

PUBLIC SECTOR TRENDS 2016



STATE OF THE PUBLIC SERVICE SERIES | DECEMBER 2016

RICHARD BOYLE

RESEARCH PAPER | NO 19



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Appendix 1 Indicators used to make up the IPA Public Administration Quality indicator

Dr. Richard Boyle is Head of Research, Publishing and Corporate Relations with the Institute of Public Administration. He has written extensively on public service reform and on the evaluation of public services.

Daniel Doyle and Facundo Daniel Mendez provided assistance in researching data sources for some of the charts used in the report.



FOREWORD

This report examines trends in public sector development and is the seventh in our annual series. The intention is to help inform the debate on Ireland's public sector and public administration, and its role in Irish society.

Here we try to bring some evidence to bear on the important debate on the future shape, size and direction of the public sector. Using data gathered from a number of sources, information on the size and cost of the public sector, the quality of public administration, efficiency and performance, and levels of trust and confidence is presented in a simple but rigorous manner.

In the *State of the Public Service* research series, we seek to provide evidence-informed research and commentary on key aspects of contemporary Irish public administration. The authors of these reports bring their considerable expertise and practical knowledge to the topics selected so as to provide evidence, insights and recommendations to support future development. Our aim is that these reports will not only inform, but also challenge current thinking about how the Irish public service performs. It is intended that these short research reports will be of relevance and use not only to public servants, but also to policy makers and the wider public.

Dr Marian O'Sullivan
Director General
Institute of Public Administration

SELECTED FINDINGS

The size and cost of the public sector

- In 2015, at 35 per cent of GDP, Ireland's public spending as a percentage of GDP is joint lowest of the EU28 along with Lithuania.
- Average government spending per person was €16,295 in 2015. For the last couple of years' government expenditure per head has been gradually rising.
- Government spending in Ireland is the most centralised in Europe, with just over 90 per cent spent by central government and under 10 per cent by local government.
- In 2016 the numbers employed in the public service rose to over 300,000, the first time it has been over that level since 2010.
- Just under 1 in 7 people in the workforce work in the public service. This is towards the lower end for European countries.
- Spending on public service pay and pensions has grown over the last two years after several years of falling. Spending was at €17.7bn in 2016.
- Average weekly earnings in the public sector have remained relatively steady over the last couple of years, with some variations.
- 6 ministers retained the same portfolio over the period of the lifetime of the 31st Dáil. Only 3 secretaries general (administrative heads of government departments) were in charge of their department for the whole of this period.
- 3 departments had 3 different secretaries general during the 31st Dáil. All other departments had 2 holders of the post of secretary general.
- This situation suggests the picture of senior civil servants providing a 'permanent government' in contrast to constant political change is something of an over-simplification.

The quality and efficiency of public administration

- Surveys of business executives show that the quality of Ireland's public administration is seen as above the European average. Ireland came 5th of the EU28 on this indicator in 2016.
- Ireland's score on an indicator ranking the upholding of traditional public service values such as independence from political interference, reliability and administrative fairness shows Ireland well above the European average.
- The World Bank produces an annual composite indicator of government effectiveness. In 2014 Ireland ranked 11th of the EU28 against this indicator.
- A European-wide survey shows the perceived quality of public services is just below the European average. Education is seen as the best public service, and health the worst.
- The ability to access neighbourhood public services is seen to vary according to the service. Postal services come out well, and public transport relatively poorly.
- A quality of government survey run by the University of Gothenburg ranked Irish public administration as the most professional and least politicised in Europe.
- The same quality of government survey found Irish government officials were relatively impartial in their dealings with the public, but operated in a relatively closed labour market.
- Individual use of the internet to obtain information on government services in Ireland is lower than in much of Europe. But individual use of the internet to send filled forms to public bodies in Ireland is higher than in much of Europe.
- Business uptake of e-government services is amongst the highest in Europe.
- Ireland ranks well with regard to readiness for open data but poorly with regard to impact.

Sectoral performance

Education

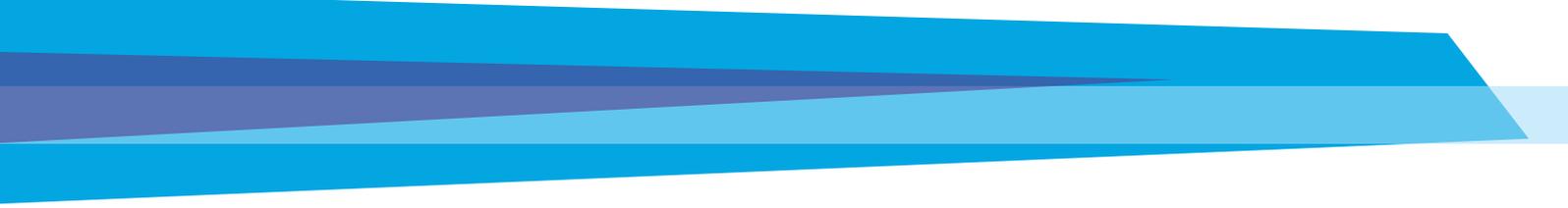
- The 2012 OECD PISA survey shows that Ireland has a higher ranking than the European average in maths, sciences and reading.
- Ireland delivers a reasonable level of educational efficiency when comparing reading and maths performance to spending per student across Europe.
- The opinion of executives that Ireland's education system meets the needs of a competitive economy remains above the European average.

Health

- Ireland performs well compared to most European countries with regard to life expectancy at birth and healthy life expectancy at birth.
- Ireland has a level of life expectancy roughly as might be expected given the level of expenditure, suggesting reasonable cost-effectiveness.
- Against a 'basket' of outcomes assessed by the Euro Health Consumer Index, Ireland performs slightly above the EU28 average.
- Ireland's hospitals display comparatively high levels of efficiency compared to other European countries with regard to length of stay in hospital.

Trust and confidence in public administration

- Levels of trust in government and in parliament remain relatively low. But both have improved in recent years and are now at the European average.
- Trust in regional and local authorities is at the European average and continues to improve overall.
- Around half the population tend to trust the public administration in Ireland.
- While there are positive feelings towards the public service in Ireland, it ranks below the European average on this indicator.
- Satisfaction with public services varies. Satisfaction with the civil service is quite high. Satisfaction with the education system is amongst the highest in Europe. Satisfaction with the quality of health care is below the European average.
- The number of complaints received in Ombudsman offices levelled off overall in 2015, with some variations between offices.



1. INTRODUCTION

There are no clear or agreed definitions for comparative ranking of public administrations. But most people would agree that a number of elements need to be included in any assessment:

- *The size and cost of the public sector.* While size, cost and inputs alone are not the sole or even main determinants of good public administration, nevertheless in terms of value for money in the delivery of public services, keeping check on the size, cost and other inputs of the public sector and public service is an important consideration.
- *The quality and efficiency of public administration.* Public administration includes policy making, policy legislation and management of the public sector. Such dimensions of public administration can often only be measured by subjective indicators of quality which give a sense of how good the public administration is. There is also an onus on public administration to show that services are being provided efficiently.
- *Sectoral performance.* The delivery of social and economic outcomes in an efficient manner is central to an effective public administration.
- *Trust and confidence in public administration.* The general public ultimately must have trust and confidence in the public administration of a country if it is to be effective.

