The Authority plans to employ 80 staff in these regional locations. Currently there are no staff in these locations. HIQA has been issued with a recruitment licence by the Commission for Public Service Appointments and has a

range of competitions currently in place. In addition, a number of staff from the Health Service Executive will be joining HIQA.

The Authority will maintain an office in Dublin. This will accommodate staff who transferred into the Authority on establishment and staff who carry out functions that are based in Dublin.

## **2. Agency's views on**

*(a) Timeframes:* At this point the Authority has 28 staff in Cork. They plan to double their staffing in Cork to around 60 by end-2008 and to build to its full complement of 100 staff in Cork by December 2009. This is dependent on all of the functions of the Authority having commenced and on the Authority having been granted appropriate funding.

The precise timescale for requirement of accommodation in the other three locations is dependent on the commencement of all the functions of the Authority particularly the commencement of functions of the Social Services Inspectorate. Based on discussions with the Department of Health and Children it is expected that this will be during 2009. The Authority will synchronise its staffing and procurement of regional offices with these dates.

*(b) Business issues arising:* A key factor that will impact on the Authority's programme for decentralisation is the timing of the implementation of regulations by the Department of Health and Children for the inspection of centres for residential care of older people and people with disabilities. At that point the Authority will commence the inspection of these centres. The Agency advises that almost the entire staffing of Galway, Cavan and Portlaoise are involved in this work.

## **3. Property Position**

The Authority has temporary accommodation in Cork and Dublin and is planning to move into permanent locations in these cities in 2008. The current lease in Cork has been extended by 6 months to November 2008 but the landlord, Enterprise Ireland, has indicated that it would be most reluctant to extend the lease beyond this date. A suitable premises has been identified in Mahon. These premises are ready to fit out and could be fitted out in approximately 20 weeks from the date of signing a lease.

**Name of organisation: Health & Safety Authority**

**Decentralisation location: Thomastown**

**No. of posts to be relocated: 110**

### **1. Staffing**

*(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Promotees*</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	49	10	26	19	55	11	66
General Admin	61	3	22	6	31	40	71
<b>Totals</b>	<b>110</b>	<b>13</b>	<b>48</b>	<b>25</b>	<b>86</b>	<b>51</b>	<b>137</b>

\*will be subject to further discussion with the relevant union

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The HSA have appropriate recruitment and promotion policies in place.

The Agency advises that options to be explored for the placing of staff in Dublin include opportunities in the HSA regional office remaining in Dublin, the Civil Service for general administration grades and other State Sponsored Bodies or Local Government organisations for more specialised staff. The HSA will retain a regional office in Dublin as 45% of clients are in the greater Dublin area.

## **2. Agency's views on**

*(a) Transferability between public bodies:* The main area of potential grade and skills match is the administrative and service grades. These grades have a greater degree of transferability than the technical and engineering grades. The Agency estimates that there are 47 expressions of interest of equivalent grade on the CAF. There is potential to explore further the extent to which some of those grades expressing an interest could be accommodated. This may involve discussions with staff representative bodies locally and/or centrally. In addition, a number of administrative staff within the Authority are working in specialist areas requiring specific qualifications and training.

*(b) Timeframes:* The HSA is not yet in a position to provide a definitive timeframe for full decentralisation to Thomastown. They see progress continuing to be made but envisage a "long tail" of 10-12 years to complete the full relocation based on anticipated staff turnover.

*(c) Advance party / phased relocation:* The HSA hopes to have at least 50 staff in place by the time the Thomastown office opens. Thereafter, assignments to Thomastown will depend on two factors, natural staff turnover and replacement and the placement of staff who wish to remain in Dublin with other non-decentralising bodies. The HSA envisages a three-phase process once the Thomastown office opens:

Phase 1 – 50 staff (i.e. all staff currently in the Kilkenny interim office)

Phase 2 – 25 staff

Phase 3 – remainder

The timing and content of the second and third phases in particular will be determined, to a large extent, by the existence or otherwise of a cross-public service transfer mechanism.

## **3. Property Position**

The OPW have informed the HSA that the indicative construction completion date for the permanent building in Thomastown is 2010.

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**Name of organisation: Irish Auditing & Accounting Supervisory Authority**

**Decentralisation location: NAAS**

**No. of posts to be relocated: 15**

The Irish Auditing and Accounting Supervisory Authority (IAASA) was formally established in December 2005 and the majority of its statutory functions and powers were

brought into effect from February 2006. IAASA originally had temporary headquarters in City West Business Campus, Dublin but relocated in January 2006 to its permanent headquarters in Naas, County Kildare when the premises were appropriately fitted out.

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**Name of organisation: Irish Aviation Authority**

**Decentralisation location: Shannon**

**No. of posts to be relocated: 102**

### **1. Staffing**

*(a) Overview of position:*

<i>Grade Category</i>	Posts	Internal CAF	Recruits	Total In Place	External CAF	Total Potential Pool
Specialist/Technical	61	1	14	15	3	18
General Admin	74	1	10	11	8	19
Total staff in HQ	<b>135</b>	<b>2</b>	<b>24</b>	<b>26</b>	<b>11</b>	<b>37</b>

*(b) HR Policies in place in the Agency:* The staffing position in the IAA requires clarification. The DIG awaits further information from management in the IAA on its overall progress in relation to staffing. It is not clear if any staff have been recruited with a specific decentralisation tag for Shannon. However, all IAA employment contracts state that the employees may be stationed in any IAA location.

### **2. Agency's views on**

*(a) Business issues arising:* 85 new staff joined the IAA since January 2004. 47 of these new entrants were posted to Shannon. 24 further Trainee Air Traffic Controllers will be recruited to Shannon in 2009. Currently there are 127 permanent staff (+ 8 temporary staff) employed by the IAA in its Headquarters in Dublin, of whom 61 are attached to the Safety Regulatory Division (SRD) and 6 are technical air navigation specialists. For operational and business reasons the IAA are of the view that it is impractical to relocate the Safety Regulatory Division (SRD) and technical air navigation specialists to Shannon. Therefore the IAA has examined the practicalities of relocating the remaining 58 positions which are corporate in nature but still, in regard to many of these positions, are reliant upon certain technical and professional skills and qualifications. The current information is that none of the 58 position holders are either interested in a transfer to Shannon or a swap-out situation.

As the remit of this Group extends only to advising on the implementation of the Government policy as currently outlined, the Group has advised the IAA and the Department of Transport that any proposals to change the IAA complement or composition of posts for Shannon should be submitted in the first instance to the Minister for Transport.

The Agency advises that decentralisation will present significant issues impacting on service levels, staffing, costs, funding as well as the fiduciary duties of the Board. The IAA is a commercial state body and a limited company, receives no state funding and generates the bulk of its revenue from airline customers and regulatory clients (the balance from external consultancy and training activity). Service level issues and cost implications will have to be satisfactorily addressed.