In this study we examine indicators for each of these four elements of public administration. Where possible and appropriate, data is included for other European countries, in order to enable comparisons to be made. Also, where data are available, we have provided trend data going back over the last decade. The intention is to provide a snapshot of trends in public administration performance in Ireland, to highlight where we are doing well, what challenges are presented and where improvements need to be made.

In a number of charts, as well as showing Ireland's rating relative to the European Union (EU) averages, the top ranked and bottom ranked country as at the time of the most recent data gathering are included for comparative purposes.

In its style and content, the report draws on a number of efforts to benchmark and compare public sector efficiency and performance. These include a European Central Bank

(ECB) international comparison of public sector efficiency¹, a study by the Netherlands Social and Cultural Planning Office (SCP) of comparative public sector performance², the World Bank governance indicators project³, the OECD Government at a Glance project⁴, and an IPA study comparing public administrations⁵.

A word of caution about data limitations

The data presented here needs to be interpreted with great care. First, there is the issue of whether the indicators used to represent public administration provision and quality really captures what public service is about. Indicators, by their nature, only give a partial picture. Second, much of the international comparative data in this report is qualitative data derived from opinion surveys. Some of this survey data comprises small-scale samples of opinion from academics, managers and experts in the business community. The survey data is thus limited both in terms of its overall reliability and the fact that it represents the views of limited sections of the community. Third, the point scores arrived at on some indicators (on a scale from 1–10 for the IMD and WEF data and between –2.5 and +2.5 for the World Bank governance indicators) should not be interpreted too strictly, as there are margins of error associated with these estimates. Fourth, changes over short periods of time should be viewed cautiously. Many of the indicators assessed represent 'snapshots' at one particular point in time. Small shifts in annual ranking are not particularly meaningful.

In all, when interpreting the findings set out in this paper, these limitations should be borne in mind. In particular, small variations in scores should be interpreted cautiously. These may be no more than random variations to be expected given the data being used. What is of interest is to identify broad patterns and trends emerging from the data.

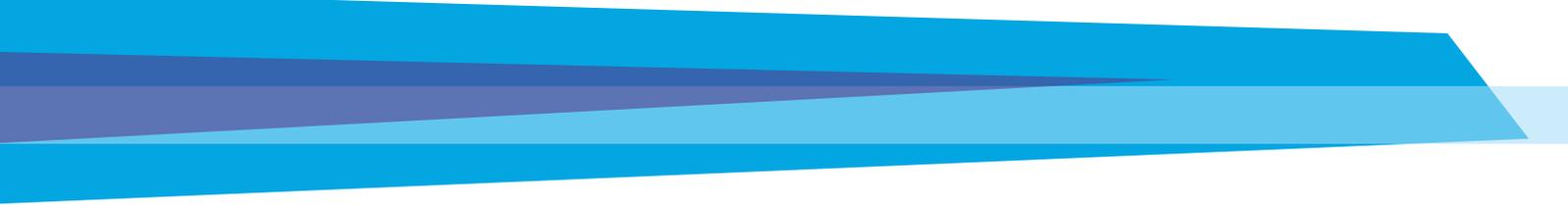
¹ Afonso et al (2003)

² Social Cultural and Planning Office (2004)

³ See <http://info.worldbank.org/governance/wgi/index.aspx#home>

⁴ See <http://www.oecd.org/governance/govataglace.htm>

⁵ Boyle (2007)



2. THE SIZE, COST AND INPUTS OF THE PUBLIC SECTOR

Here we present a range of indicators that show the size, cost and other inputs of the public sector and public service.⁶

⁶ In this study, the public service is defined as the public sector minus the commercial state-sponsored bodies.

Government expenditure as a share of the economy in Ireland is below the EU28 average

FIGURE 1 GENERAL GOVERNMENT EXPENDITURE AS SHARE OF GDP

Source: Eurostat



- A commonly used indicator of public spending in the economy is expenditure as a percentage of GDP (gross domestic product). In the early to mid-2000s, using this indicator, Ireland had a very small share of public spending compared to most EU countries.
- However, from 2008 to 2010, as GDP shrank as a result of the recession, Ireland's government expenditure as a percentage of GDP increased rapidly. The particularly large increase in 2010 is mostly explained by the impact on government expenditure of specific government support to banks during the financial crisis, in the form of capital injections.
- Since 2011, as spending reductions introduced by the government came into effect, expenditure as a percentage of GDP had fallen considerably. In 2015, at 35 per cent of GDP, Ireland's public spending is joint lowest of the EU28 along with Lithuania.

Government expenditure per head of population is gradually rising

FIGURE 2 GENERAL GOVERNMENT EXPENDITURE PER HEAD OF POPULATION

Source: Eurostat



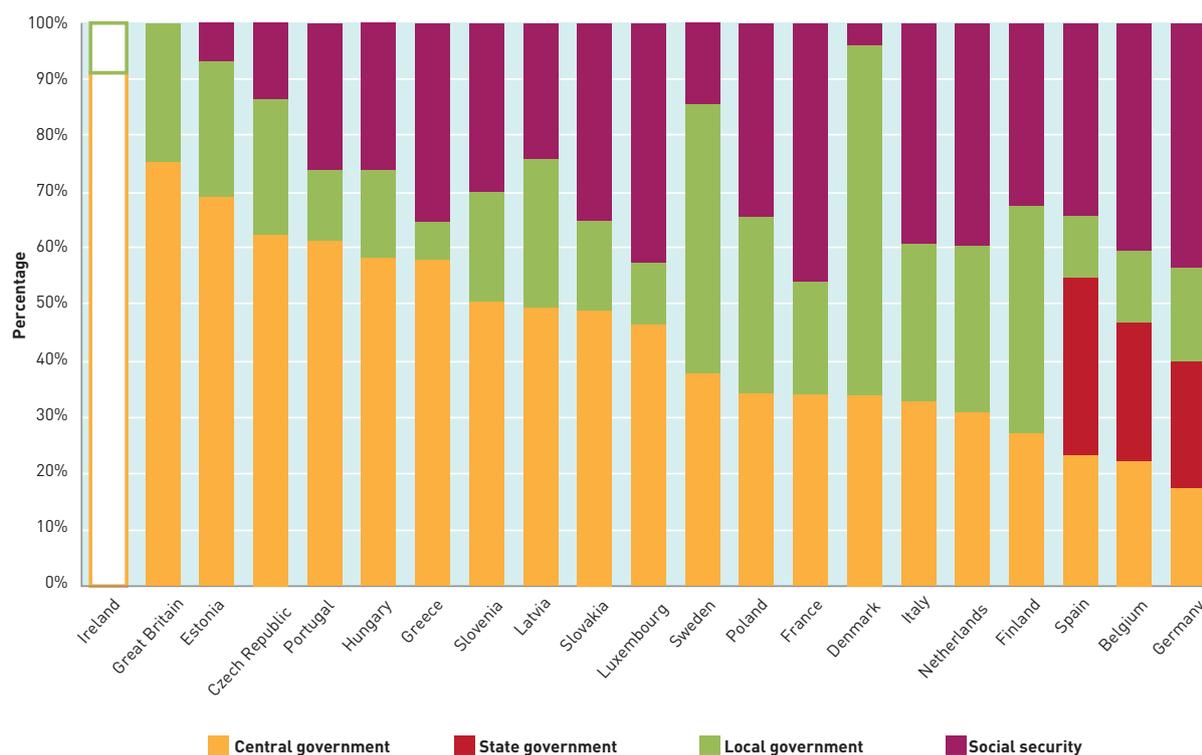
- Expenditure per head of population grew faster in Ireland than the EU average up to 2010. The effect of government support for the banks is clearly visible on the impact on the figures for 2010. From 2010, general government expenditure per head fell significantly.
- For the last couple of years government expenditure per head has been gradually rising, and was at €16,295 per person in 2015. This is back at the level it was in 2007.
- Government expenditure per person in Ireland in 2015 was the tenth highest in Europe. Denmark, shown on the chart, is one of the highest spenders on this indicator, while Bulgaria has the lowest level of government expenditure per head of population in the EU⁷.

⁷ Luxembourg has by far the highest level of general government expenditure per head of population, at €38,453 in 2015, but is atypical. Denmark is more representative of countries that have a high level of government spending per head of population.

Irish government expenditure is very centralised

FIGURE 3 DISTRIBUTION OF GENERAL GOVERNMENT EXPENDITURE ACROSS LEVELS OF GOVERNMENT 2014

Source: OECD Government at a Glance 2015

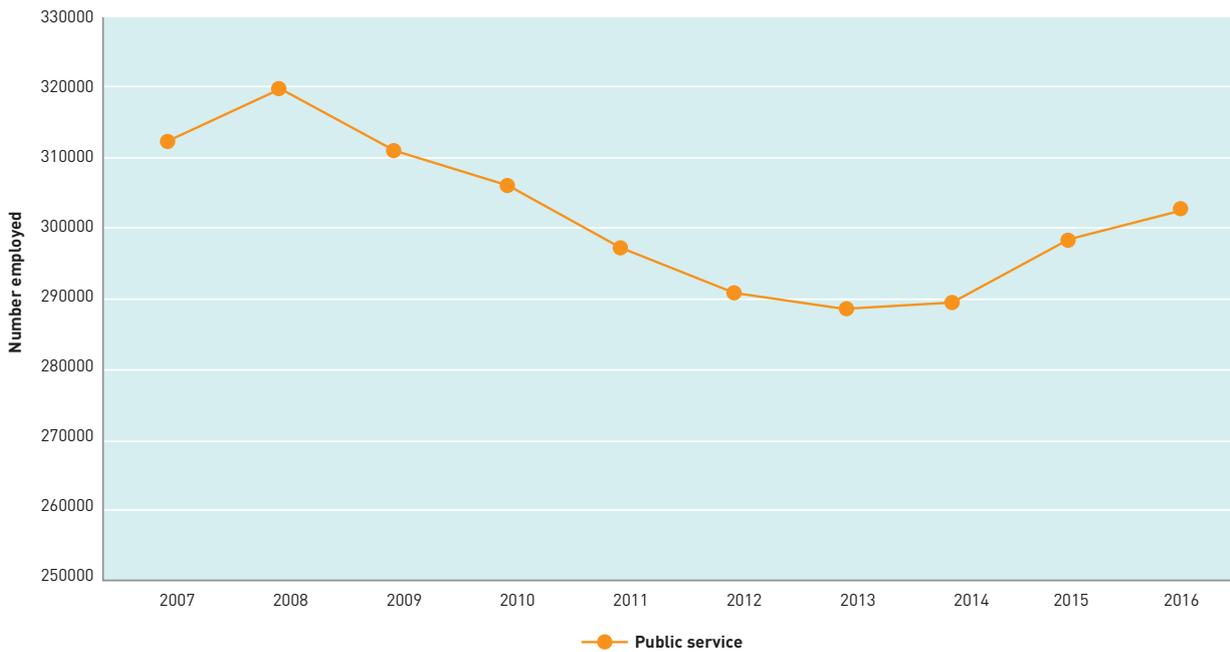


- The tasks of government are shared between different levels of government. The nature of this share-out varies markedly between countries.
- Ireland has the highest share of general government expenditure allocated at national level in the OECD in 2014, with just over 90 per cent of expenditure undertaken by central government.
- Centralisation has increased in recent years: central government's share of expenditure was around 82 per cent in 1987.
- At the other extreme, in Denmark only a third of general government expenditure is the responsibility of central government, with local government being responsible for just over 60 per cent.

Numbers employed in the public service are continuing to slowly rise after a period of steady decline

FIGURE 4 NUMBERS EMPLOYED IN THE PUBLIC SERVICE

Source: Department of Public Expenditure and Reform Databank⁸



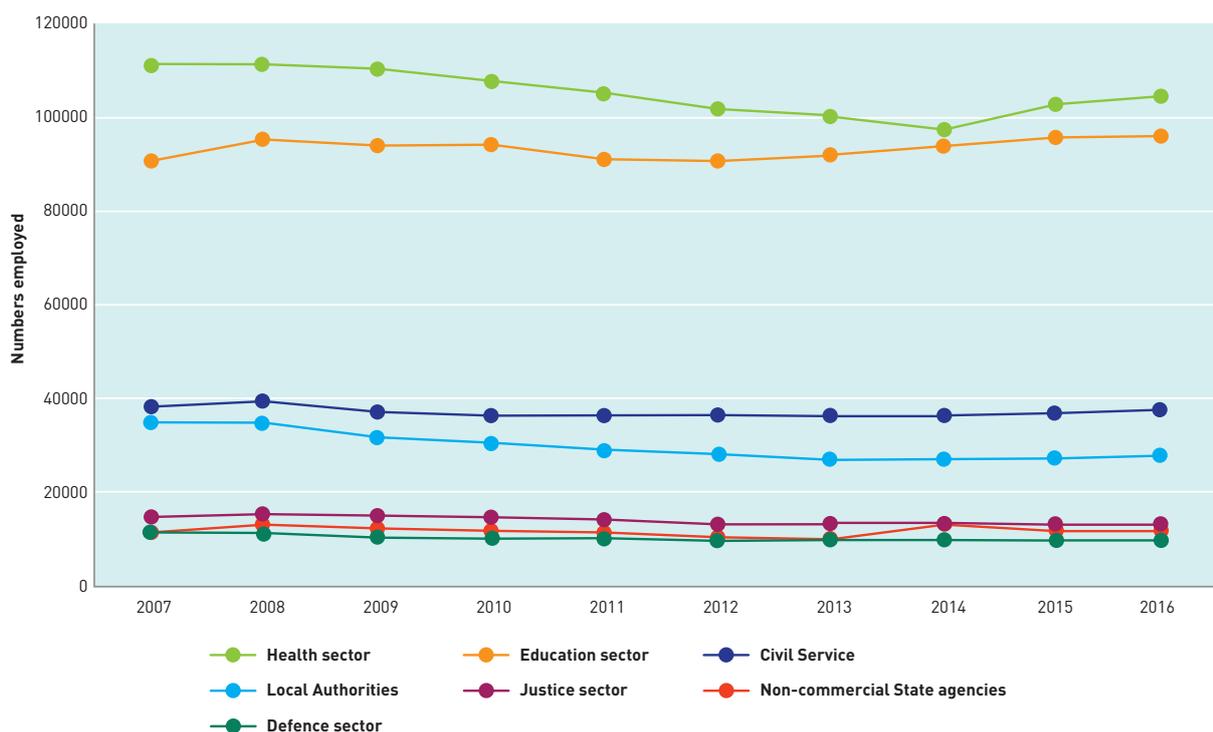
- From its peak in 2008, the total number of people employed in the public service dropped from 320,000 in 2008 to 288,000 in 2013, a drop of 10 per cent.
- The number of people employed in the public service has risen since 2013, but is still well below the level of employment in 2008.
- In 2016 the numbers employed rose to over 300,000 (302,000), the first time it has been over that level since 2010.