The IAA has referred to significant costings associated with the programme. However, the Group has concerns about the basis for the costing model and has asked the IAA to review its assumptions.

*(b) Timeframes:* Based on the analysis conducted by the Authority it could be feasible to effect further decentralisation of the IAA as outlined on a phased basis by 2020. The IAA believe that a VER scheme would be necessary to deliver on this objective.

- Phase 1 by 2013 (50% complete)
- Phase 2 by 2020

### **3. Property Position**

The IAA has identified a suitable site in Shannon.

**Name of organisation:** Irish Sports Council

**Decentralisation location:** Killarney

**No. of posts to be relocated:** 31

#### **1. Staffing**

*(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF*</b>	<b>Total Potential Pool</b>
Specialist/Technical	20	0	9	9	5	14
General Admin	11	0	8	8	6	14
<b>Totals</b>	<b>31</b>	<b>2</b>	<b>24</b>	<b>26</b>	<b>11</b>	<b>37</b>

\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) Policies in place in the Agency:* The Irish Sports Council (ISC) has put in place a recruitment policy to support the implementation of the decentralisation programme. All new posts in the ISC are now advertised with a clause that stipulates that the post is designated for transfer to Killarney.

#### **2. Agency's views on**

*(a) Transferability between public bodies:* The ISC advises that the issue of transferability between the public and civil service is a major “road block” to the successful decentralisation of the Agencies. The Department of Arts, Sports & Tourism has also commented on the unsatisfactory delay in progressing discussions between the Department of Finance and ICTU while the Agencies are required to continue “to show form” with the process. Both the ISC and the Department are of the view that an agreement on transferability will not solve all of the outstanding issues but it would enable some progress to be made.

*(b) Business issues arising:* The ISC has very serious concerns in relation to business continuity and to the future of its staff. The Sports Council's NGB clients will remain in Dublin. Greater use can and must be made of video conferencing in future which will obviate the need for some of the face to face meetings. However, this will necessitate the NGB's equipping themselves with video conferencing facilities.

The ISC would also have serious concerns in relation to the retention of their key staff if decentralisation to Killarney were to be rushed. Almost all of the staff employed by the Sports Council has special expertise in sports matters or have deliberately chosen to work there.

The Agency advises that on a cursory assessment of the applications to transfer to the Irish Sport Council (on the CAF) the potential to match the skills of the staff in the ISC with the CAF volunteers is very limited.

*(c) Advance party / phased relocation:* The ISC and the parent Department have advised that they are not in favour of sending an advance group to Killarney. The overall staffing complement of the ISC is approximately 30 and the Agency is of the view that breaking up the staff of such a small body in this manner would have a serious impact on business continuity and would not be cost effective. The ISC also fear that the potential for “disconnect” would be significant and would not be in the best interest of sport.

### **3. Property Position**

*(a) Decentralised location:* The OPW is assisting the ISC in finding a property in Killarney. No property has been located to date. The ISC has submitted a full brief to the OPW. The ISC are of the view that they should not be located in the same building as its parent Department.

The Department of Arts, Sport and Tourism is of the view that it would not be feasible to accommodate the ISC within the Department’s offices. The Department currently has an advance group of 70 staff in temporary accommodation in Fossa which will be vacated when this Department’s permanent accommodation is available. While this accommodation might be too large for a group of 30-32, there is potential for its use by the ISC on a temporary basis.

**Name of organisation:** Local Government Computer Services Board (LGCSB)  
**Decentralisation location:** Drogheda  
**No. of posts to be relocated:** 101

#### **1. Staffing**

*(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place*</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	77	28	17	45	8	53
General Admin	24	6	8	14	20	34
<b>Totals</b>	<b>101</b>	<b>34</b>	<b>25</b>	<b>59</b>	<b>28</b>	<b>87</b>

\*Promotions have taken place but these may be subject to further discussion with the relevant union.

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The LGCSB has put in place a recruitment policy to support the implementation of the Decentralisation Programme. The Agency also has an

appropriate promotion policy in place. However, the position of the officers promoted under this policy may be subject to further discussion with the relevant union.

## **2. Agency's views on**

*(a) Staffing Issues/Transferability:* A recent staff survey has indicated that only 23 staff have expressed an interest in the proposed move. Transferability with the Local Authority Sector would suit the LGCSB as there is a strong affinity between the staff (i.e. training, experience, pension structure etc.) The Board considers that progress in relation to transferability would be an important component in furthering the personnel aspects of relocation.

*(b) Current Business Issues:* The LGCSB is the subject of a review by the Department of Environment, Heritage & Local Government in the context of a general review relating to the corporate supports necessary for the Local Government sector.

*(c) Advance party / phased relocation:* In reviewing their current position, the LGCSB has concluded that having regard to the business operation of the LGCSB and the efficiency of its operations, the establishment of an advance office is not an immediate viable prospect.

In addition, the LGCSB considers that an advance move with the Board's major hardware hosting infrastructure remaining in Dublin would introduce significant additional overhead and travel costs at a time when the LGCSB is restructuring with a view to reducing its operational costs. Given developments currently underway, it is expected that staffing levels in the LGCSB will reduce over time and accordingly there is no opportunity at present to recruit any staff from the CAF who have expressed an interest in moving with the LGCSB to Drogheda.

The LGCSB has made assurances that it will continue to keep the possibility of an advance move under review and if circumstances change, will work to progress this option as a matter of priority.

*(d) Timeframes:* The LGCSB do not have a timeframe for relocation at this stage.

## **3. Property Position**

No suitable property has been located to date.

**Name of organisation: National Building Agency (NBA)**

**Decentralisation location: Wexford**

**No. of posts to be relocated: 63**

### **1. Staffing**

*(a) Overview of position*

	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF*</b>	<b>Total Potential Pool</b>
<b>Totals</b>	<b>63</b>	<b>4</b>	<b>29</b>	<b>33</b>	<b>3</b>	<b>36</b>

\*further in-depth analysis will be required to determine precise likely grade and skills matches.



*(b) HR Policies in place in the Agency:* The NBA has put in place recruitment and promotion policies to support the implementation of the Decentralisation Programme.

## **2. Agency's views on**

*(a) Staffing:* While the original plan hinged on an expectation of considerable interest from existing Agency staff in relocating to the decentralised location in Wexford this has proven not to be the case. In fact interest in a voluntary move to Wexford amongst NBA staff has been virtually non-existent. The Agency is concerned that it will not be in a position to retain the recruits that they have taken in since the announcement of the Programme should the relocation to Wexford proceed.

*(b) Transferability between public bodies:* The NBA is of the view that greater transferability might assist staff members wishing to remain in Dublin.