⁸ Figures are for end of year, apart from 2016 which is for Q2. Figures are for full-time equivalents rather than actual numbers of people.

The health and education sectors account for the vast majority of public service jobs. Local authorities have been hardest hit by cutbacks in numbers

FIGURE 5 PUBLIC SERVICE EMPLOYMENT BY SECTOR

Source: Department of Public Expenditure and Reform Databank⁹



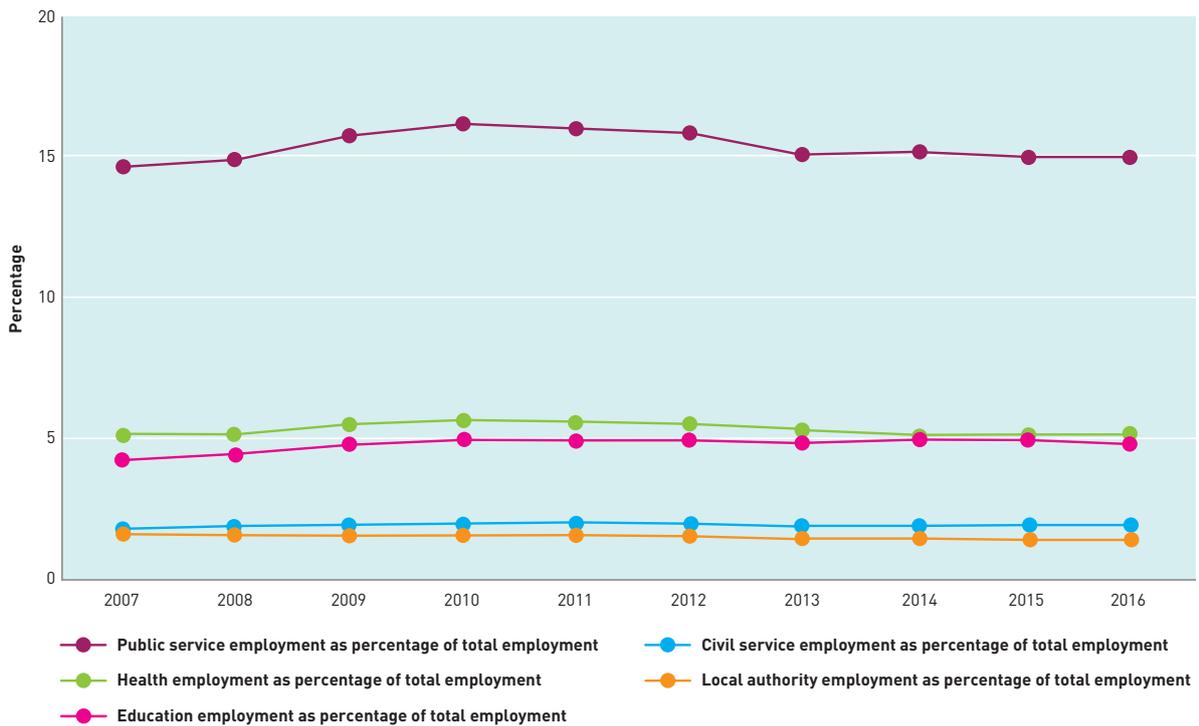
- Two out of every three people employed in the public service work in either health or education. In 2016, there were approximately 106,000 people employed in the health sector and 97,000 people employed in the education sector.
- Since 2008, numbers employed in the health sector had been falling constantly until 2014, while numbers employed in the education sector have remained relatively stable.
- Compared to 2008, employment levels in all sectors bar education has fallen. The biggest drop proportionally has been in local authorities (22 per cent).

⁹ Figures are for end of year, apart from 2016 which is for Q2

While numbers employed in the public service have varied over the last decade, as a proportion of the total workforce they have stayed relatively constant

FIGURE 6 PUBLIC SERVICE EMPLOYMENT AS PERCENTAGE OF TOTAL EMPLOYMENT

Source: Department of Public Expenditure and Reform Databank¹⁰, CSO



- While public service employment grew slightly as a proportion of the labour force in 2009 and 2010, since 2010 its share of the labour force has dropped back again, and has been at approximately 15 per cent in the last four years¹¹.
- Over the past decade public service employment has generally remained around 15 to 16 per cent of total employment, and in 2016 is at 15 per cent of the labour force.
- Just over 5 per cent of all those in employment in the economy (public and private) are employed in the health sector, and just under 5 per cent in education. Two per cent of those in employment are civil servants, and 1.4 per cent are in local authorities.

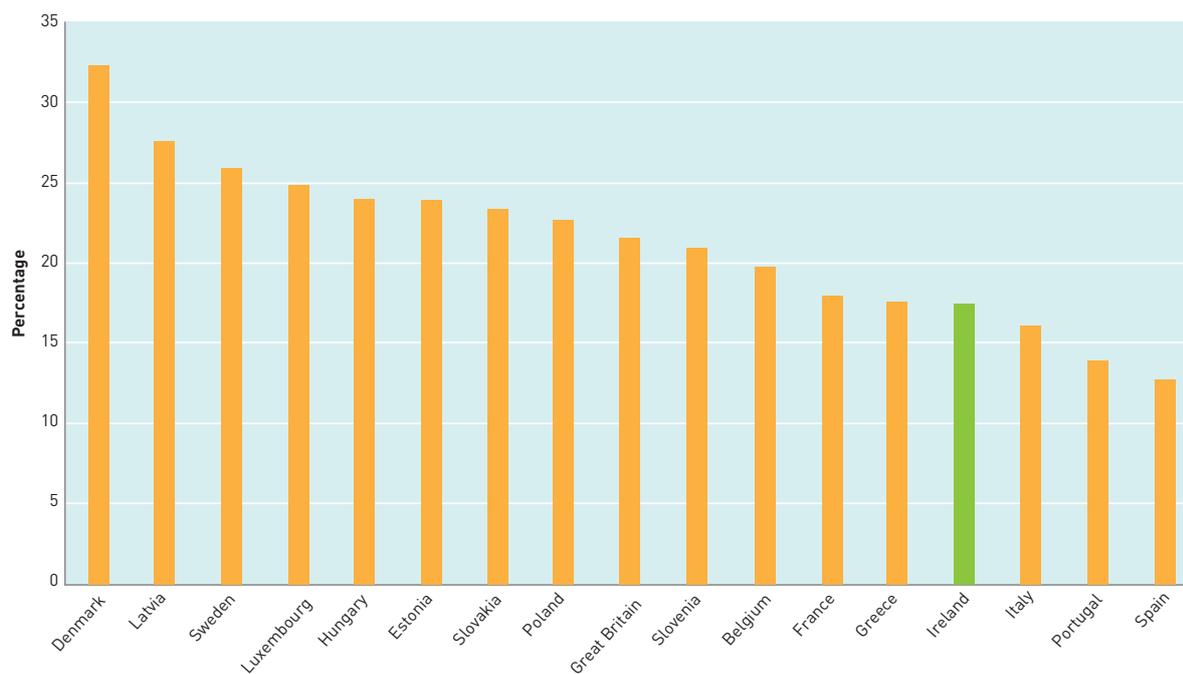
¹⁰ Figures are for end of year, apart from 2016 which is for Q2

¹¹ Much of the public service data provided refers to full-time equivalents rather than actual numbers of people. So public service employment as a percentage of total employment is in reality larger than that reported. The size of the difference is unknown, though Foley (2009, p.86) estimated it at around 1 per cent in 2007.