*(c) Business issues arising:* The NBA is effectively a commercial semi-state organisation. Following a review of their first Decentralisation implementation plan the Agency has serious concerns about maintaining its operational functionality should decentralisation be necessary on the basis of the original plan. The agency considers that the loss of experience and expertise that would result from the decentralisation as originally planned would seriously undermine operational capacity and as a consequence its ability to provide essential services to housing authorities etc.

The NBA has proposed an alternative decentralisation strategy based on the establishment of three strategically located sub-offices which it contends will not only address the issue of its decentralisation but can also better serve its strategic commercial needs into the future. It is the view of the NBA that the relocation to three strategic locations in Wexford, North County Cork and North Midlands would provide the NBA with the best platform from which to develop its business in the future.

As this proposal addresses in a very practical way the future operational requirements of the NBA while also fully respecting and addressing the intention of the Government's decentralisation policy, it is the view of the Department of the Environment, Heritage and Local Government that the NBA should be allowed to consider its further development.

The Group notes the position outlined by the Agency in relation to the decentralisation policy and its proposals in relation to the establishment of offices in three strategic locations. The remit of this Group extends only to advising on the implementation of the Government policy as currently outlined. As the plan set out by the NBA differs from the original Government decision, the Group suggests that the Agency seek approval of the Minister for the Environment, Heritage & Local Government in the first instance before proceeding further with more detailed consideration of a regional plan.

*(d) Advance party / phased relocation / Timeframes:* As the NBA is effectively proposing a departure from the current Government policy the issue of an advance party, phased location or timeframe for the relocation to Wexford has not been dealt with.

**Name of organisation:** National Consumer Agency (NCA)  
**Decentralisation location:** Cork  
**No. of posts to be relocated:** Approx. 80 posts

In 2005 the Office of the Director of Consumer Affairs was reorganised into an independent State Agency – the National Consumer Agency. In line with the Government decision of December 2003 the NCA is relocating to Cork. The NCA was formally established in late 2007.

### **1. Staffing**

(a) *Overview of position:* The NCA has approval for a staff complement of 80. Currently the Agency has 60 staff, 5 of which have been recruited directly by the Agency, with the majority of the balance comprising of civil servants on secondment from the Department of Enterprise, Trade & Employment.

Under the terms of the Consumer Protection Act 2007 the seconded staff may transfer to become permanent employees of the NCA by 1 May, 2009. Any current staff who do not wish to relocate to Cork may revert to the Department of Enterprise, Trade & Employment. It is anticipated that only a small number of the current staff will volunteer to relocate to Cork.

(b) *Staffing going forward:* Following recent discussions between the NCA and the Department of Finance it has been agreed that civil and public servants who expressed an interest in Cork City on the Central Applications Facility will be invited to participate in recruitment competitions for the NCA posts in the first instance.

### **2. Agencies Views on:**

(a) *Staffing:* The Agency is currently preparing a staff transition plan with the intention of a phased and managed transition of staff between Q3 2008 and end Q1 2009. In addition to replacing the majority of the current staff complement, the Agency will gradually be “ramping up” to the full staffing complement of 80. It is not possible to be more precise in advance of a detailed staff transition plan but a working assumption is that the NCA will need to have 20-30 staff recruited and on board before end 2008 and a further 30-40 by Q2 2009. The remaining staff will be recruited later in 2009.

(b) *Business Issues:* Plans are being developed to disengage from the administrative support services provided by the Department of Enterprise, Trade & Employment to enable the NCA to be self sufficient in relation to ICT, finance and HR. This is a considerable challenge in its own right, but allied to the workload arising from relocating to Cork, means that there are great pressures on a small corporate services unit in the Agency.

The expected turnover of staff in a relatively short period of time creates challenges in terms of the retention of corporate knowledge. The NCA have put systems in place to minimise the risk posed by the level of turnover anticipated.

(c) *Advance move/Phasing:* At this stage, it is unlikely that the Agency will seek to implement an advance move prior to the main relocation in mid 2009. However, this will be kept under review as matters progress.

### **3. Property Position**

The Agency has, with the assistance of OPW, identified a number of suitable premises in office/business parks surrounding the city centre. It is expected that details of the preferred location can be provided in late Summer/early Autumn 2008, once negotiations have been completed between OPW and the landlord.

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**Name of organisation: National Education Welfare Board (NEWB)**

**Decentralisation location: Portarlington**

**No. of posts to be relocated: 14**

#### **1. Staffing**

*(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF*</b>	<b>Total Potential Pool</b>
Specialist/Technical	3	3	3	2	5
General Admin	11	8	8	6	14
<b>Totals</b>	<b>14</b>	<b>11</b>	<b>11</b>	<b>8</b>	<b>19</b>

\* further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The NEWB has put in place an appropriate recruitment policy to support the implementation of the Government's Decentralisation Programme. The number of posts in the NEWB may increase in the future. The Agency has a requirement for space for seasonal staff, training and board meetings.

#### **2. Agency's views on**

*(a) Transferability between public bodies:* Three staff with general administrative skills need to be placed in Dublin. An agreement on transferability is required to enable arrangements for these staff to be made.

*(b) Timeframes:* The NEWB would welcome an early move to their permanent accommodation.

### **3. Property Position**

A site has been purchased in Portarlington. Current indications are that the permanent accommodation will be complete by 2010.

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**Name of organisation: National Roads Authority**

**Decentralisation location: Ballinasloe**

**No. of posts to be relocated: 110**

The original Government Decision of December 2003 was to relocate 90 NRA posts to Ballinasloe. Since this announcement the NRA has received sanction for additional posts. The Government agreed in May 2008 that the NRA would relocate an additional 20 posts to Ballinasloe.

## **1. Staffing**

### *(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Total In Place</b>	<b>External CAF*</b>	<b>Total Potential CAF Pool</b>
Specialist/Technical	n/a	1	n/a	n/a	9	10
General Admin	n/a	2	n/a	n/a	52	54
<b>Totals</b>	<b>110</b>	<b>3</b>	<b>29</b>	<b>32</b>	<b>61</b>	<b>64</b>

\* further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The NRA has put in place an appropriate recruitment policy to support the implementation of the Government's Decentralisation Programme.

## **2. Agency's views on**

*(a) Transferability between public bodies:* The lack of agreement on transferability is an obstacle the Agency faces in implementing the Government policy. The NRA are amenable to considering CAF volunteers for posts relocating to Ballinasloe when conducting recruitment competitions.

*(b) IR issues:* Management in NRA have met with the relevant union who have accepted the organisation's decentralisation plan in principle, albeit with particular emphasis on the Government's commitment that the move be voluntary.

*(c) Advance party / phased relocation:* The NRA do not propose making an advance move on two grounds. Firstly, their new-build programme is at peak in the 2009-2010 period, with €6300m projects in construction. The Management in the NRA and the parent Department are of the view that it would be ill-advised to make any organisational moves that would add to the already challenging task of managing this work effectively. Secondly, those who are contracted to decentralise are spread over several departments within the NRA. During the forthcoming period the NRA will gradually reorganise to facilitate the transfer of coherent groups.

## **3. Property Position**

The NRA has commenced a search for a site in Ballinasloe, and are in discussion with potential vendors, and with the Town Planners. The NRA are confident of acquiring a site (or an option subject to planning permission) this Summer.

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**Name of organisation: National Council for Curriculum and Assessment**

**Decentralisation location: Portarlington**

**No. of posts to be relocated: 37**

## **1. Staffing**

*(a) Overview of position:* 28 of the 37 posts are currently filled with officers who will relocate to Portarlington. The CEO of the NCCA is to send a submission to DES and D/Finance regarding a proposal to retain 4 posts in Dublin on a transitional basis.

(b) *HR Policies in place in the Agency:* The NCCA is an Agency staffed by Civil Servants and can therefore assign Civil Service applicants from the CAF in accordance with the HR policies agreed with the Civil Service unions.

## **2. Agency's views on**

(a) *Advance party / phased relocation:* The NCCA is planning an advance move to Portlaoise in August/September 2008. There will be accommodation for 12/13 posts in the temporary office.

## **3. Property Position**

A site has been secured by the OPW in Portarlington. Current indications are that the permanent accommodation will be complete by 2010.

**Name of organisations:**        **National Qualifications Authority of Ireland (NQAI),  
Further Education and Training Awards Council (FETAC)  
Higher Education and Training Awards Council (HETAC)**

**Decentralisation location:**   **Edenderry**

**No. of posts to be relocated:** **96**

## **1. Staffing**

(a) *Overview of position*

<i>Agency</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Promotees*</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
NQAI	18	3	5	3	11	4	15
FETAC	44	4	6	0	10	30	40
HETAC	34	1	6	0	7	5	12
<b>Totals</b>	<b>96</b>	<b>8</b>	<b>17</b>	<b>3</b>	<b>28</b>	<b>39</b>	<b>67</b>

\*may be subject to further discussion with the relevant union

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

(b) *HR Policies in place in the Agencies:* The Agencies have advised that they have recruitment policies in place to support the implementation of the Government's Programme. The precise contractual position for new recruits across the three Agencies requires further clarification. The NQAI has also put in place a promotion policy to support the implementation policy which will require further discussions with the relevant unions.

## **2. Agency's views on**

(a) *Staffing/transferability:* Management in all three Agencies raised concern for their current staff who wish to remain in Dublin. They all face considerable turnover of staff and a corresponding loss of specialist knowledge and skills.

If full transferability were available, the NQAI would be seeking to establish the level of staff interest in transferring to other Agencies or the Civil Service. It would also be working to locate specialist and general administration staff interested in decentralising through the CAF. The NQAI has a requirement for speciality/technical staff to carry out its policy development and implementation functions, as well as the need for particular skillsets for general administration posts. The challenge for the organisation would be to address the

replacement of the specialist skillsets required throughout the organisation. The NQAI has a range of suggestions for consideration and would like to commence discussions between the three bodies, the Department of Education and Science and the Department of Finance on staffing issues.

*(b) IR issues:* Management in HETAC informed the Group that they operate in a difficult IR environment in relation to the Decentralisation Programme.

*(c) Business issues arising:* As mentioned above, these Agencies have particular concerns about loss of specialist knowledge and skills. A high proportion of grades across the bodies are at Principal Officer equivalent level.

HETAC require staff with expertise in the higher education sector. Management in the Agency would prefer to be relocating to a location with access to higher education institutes.

*(d) Timeframes:* FETAC have a major ongoing investment in IT systems. FETAC are of the view that a move would not be possible within the next 3 years. Over that time the knowledge and skills will be embedded in the sector and the shape of the organisation may be subject to some change.

### **3. Property Position**

The OPW has purchased a site in Edenderry. An accommodation specification has been prepared by the three Agencies for their new building. However, the space sought is higher than the OPW norms and the matter has been referred to the Department of Education and Science for consideration. As the level of internal volunteers is low, the Agencies and their parent Department would prefer if issues around transferability were resolved before the building is provided.

**Name of organisation: National Standards Authority of Ireland (NSAI)**

**Decentralisation location: Arklow**

**No. of posts to be relocated: 124**

### **1. Staffing**

*(a) Overview of position*

<i>Grade Category</i>	Posts	Internal CAF	Recruits	Total In Place	External CAF**	Total Potential Pool
Specialist/Technical	66	9	15	24	32	56
General Admin	58	1	23	24	72	96
<b>Totals</b>	<b>124</b>	<b>10</b>	<b>38</b>	<b>48</b>	<b>104</b>	<b>152</b>

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* All staff in the Agency have a general mobility clause in their contracts. However, clarity and legal certainty is required in relation to the contractual position of the staff recruited since the announcement of the Programme.

## **2. Agency's views on**

*(a) Transferability between public bodies:* While accepting that it is not the only issue delaying progress, the NSAI feels strongly that a central transferability agreement is an essential prerequisite for any substantive re-location to Arklow. This is important not just in increasing the pool of potential recruits for re-training to fill NSAI roles in Arklow, but also to open up the possibility of offering staff choosing not to re-locate to Arklow realistic alternative openings in the public sector in Dublin.

Considerable analysis of the grades and skills mix in the CAF volunteers has taken place over the last four years and there has been very little change in the numbers applying since then. Very few of the CAF applicants have the technical engineering qualifications needed for the core NSAI positions. The Secretary General in the Department of Enterprise, Trade & Employment is to ask the NSAI to revisit this analysis and to investigate further the potential options within the public service for staff who wish to remain in Dublin.

*(b) Business issues arising:* The primary activities of the NSAI involve meetings and training programmes involving committee members from all over Ireland and from international bodies, therefore the accessibility of an Arklow location would be a serious restriction. To overcome this, a meeting and training centre would have to be maintained in Dublin for the foreseeable future. There would be a large increase in travel and subsistence cost in supporting this from Arklow over and above the cost of maintaining premises in both locations.

*(c) Advance/Phased relocation:* The NSAI has linked the timescale of an advance move to the timescale of a central transfer agreement. The matter is not simply one of numbers. The NSAI is not a homogenous organisation; rather it is a multi-faceted one with a number of separate Divisions performing very different functions. Thus, although it might seem that the NSAI has potential for an advance move, the reality may be different as no one area may have the critical mass of staff needed to function effectively from a satellite office. The NSAI and their parent Department have concerns that an advance move could lead to a fragmented and poorer service to customers.

The Chief Executive of the NSAI has put forward the idea of establishing a satellite office in Arklow, intended as an advance move for full decentralisation when circumstances allow.

*(d) Timeframes:* The NSAI has said that their original timeframe of 2009 for completion of the permanent move is under review.