Employment in government as a percentage of the labour force is towards the lower end of European practice

FIGURE 7 PUBLIC SERVICE EMPLOYMENT AS A PERCENTAGE OF THE LABOUR FORCE 2013

Source: OECD Government at a Glance 2015

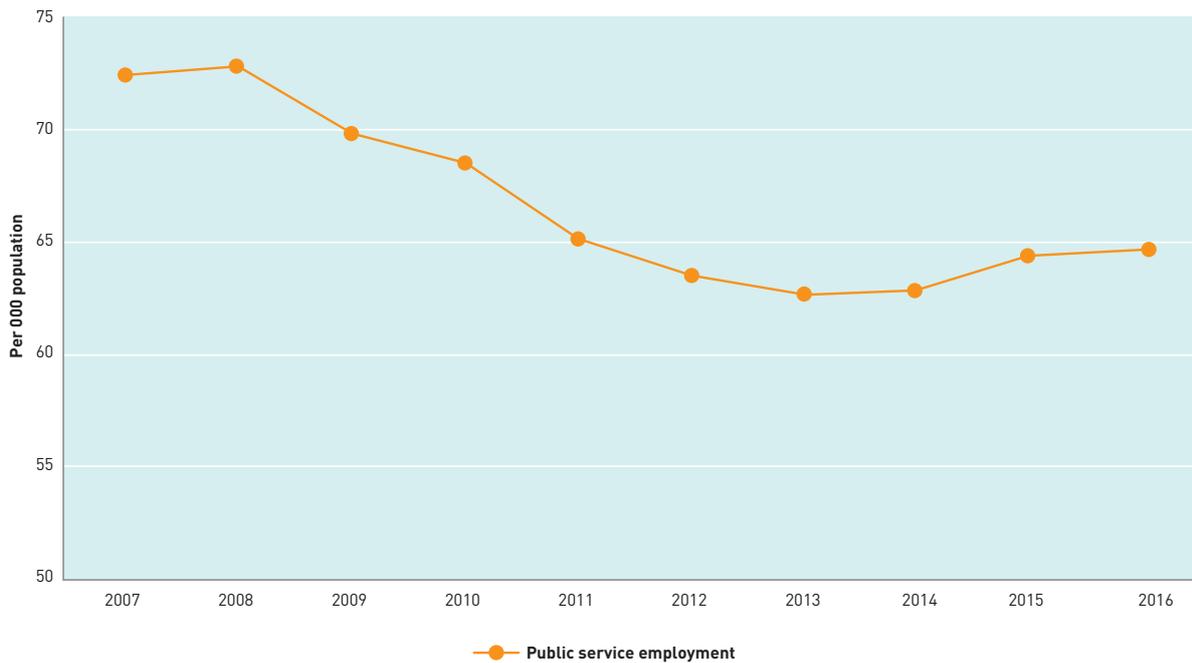


- The size of government employment varies significantly amongst European countries, from 32 per cent of the labour force in Denmark to 13 per cent in Spain in 2013.
- In Ireland in 2013 employment in general government services accounted for 17.4 per cent of the labour force, towards the lower end of countries surveyed.

After a number of years of decline public service employment relative to the total population has slightly increased in the last two years

FIGURE 8 PUBLIC SERVICE EMPLOYMENT PER 000 POPULATION

Source: Department of Public Expenditure and Reform Databank¹², CSO.



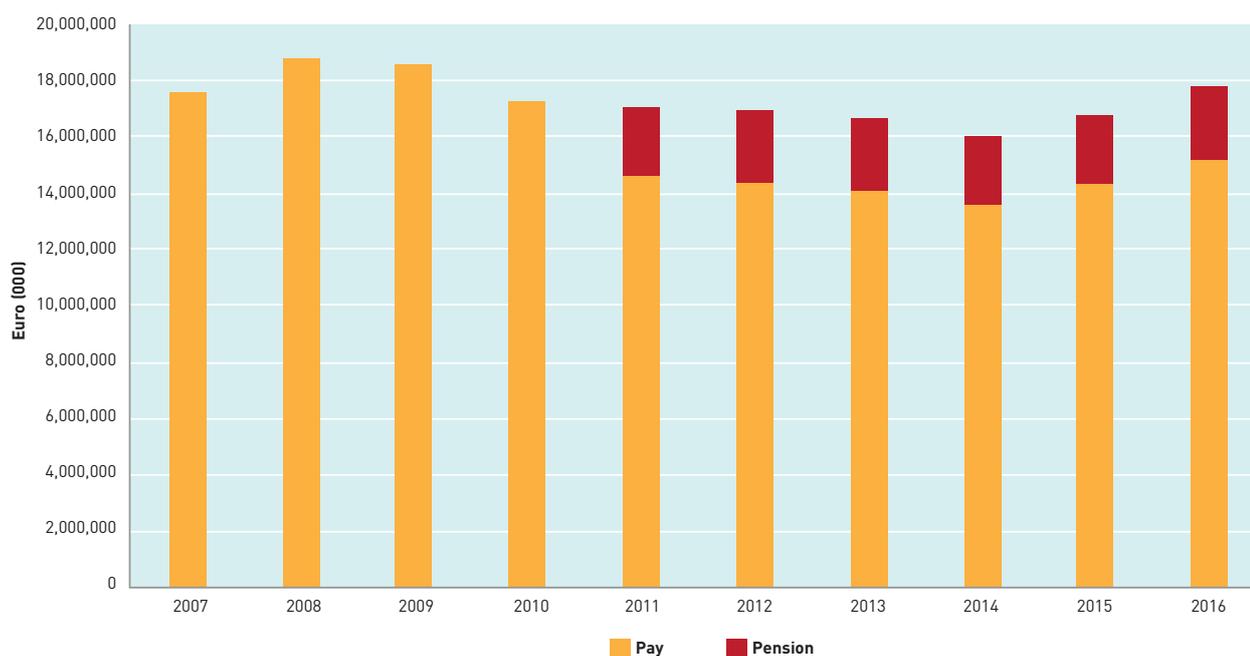
- While public service employment levels have been changing, the population has continued to increase.
- Public service employment relative to the population was relatively stable at between 70 and 73 public sector employees per 000 population up to 2008, but dropped rapidly from 2008 until 2013 when it was at 62.8 public service employees per 000 population.
- The number of public service employees per 000 population rose slightly to 64.7 in 2016.

¹² Figures are for end of year, apart from 2016 which is for Q2

Expenditure on public service pay and pensions continues to grow after several years of falling

FIGURE 9 PUBLIC SERVICE PAY AND PENSIONS

Source: Department of Public Expenditure and Reform Databank. Separate data on pensions only available from 2011.

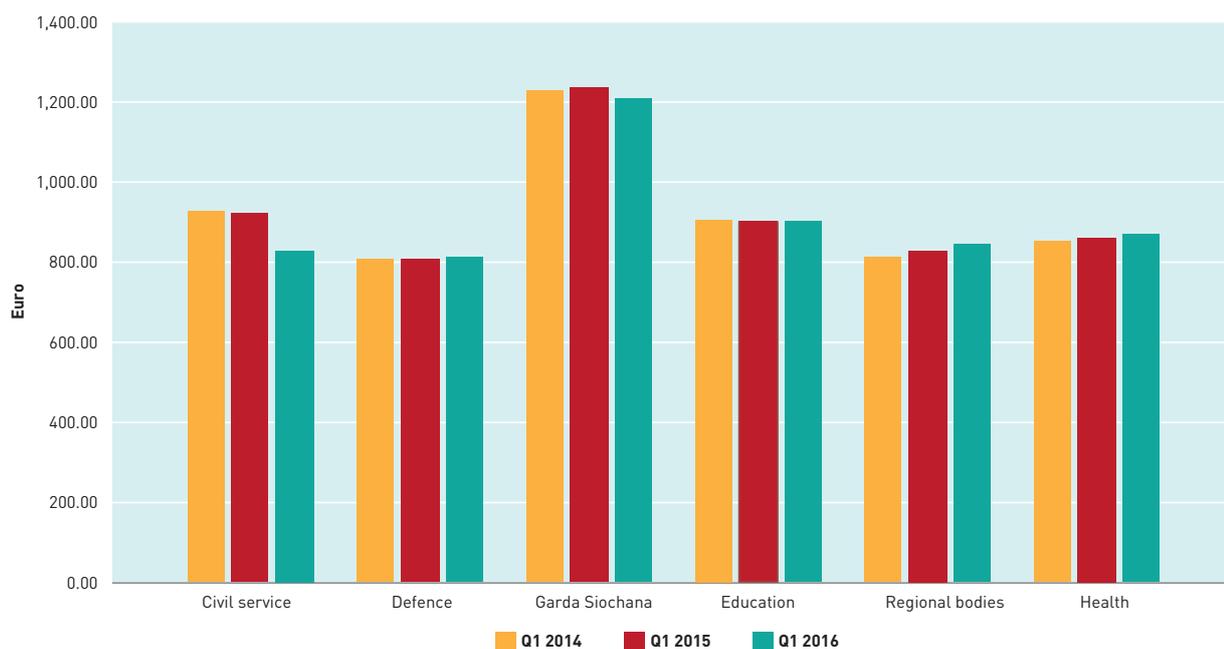


- The public service pay and pension bill reached a peak of €18.7bn in 2008.
- From 2008 to 2014, as the cutbacks in numbers and pay introduced by the Government have taken effect, expenditure on public service pay and pensions decreased from its high of €18.7bn to €16.2bn in 2014.
- Spending on public service pay and pensions increased in 2015 to €17bn, the first rise since 2008. It further increased to €17.7 billion in 2016.
- Pensions account for approximately €2.5bn (14 per cent) of the total pay and pension bill in 2016.

Average weekly earnings in the public sector have remained relatively steady since 2014 with some variations

FIGURE 10 PUBLIC SECTOR AVERAGE WEEKLY EARNINGS

Source: CSO. Figures are for Q1 each year. 2016 figures are a preliminary estimate.

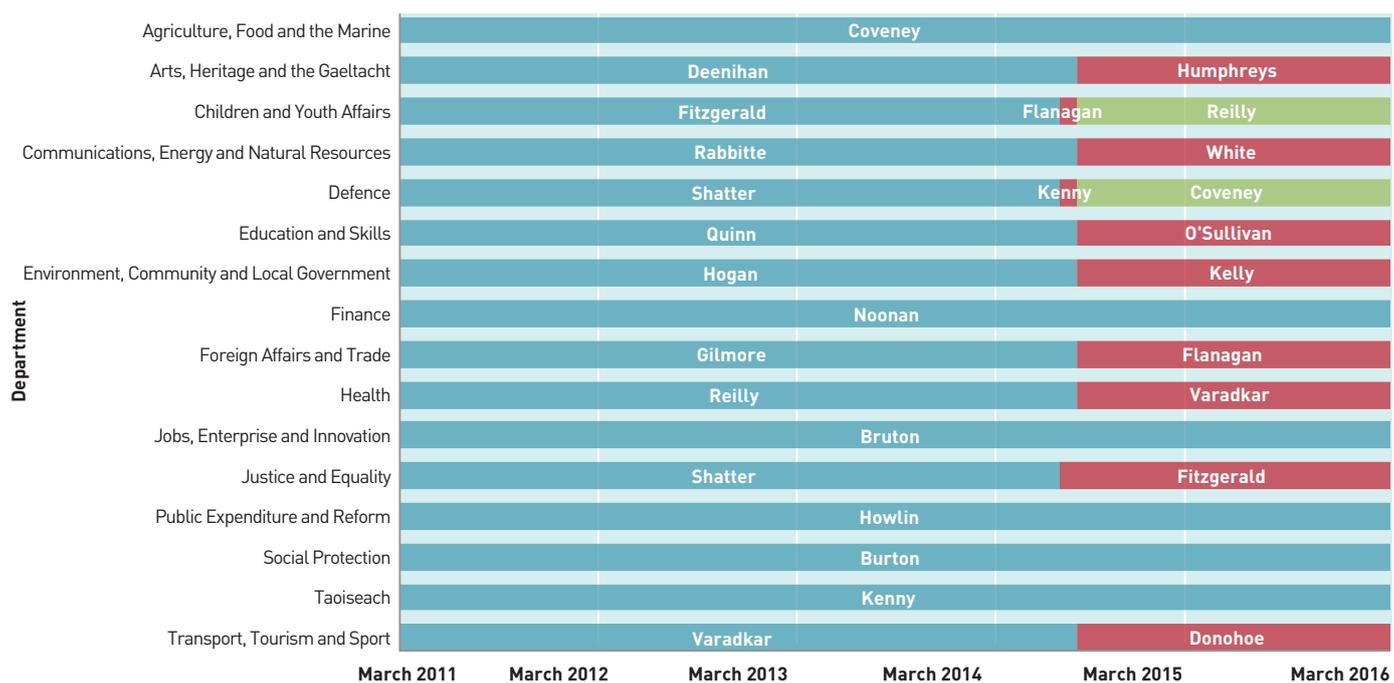


- These are gross earnings figures before deductions for PRSI, tax and other levies. The CSO note that this is particularly relevant to the public sector since March 2009 when the pension levy was introduced.
- Overall, average weekly earnings have remained relatively stable between 2014 and 2016.