*(e) Property in Dublin:* Having tried unsuccessfully to implement the Decentralisation Programme management in NSAI advise that they took a decision to move from Glasnevin to Santry, entering into a 20 year lease with a 10 year break clause. They say that this move was taken to consolidate the organisation's accommodation into a single premises for operational and business efficiency reasons.

The Group has advised NSAI of its concerns that the property decisions taken may not have been fully in conformity with the Government's policy on decentralisation. The Group is particularly concerned at the term of lease entered into in this case. The Group welcomes clarification provided by the Department of Enterprise, Trade & Employment regarding the terms of the lease and their assurance that provision is made for assignment of the lease or sub-letting without penalty.

### **3. Property Position in Arklow**

*Arklow:* Management in the Agency have visited Arklow but no site has yet been identified.

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**Name of organisation: Ordnance Survey Ireland (OSI)**  
**Decentralisation location: Dungarvan**  
**No. of posts to be relocated: 206**

#### **1. Staffing**

##### *(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Promotees*</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	169	13	n/a	n/a	n/a	7	20
General Admin	37	4	n/a	n/a	n/a	35	39
<b>Totals</b>	<b>206</b>	<b>17</b>	<b>17</b>	<b>57</b>	<b>91</b>	<b>42</b>	<b>59</b>

\* may be subject to further discussion with the relevant unions

\*\*further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* The OSI has recruitment and promotion policies in place to support the implementation of the Decentralisation Programme. However, the position of the officers promoted under this policy may be subject to further discussion with the relevant union.

Arising from a recent survey it has been ascertained that of the 57 officers promoted, only 1 has expressed an interest in decentralising. The OSI intend to re-survey, as a matter of urgency, staff that previously expressed an interest in relocating to Dungarvan.

#### **2. Agency's views on**

*(a) Transferability between public bodies:* The OSI have undertaken an initial examination of their external CAF applicants and have determined that there 2 applicants have an appropriate work related mapping background experience. Of the remaining CAF applicants, it could be assumed that a certain percentage could be trained for technical mapping related work or might have experience in the Finance/HR/Corporate Services areas. Management of the OSI are of the view that CAF applicants wishing to decentralise with OSI would be required to undergo competency assessments to ensure that, on the one hand, they met with OSI skills set needs and, on the other hand, that the expectations and needs of the volunteers were satisfactorily met in terms of the work of the organisation.

OSI's current professional/technical staff have a background in geology and spatial data. As such an agreement on transferability may only assist in progressing the relocation of administrative staff.

*(b) Business issues arising:* An examination of the feasibility of an advance move is being undertaken in light of the need to ensure risk minimisation to business continuity and customer service.



(c) *Advance party / phased relocation:* The OSI are examining the establishment of an advance office in Dungarvan and are due to submit a report to their parent Department on this issue.

(d) *Timeframes:* In view of the pace of progress to date the original timeframe of 2009 will have to be revised. Management in the OSI advise that on the basis of normal retirement patterns alone, a 15-20 year timeframe would be required to complete the move to Dungarvan.

### **3. Property Position**

A site in Dungarvan has been acquired. OSI has formally submitted a full outline plan to the OPW on the architectural and detailed accommodation needs which would be required in their new headquarter building. The OPW is currently seeking Department of Finance sanction to proceed to tender stage in relation to the development of permanent accommodation for the OSI on the site.

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**Name of organisation: Pobal**  
**Decentralisation location: Clifden**  
**No. of posts to be relocated: 42**

#### **1. Staffing Position**

Pobal (formerly ADM) have located 25 posts in Clifden under the Government's Public Service Decentralisation Programme. The posts concerned were in respect of new business and all posts, except 1, were filled by way of local recruitment.

It is currently intended to fill the remaining 17 positions in Clifden as vacancies arise and management of work permits in the Dublin operation.

#### **2. Property Position**

The Office of Public Works have indicated that the permanent building for Pobal in Clifden will be completed in late 2009.

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**Name of organisation: Railway Safety Commission**  
**Decentralisation location: Drogheda**  
**No. of posts to be relocated: 16**

#### **1. Change in Location**

Under the original Government Decision of December 2003 the Railway Safety Commission, comprising of 20 posts, was to relocate to Ballinasloe.

However, in May, 2008 Government agreed that the Railway Safety Commission will now relocate to Drogheda along with some Department of Transport accident investigation and related services. The Commission currently has 16 posts, some of which are newly sanctioned.

## **2. Property Position**

Given the size of this organisation, securing accommodation in Drogheda is not likely to involve construction. It is therefore not envisaged that the sourcing of suitable office accommodation in Drogheda will be difficult.

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**Name of organisation:** Road Safety Authority (RSA)  
**Decentralisation location:** Ballina and Loughrea  
**No. of posts:** 102

The National Safety Council was originally due to relocate to Loughrea under the Decentralisation Programme. Functions formerly delivered by the National Safety Council (NSC) transferred to the Road Safety Authority, a new public sector body established on the 1<sup>st</sup> of September 2006. The Authority was located outside of Dublin in accordance with the Government Decision of December 2003.

To maximise the effectiveness of the RSA, the former NSC functions, initially assigned for decentralisation to Loughrea, Co. Galway are now delivered from RSA headquarters which has been established in Ballina, Co. Mayo. Alternative posts have been decentralised by the RSA to the sub-office located in Loughrea.

The particular functions being delivered from Loughrea by the RSA include some functions transferred as part of the Department of Transport's Road Haulage Division. The RSA also delivers certain functions relating to the inspection of vehicles, currently undertaken by the Department of Transport's Vehicle Standards Division, from Loughrea.

All of the decentralising posts in both locations have been filled (40 posts in Loughrea and 62 post in Ballina), many by Civil Service CAF volunteers who accepted offers of posts on the understanding that they would become public servants in due course.

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**Name of organisation:** Sea Fisheries Protection Authority  
**Decentralisation location:** Clonakilty  
**No. of posts:** 47

The Sea-Fisheries Protection Authority, is a Statutory Authority established on the 1<sup>st</sup> of January 2007 by the Minister for Communications, Marine and Natural Resources. Its primary purpose is to manage Sea Fisheries Protection and Seafood Safety a role formerly undertaken by Seafood Control Division of the Department of Communications, Marine and Natural Resources. The Authority is now under the aegis of the Department of Agriculture, Fisheries and Food.

This organisation was located outside of Dublin in accordance with the Government Decision of December 2003. The Headquarters of the Authority, comprising of a total of 47 posts has been established in Clonakilty, Co. Cork. The 47 posts include a number of trainees who will be redeployed to ports in due course.