Little change in ministerial positions during the last Dáil term

FIGURE 11 MINISTERS THROUGHOUT THE 31st DÁIL

Source: IPA own analysis

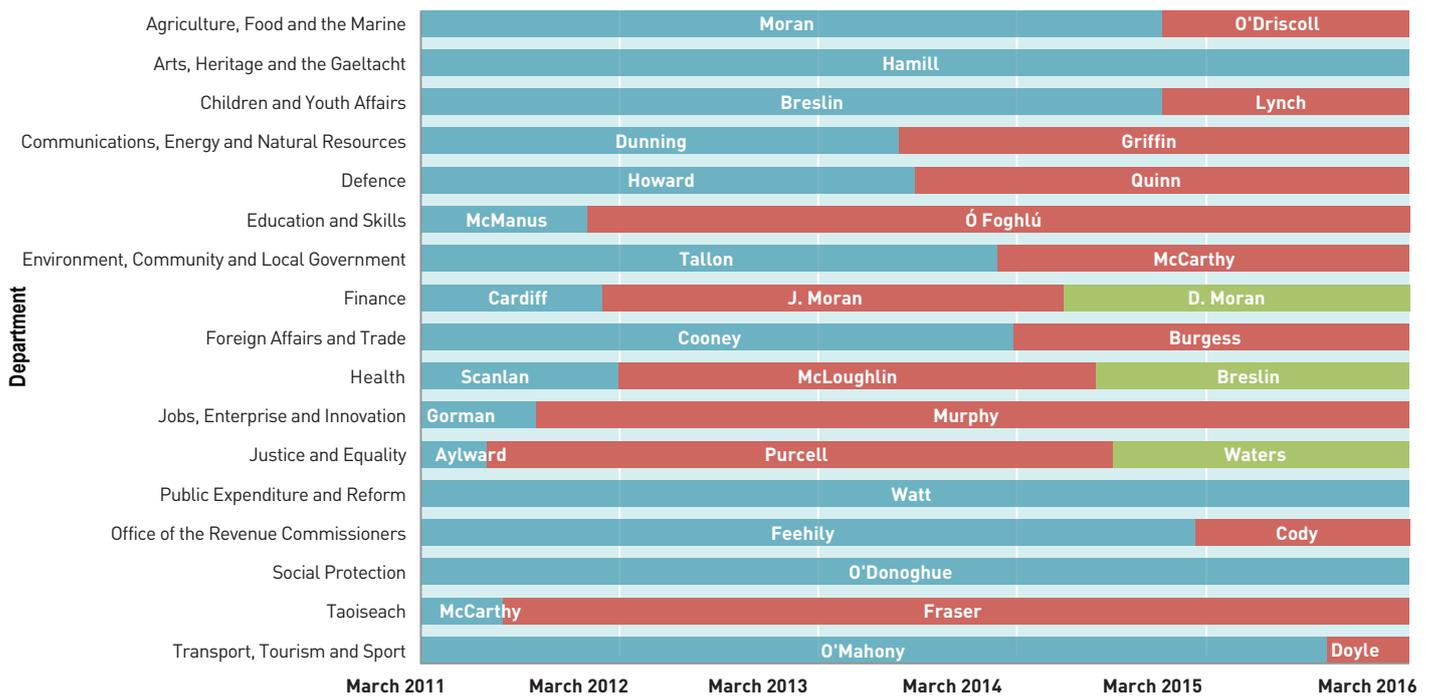


- There was limited change in the composition of the Dáil (Irish parliament) during the term of the government from March 2011 to March 2016.
- 6 ministers retained the same portfolio over the period of the lifetime of the government.
- 2 departments, Children and Youth Affairs and Defence, has 3 people holding the ministerial position. But in each case the second post holder was only for a short period of time before a further cabinet reshuffle in July 2014.

There was a higher turnover amongst secretaries general than ministers in the last Dáil

FIGURE 12 SECRETARIES GENERAL THROUGHOUT THE 31ST DÁIL

Source: IPA own analysis



- Only 3 secretaries general (administrative heads of government departments) were in charge of their department for the whole of the term of office of the last government.
- 3 departments had 3 different secretaries general during the 31st Dáil. All other departments had 2 holders of the post of secretary general.
- This situation suggests the picture of top civil servants providing a 'permanent government' in contrast to constant political change is something of an oversimplification.

3. THE QUALITY AND EFFICIENCY OF PUBLIC ADMINISTRATION

An indicator of the quality of public administration, based on work undertaken by the Social and Cultural Planning Office (2004) in the Netherlands and taken further by Boyle (2007) is used to assess the quality of public administration. Sixteen indicators derived from both the International Institute for Management Development (IMD) and World Economic Forum (WEF) executive opinion surveys are combined to make up an aggregate public administration quality indicator (see Appendix 1 for details). It is complemented by two subsets of this indicator, one of which shows trends in perception about the application of traditional public service values in public administration, the other showing perceptions of the type of competitive and regulatory regime fostered by public administration.

These quality indicators are supplemented by a range of other indicators of aspects of quality and efficiency.

The quality of Irish public administration is seen as notably above the European average

FIGURE 13 QUALITY OF PUBLIC ADMINISTRATION SCORE

Source: IPA analysis based on IMD and WEF data



- This quality indicator measures executives' opinions of the quality of public administration as assessed by a range of indicators covering issues such as effective implementation of government decisions and transparency of decision making (see Appendix 1 for full list).
- Ireland's score on the quality of public administration index has held relatively steady for the last three years, after increasing for a number of years. Ireland came 5th of the EU28 on this indicator in 2016, behind Denmark, Finland, Sweden and the Netherlands.

Irish maintenance of traditional public service values is seen as significantly better than the European average

FIGURE 14 TRADITIONAL PUBLIC SERVICE VALUES INDICATOR

Source: IPA analysis based on IMD World Competitiveness Yearbook and WEF Global Competitiveness Report



- A sub-set of the quality of public administration indicators can be used to assess what might be termed the 'traditional' public service values such as independence from political interference, freedom from bribery and corruption, transparency, reliability and administrative fairness and equity.
- Ireland's ranking on this traditional public service values indicator has generally been well above the EU28 average. Ireland ranked 6th of the EU28 on this indicator in 2016, as it had in 2015.
- The Nordic countries of Finland and Denmark score highest on this indicator.

Ireland's public administration is seen as one of the best in Europe in encouraging competition and providing a supportive regulatory environment

FIGURE 15 COMPETITIVENESS AND REGULATION INDICATOR (CRI)

Source: IPA analysis based on IMD World Competitiveness Yearbook and WEF Global Competitiveness Report



- A sub-set of the quality of public administration indicators can be used to assess issues of competitiveness and regulation. There is an expectation that as part of a quality service, public servants will help ensure a legal and regulatory framework that encourages competition. And that they will scrutinise regulation intensity to ensure it does not become too great a burden on enterprises.
- Ireland's ranking on this competitiveness and regulation indicator is above the European average. In 2016, Ireland ranked second behind Denmark.
- Developing a public administration that encourages competition and where regulation is not too great a burden on enterprises is an important goal. But events in the banking sphere at the time of the financial crisis indicate the need for strong regulation. It must be remembered that this ranking is based on executive opinion surveys, where there would generally be an interest in less regulation.

In World Bank assessments, Ireland's government effectiveness score is above the European average

FIGURE 16 WORLD BANK GOVERNMENT EFFECTIVENESS INDICATOR

Source: World Bank Worldwide Governance Indicators



- Since 1996 the World Bank has been using a set of governance indicators as part of its work on promoting good governance. The indicators are drawn from 35 separate data sources constructed by 32 different organisations.
- The Government Effectiveness indicator aims to measure the quality of public services, the capacity of the civil service and its independence from political pressures, and the quality of policy formulation. On this indicator, Ireland ranked well above the EU28 average up to 2007.
- Ireland's score fell from 2005 to 2009, and Ireland's government effectiveness indicator dropped to just above the EU28 average in 2009. It stabilised in 2010, and has been generally improving since then, up to the most recent figures in 2014. Finland is the top European scorer on this indicator and Romania the lowest ranked of the EU28.

In World Bank assessments, Ireland's regulatory quality indicator remains well above the European average

FIGURE 17 WORLD BANK REGULATORY QUALITY INDICATOR

Source: World Bank Worldwide Governance Indicators



- The Regulatory Quality indicator aims to measure the ability of the government to provide sound policies and regulations that enable and promote private sector development. On this indicator Ireland ranks as well above the European average score.
- The impact of the regulatory problems identified in the financial sector in 2009 clearly has had an impact on the indicator, and Ireland dropped from 1st to 7th ranked European country on this indicator by 2013.
- Ireland's ranking improved in 2014, and on these latest figures is now 4th ranked of the EU28, with Finland ranking highest.