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**Name of organisation: Sustainable Energy Ireland (SEI)**  
**Decentralisation location: Dundalk**  
**No. of posts to be relocated: 38**

SEI was not part of the original announcement by the Government in December, 2003. The Department of Communications, Marine & Natural Resources subsequently proposed to relocate the Agency to Dundalk. This proposal was included in the DIG's first Report to the Cabinet Sub-Committee on Decentralisation in February, 2004. In light of the Government's energy and climate change policy, a Strategic Review of the Agency is underway and is nearing finality.

## **1. Staffing**

### *(a) Overview of position*

<i>Grade Category</i>	<b>Posts</b>	<b>Internal CAF</b>	<b>Recruits</b>	<b>Promotees *</b>	<b>Total In Place</b>	<b>External CAF**</b>	<b>Total Potential Pool</b>
Specialist/Technical	12	14	n/a	n/a	n/a	10	24
General Admin	26	9	n/a	n/a	n/a	38	47
<b>Totals</b>	<b>38</b>	<b>23</b>	<b>17</b>	<b>3</b>	<b>43</b>	<b>48</b>	<b>71</b>

\* may be subject to further discussion with the relevant union

\*\* further in-depth analysis will be required to determine precise likely grade and skills matches

*(b) HR Policies in place in the Agency:* SEI has put in place a recruitment policy to support the implementation of the Decentralisation Programme. The Agency also has an appropriate promotion policy in place. However, the position of the officers promoted under this policy may be subject to further discussion with the relevant union.

## **2. Agency's views on**

*(a) Transferability between public bodies:* Transferability is an issue for the SEI as many staff not wishing to relocate have specialist skills which are not easily transferable. An internal examination is underway to determine the likely current demand for relocation to Dundalk in terms of numbers, grades and skills.

*(b) Business issues arising:* An internal senior management task force has been established to consider how best to manage the transition to Dundalk. An outside organisation is also being asked to conduct a risk assessment. Management have raised the difficulties they have in bringing together a critical mass for Dundalk due to the nature of the organisation. The Department of D/CENR, in conjunction with Dept. of Finance, is conducting a review of SEI role, resources, structures, etc.

*(c) Advance party / phased relocation:* SEI has secured advance accommodation in Dundalk with 2 permanent members of staff located there and a number of staff working from Dundalk several days each week. SEI currently have a number of processes underway internally with the aim of moving 2 specific programme areas, complete with both senior managers, to Dundalk in the short term. There is space available for 20 staff and this could be expanded, if required. At present, 12-15 staff would prefer to be working in Dundalk.

## **3. Property Position**

Temporary accommodation has been occupied since December 2007. Permanent accommodation was due to be occupied in Q2 2009. The SEI are in discussions with the OPW with regard to sourcing and development of their permanent accommodation. The most recent update from the OPW suggested the target of Q2 2009 may not be achievable as the Chairman of the SEI is considering an international design competition for the accommodation with zero carbon emissions.

## Appendix 1 Extracts from Previous DIG Reports

The Group has addressed the range of issues concerning the implementation of the State Agency element of the Programme in each of its Reports since its establishment.

*March 2004 Report* - In the Group's first Report in March 2004 the 'transferability' issue was identified as an issue that would require particular attention:

*"2.19 Civil Servants should be able to apply for transfer to locations to which a non-civil service agency is being moved and other public servants should be able to apply for locations to which a civil service office is being moved. While applications should be sought on this basis, we recognise that the arrangements to apply in the case of transfers between the civil service and agencies and vice versa, ....., will need to be discussed by public service management and the trade unions. The aim should be to achieve the maximum level of "interchangability" between the general service, professional & technical grades, and between the civil and public service organisations. We recognise that this poses a significant challenge to all involved but we believe that such an approach is both desirable and necessary.*

*2.27 There will be issues about how to facilitate applications for transfers between general and non-general service grades in the civil service and between the civil service and the state agencies. These will arise, for example, where:-*

- a member of a professional or technical grade wishes to move to a particular location where the only equivalent level is a general service grade; or*
- a person in a state agency wishes to move to a location to which a civil service office is transferring.*

*2.28. Such cases will raise questions around conditions of service, pension and tenure as well as legal issues relating to appointments to the civil service and State Agencies. We welcome the fact that these issues have been identified in the discussions between management and unions. Without in any way understating the difficulties involved, our view is that every effort must be made by both sides to facilitate such applications."*

*November, 2004 Report* – In November, 2004, the Group acknowledged the low take-up indicated by the CAF data and adopted the following approach to the challenges raised:

*4.1 The CAF figures for State Agencies are not as good as those for the civil service. There is an understanding and experience within the civil service of decentralisation. This does not exist within the State Agencies, where there is little tradition of inter-agency transfer. Clearly, there are different issues that arise in dealing with the State Agencies. Particular concerns have been raised about the extent to which the programme is truly voluntary. The correct approach is to tease out the issues and develop good long-term solutions in consultation with all of the parties involved.*

*4.2 It has been suggested to us that the adoption of a more individualised approach for State agencies offers the best way of moving the implementation process forward. It is the responsibility of the board and senior management of each agency to implement the Government decision and to report to its "parent" department in the first instance on the progress being made. Many agencies have emphasised the need to do this in a way which recognises the particular nature of the employment relationship between staff and their individual agencies and the need to ensure that core service delivery is not imperilled.*

*4.3 There are potential solutions that need to be explored and developed. These could include, for example, phased moves of viable units with a sufficient critical mass of volunteers. They could also include appropriate arrangements for inter-changeability between an agency and the civil service on terms that would be acceptable to all concerned and would facilitate to the greatest extent possible the*

preferences of individual staff in the agency and in the civil service. Whatever solutions are developed need to respect the voluntary nature of the programme.

4.4. Against this background, we recommend that the Agencies in (the) Table receive initial priority attention in terms of implementing the programme, while still ensuring progress for the remaining organisations.

<b>Agency</b>	<b>Location</b>
<i>FÁS</i>	<i>Birr</i>
<i>BIM</i>	<i>Clonakilty</i>
<i>Citizens' Information Board</i>	<i>Drogheda</i>
<i>Sustainable Energy Ireland</i>	<i>Dundalk</i>
<i>NCCA</i>	<i>Portarlington</i>
<i>Health &amp; Safety Authority</i>	<i>Thomastown</i>

4.5 In selecting these agencies we had regard to a number of criteria. The CAF data indicates that there is already a critical mass of potential volunteers in Sustainable Energy Ireland and the National Council for Curriculum and Assessment. FÁS already has a geographically dispersed structure and workforce, the total numbers involved are sufficient to offer a sizeable pool of potential volunteers and the phased relocation of viable business units should be an option from a business perspective. Others are moving to the same locations as civil service departments (i.e. phase 1 locations) and, as BIM for example pointed out in its implementation plan, "The co-ordination of BIM and the Seafood and Coastal Zone Divisions of (the parent Department) in Clonakilty will give critical mass to the delivery of Government services to the marine seafood sectors from their new one-stop-shop location. Similar and /or other considerations apply in the case of the remaining agencies selected.

4.6 While the primary focus should be on developing appropriate implementation options at the organisational level, there is also a need for overall con-ordination. We will establish a network comprising Decentralisation Liaison Officers from these seven agencies and their respective departments to provide a forum for two-way communication between the Implementation Group and management in the agencies concerned. We also recommend that there should be further and ongoing discussions between the Department of Finance and the ICTU Group of unions to deal with the cross-organisational and cross-sectoral issues arising in progressing implementation of the programme, particularly for these seven agencies but also for the remaining agencies included in the programme.

4.7 In the case of the seven agencies, we recommend that:

- (i) each organisation should prepare the next and deeper iteration of its individual implementation plan in light of this report and our report of 30 July, 2004, the data which is now available from the CAF and a target building availability date for its location that it can use for planning purposes (where appropriate the latter should be agreed with the OPW).
- (ii) this iteration of the plan should include an implementation schedule with a phased timeline; and
- (iii) the updated plans should be submitted to us by 31 March, 2005.

Following receipt of these plans, we will establish appropriate reporting mechanisms to track progress on transfer achievements.

Of the six 'Early Mover' Agencies, FÁS, SEI and the HSA have established an advance presence in the decentralised location. The NCCA is sending an advance party to Portlaoise later this summer. The pace of progress by BIM has been particularly disappointing in terms of assigning officers to posts relocating under the Programme to Clonakilty. The Citizens' Information Board has made considerable progress in assigning staff but has not yet relocated any posts from Dublin.

*June 2005 Report* – In its June, 2005 Report the Group reiterated the role of management in the State Agencies in driving the implementation of the programme and addressed again the outstanding industrial relations issues in relation to the State Agency sector:

2.26 *A distinct Decentralisation Liaison Officers Group for the seven State agencies, identified in our last Report, has also been in operation. It includes representatives of their “parent” Departments. All of these agencies have now produced further versions of their implementation plans. Considerable planning has been carried out in the areas of business continuity and risk analysis. Again the cross-cutting issues identified by the agencies will assist us in our work.*

2.27 *The Group is aware that little progress has been made to date in advancing agreement between management and trade unions on allowing both public and civil service staff to transfer into State bodies from the civil service and other State bodies and vice versa. There has been no substantive engagement to deal with these and other human resource issues relating to the relocation of the bodies concerned.*

2.28 *Resolution of the outstanding issues is central to the overall implementation process in the State agencies. From the outset guarantees have been provided at Government level that all those employees not wishing to transfer out of Dublin will be facilitated with an alternative public service post in Dublin. It should prove possible to facilitate the transfers of those public and civil servants who wish, also on a voluntary basis, to relocate to provincial locations. The Group recognises that proposals for inter-organisational mobility go against traditional employment practices. In our view, it is precisely this type of ground-breaking initiative which is needed to give impetus to the implementation of the programme. Departments and agencies should engage with the unions to see what initiatives could be taken to advance this issue.*

3.10 *The Group adopted a more individualised approach to state agencies in our last Report. Although we did propose seven of these agencies for early mover status we did not include specific timeframes in recognition of this approach and also of the fact that it is the responsibility of the board and senior management of each agency to implement Government policy. We remain convinced that this approach is the correct one.*

3.11 *We are not convinced at this point of the need for this Group to seek to dictate every step in the execution of the decentralisation programme to the management of State agencies. We believe that the practical management of the programme is the role of management in the first instance. However, we do believe that every State agency selected by the Government for inclusion in the decentralisation programme should have a successful relocation as a high level strategic objective. Progress on decentralisation should be discussed regularly with the parent Department and monitored at Departmental level. We emphasise the need for advancement of the programme and request each of the remaining State agencies to prepare the next and deeper iteration of its implementation plan which should be submitted to us.”*

3.12 *Due to the heterogeneous nature of the State agencies there will be various complexities which arise in specific agencies. These problems should be addressed in conjunction with the parent Department in the first instance. Individual problems for which solutions cannot be identified may be referred onwards to the Department of Finance for further consideration.*

3.13 *The OPW will continue to seek property solutions in respect of any agency that requires it.*

Following this Report, the Department of Finance wrote to Departments in December, 2005 regarding the need to further progress the relocation of those State Agencies included in the decentralisation programme. The Department of Finance letter referred to the Group’s June 2005 Report highlighting the views of the Group as outlined above. The responsibility of parent Departments in taking a leadership role in this regard and in engaging actively with the State Agencies under their aegis to identify areas where progress can be made in relation to staffing, property and business issues was reiterated.

All State Agencies who were engaged in preparing the second iteration of their implementation plan at that time were to be encouraged to prepare a detailed plan setting out fully the progress made to date, further steps planned, a detailed analysis of the challenges to be addressed in each of the areas of staffing, business and property and strategies for moving the process forward in relation to each area.

*September 2006 Report* – In its report to the Minister in September, 2006, the Group noted that the pace of progress across the State Agencies was mixed.

8. *The Group notes that while progress has been made by some State agencies included in the Programme, there has been a marked lack of action in some other agencies. The Group has commenced a series of meetings with the CEOs of the State agencies to get an overview of progress to date and to identify the challenges remaining in implementing the Government policy.*

*Thirty agencies are due to relocate under the Government’s Decentralisation Programme. Some 2,340 posts are involved, or just over 22% of the programme. These posts are made up of a mix of general administration posts, specialist posts and a range of posts where the personnel would be regarded by organisations as having acquired specialist knowledge.*

*Seven agencies, comprising approximately 30% of the State agency posts covered by the programme, were identified by the Group as early mover organisations. One further agency, the NEWB, has since been added to the early mover group. Details of all the early mover State agencies are set out below:*

<b>Organisation</b>	<b>Location</b>
<i>BIM</i>	<i>Clonakilty</i>
<i>Comhairle</i>	<i>Drogheda</i>
<i>FÁS</i>	<i>Birr</i>
<i>Health &amp; Safety Authority</i>	<i>Thomastown</i>
<i>National Council for Curriculum &amp; Assessment</i>	<i>Portarlinton</i>
<i>National Education &amp; Welfare Board</i>	<i>Portarlinton</i>
<i>Road Safety Authority<sup>2</sup></i>	<i>Loughrea and Ballina</i>
<i>Sustainable Energy Ireland</i>	<i>Dundalk</i>

*In relation to the proposed move of Bus Éireann to Mitchelstown, the Group is aware that the Department of Transport is examining this issue. The Group considers it important that the matter be clarified at an early date.*

*The main issues facing the State agencies are those relating to the filling of posts in undersubscribed locations, the placing of staff choosing to remain in Dublin and promotions. These issues are further complicated by the absence of any tradition of or agreement on inter-changeability between Public Service organisations and between the Public Service and the Civil Service. Little progress has been made to date in advancing agreement between management and trade unions on this issue. The Group is of the view that resolution of the outstanding issues is central to the overall implementation process in the State Agencies.*

*The Group is aware that discussions have taken place between FÁS management and SIPTU under the auspices of the Labour Relations Commission and that the matter has now been referred to the Labour Court.*

*The Group has asked the Department of Finance to pursue directly with ICTU proposals for getting central discussions underway on the full range of industrial relations issues relating to the decentralisation of State agencies. In particular, such discussions should seek to make progress on the question of transferability between State agencies and between agencies and the Civil Service. The Group considers it essential that such discussions take place and that an accommodation is arrived at as soon as possible.*

During the early part of summer 2007 the Group’s secretariat carried out a survey of all of the Agencies seeking an update on progress made in each organisation.

The data collated by the Central Decentralisation Unit showing the number of posts they had filled through recruitment, promotion and internal CAF volunteers painted a slightly positive picture compared to previous assumptions regarding progress. However, in gathering this



data it became apparent that there was a lack of clarity in relation to the decentralisation conditions attaching to the contracts of newly recruited staff across a number of the organisations involved.

*September, 2007 Report* – The Group emphasised the crucial role of the Board and management of each Agency in leading the implementation arrangements. We also highlighted again the importance of making progress on the IR front in discussions with ICTU. In light of the variation in the application of appropriate human resources policies in place across the sector the Group took the opportunity to address the recruitment issue in its September Report.

*There are a number of inter-related factors which have served to frustrate progress in relation to the State Agency part of the programme. It is clear from the outset that some of the unions involved have adopted a stance of opposition to the Government policy and have therefore been reluctant to become involved in meaningful negotiations on implementation arrangements. This has also led to an effective boycott of the CAF process in many Agencies.*

*The Group has always emphasised the central role of the Board and management in each Agency in driving this process forward. The Group would consider that all Agencies should now, at a minimum, have initiated HR recruitment policies to support the programme, have begun to put phased timeframes in place and be actively securing advance and/ or permanent accommodation solutions in the decentralised location.*

*We also recognise the key industrial relations issues impacting on progress. In our report of October last, the Group asked the Department of Finance to seek to get discussions underway with ICTU on the range of industrial relations issues impacting on relocation including the possibility of transferability between Agencies or between Agencies and the Civil Service. We understand that ICTU has responded indicating that further consultation with its members will be required. Given that the programme is now operational for more than 3 years, the Group is disappointed with this outcome.*

*There is now, in our view, a need to re-energise this aspect of the programme in order to make progress in relation to the relocation of each Agency.*

*As with the other sectors included in the decentralisation programme, the Group considers it important that the State Agencies are examined on an individual basis to establish the degree to which early progress is possible in each case and the timeframes for full achievement of the relocation plan. In this regard, the Group has initiated a series of meetings with the CEOs of individual Agencies and the Secretary General of the parent Department in each case. In considering options for successful completion of this element of the programme, the Group considers the following issues to be of relevance:*

- *Approximately 50% of the overall posts are spread across just 4 State Agencies – Enterprise Ireland (292), FÁS (383), Fáilte Ireland (178) and Ordnance Survey Ireland (199). An individualised approach to seeking solutions to the challenges in each of these organisations is a necessary next step to progressing the State Agency element of the programme. The Group notes the efforts FÁS have made to move the programme forward and understands that an agreed date is awaited for the Labour Court hearing of the ongoing industrial relations issue.*
- *A renewal of efforts with ICTU to get meaningful discussions underway is essential to achieve early progress.*
- *Any analysis of specific locations needs to take account of the overall number of posts planned, the full potential pool of applicants if transferability between Agencies were in place in the future, the scale of the remaining staffing gap and available options for filling the gap.*

- *The structure of each organisation and the make-up of the staffing component between specialists and general managerial / administrative staff will impact on the options available to place remaining staff in Dublin.*
- *The scope for individual Agencies to form advance parties in the new locations and the issues surrounding the costs and business effectiveness of a dual location over the transition period should be examined.*

*The Group will also press ahead with the process of engagement with individual Agencies set out above with a view to agreeing a realistic timescale for completion of each move whether on a phased basis or as one single relocation project.*

Over the period June 2006 to December 2007, the DIG had met with the CEOs of 11 of the State Agencies included in the Programme and had built up an understanding of challenges arising at both central level and at the level of the individual agency.

In September, 2007 the Government agreed to initiate a quarterly reporting process for all organisations, including the State Agencies, included in the Decentralisation Programme. Two sets of quarterly reports have been submitted to Government to date by the Minister for Finance. The Department of Finance advises that this reporting mechanism has been positive in engaging the State Agencies with the detail of their implementation arrangements, acknowledging progress made and highlighting areas where further action is required.

In January 2008 the Government asked the Group to examine the feasibility of phased moves by the Agencies. The Group was asked to report back to Government with proposals, including timeframes, by July 2008.

## Appendix 2

Department/Agency	Date Previously met DIG	2008 Meeting with DIG
<b>Agriculture, Fisheries &amp; Food</b>		
Bord Bia		14/02/2008
BIM	07/06/2006	14/02/2008
<b>Arts, Sport &amp; Tourism</b>		
Arts Council	21/11/2007	
Failte Ireland	21/11/2007	
Sports Council	21/11/2007	
<b>Communications, Energy &amp; Natural Resources</b>		
Central Fisheries Board		08/05/2008
OSI		08/05/2008
Sustainable Energy Ireland	11/05/2006	08/05/2008
<b>Community, Rural &amp; Gaeltacht Affairs</b>		
Pobal		Met with D/CR&GA 27/5/08
Foras na Gaeilge		27/05/2008
<b>Education &amp; Science</b>		
Higher Education Authority		20/05/2008
National Educational Welfare Board	27/03/2007	20/05/2008
National Qualifications Authority of Ireland		20/05/2008
FETAC		20/05/2008
NCCA	27/03/2007	Met with DES 20/5/08
HETAC		20/05/2008
<b>Enterprise, Trade &amp; Employment</b>		
Enterprise Ireland		13/03/2008
FÁS	29/11/07 & 30/11/06	
H S A	07/06/2006	13/03/2008
National Consumer Agency		Met CDU 13/02/2008
NSAI		13/03/2008
<b>Environment Heritage &amp; Local Government</b>		
LGCSB		08/05/2008
NBA		08/05/2008
<b>Health &amp; Children*</b>		
Health Information & Quality Authority**		Met CDU 21/05/2008
<b>Social &amp; Family Affairs</b>		
Combat Poverty Agency		12/06/2008
Citizens Information Board		12/06/2008
<b>Transport</b>		
Bus Eireann/CIE Group		15/04/2008
Irish Aviation Authority		15/04/2008
National Roads Authority		15/04/2008
Railway Safety Commission		15/04/2008