Irish public services are seen as one of the least bureaucratic in Europe by business executives

FIGURE 18 BUREAUCRACY HINDERS BUSINESS ACTIVITY

Source: IMD World Competitiveness Yearbook

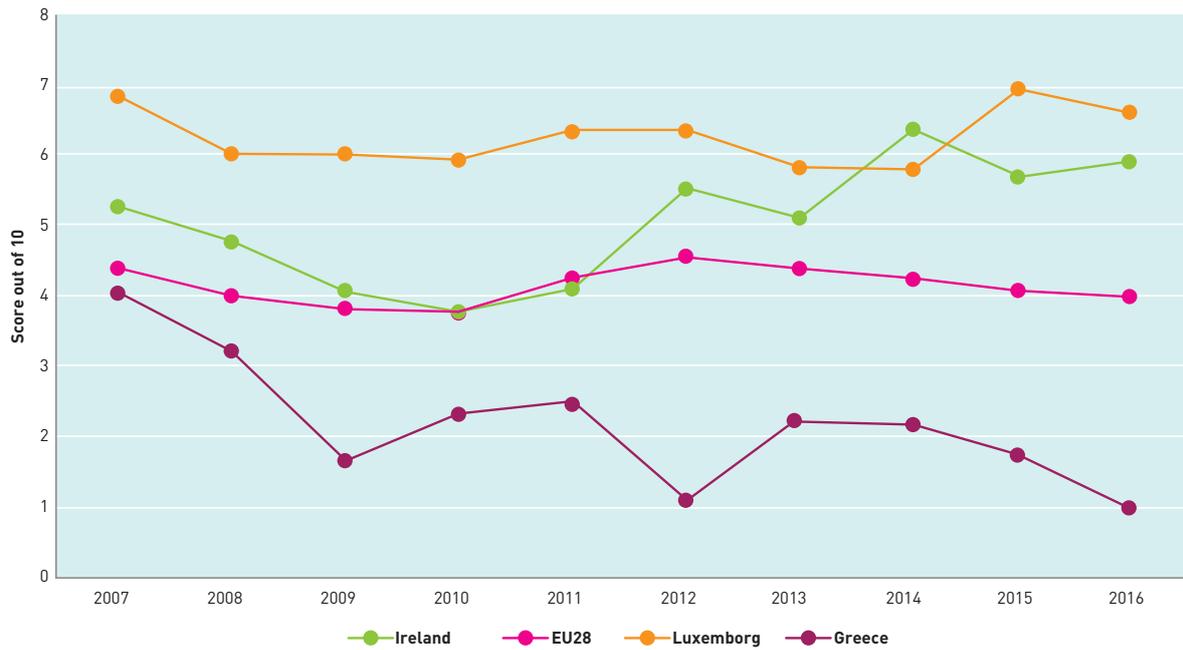


- Respondents to the executive opinion survey carried out by IMD for their World Competitiveness Yearbook indicate that compared to most European countries in the EU, bureaucracy in Ireland is seen as less of a hindrance to business activity. Only Denmark and Sweden scored better in 2016.
- The Irish score has increased notably since 2010, though has shown a slight drop in the last two years.

Perceptions about the effective implementation of government decisions have risen considerably since 2010 but have levelled off in the last two years

FIGURE 19 GOVERNMENT DECISIONS ARE EFFECTIVELY IMPLEMENTED

Source: IMD World Competitiveness Yearbook

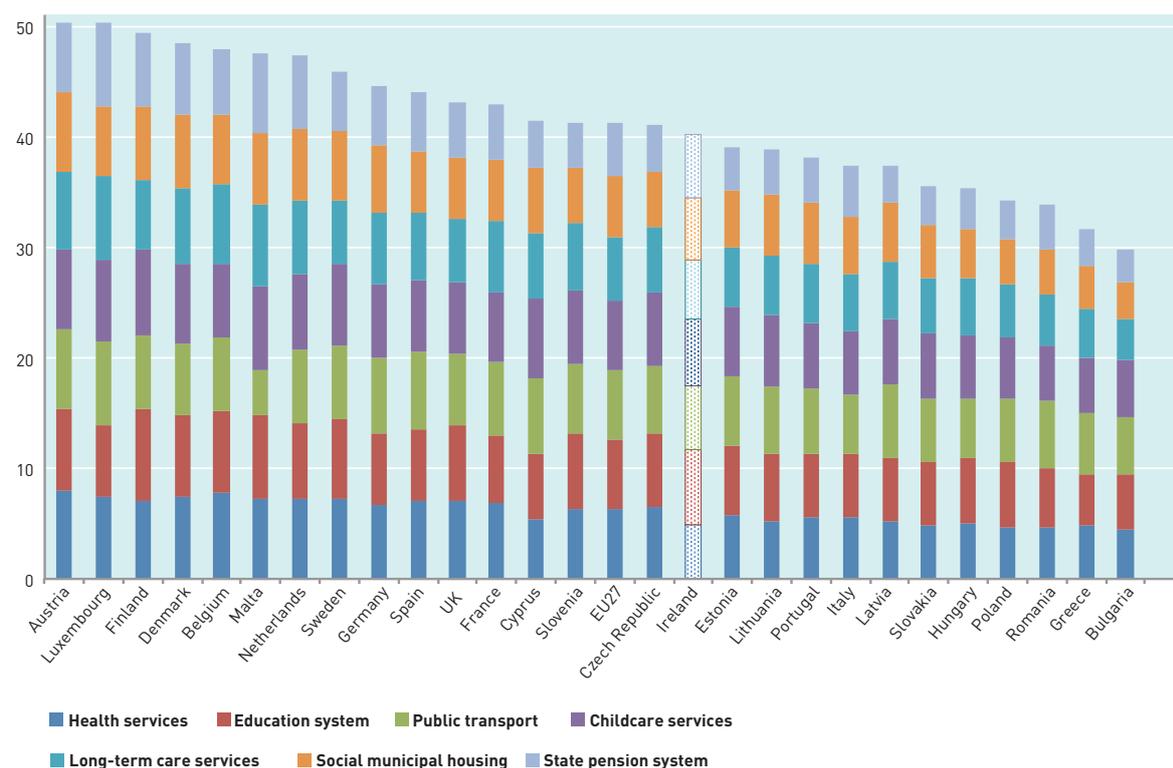


- Responses to the executive opinion survey carried out by IMD for their World Competitiveness Yearbook indicate that the perception that government decisions are effectively implemented in Ireland has improved considerably since 2010, after getting worse for a number of years before that.
- In the mid-2000s, Ireland's ranking on this indicator was well above the European average. In 2010 and 2011 the ranking fell below the EU28 average. It is now well above the EU28 average again, with Ireland ranking 4th on this indicator in 2016. Luxembourg scores best on this indicator, followed by Denmark and Germany.

The perceived quality of public services is just below the European average. Education is perceived as the best public service, and health the worst

FIGURE 20 ACCUMULATED AVERAGE PERCEIVED QUALITY OF SELECTED PUBLIC SERVICES, BY COUNTRY (RANKING IN POINTS)

Source: Eurofound 2013 - 3rd European Quality of Life Survey

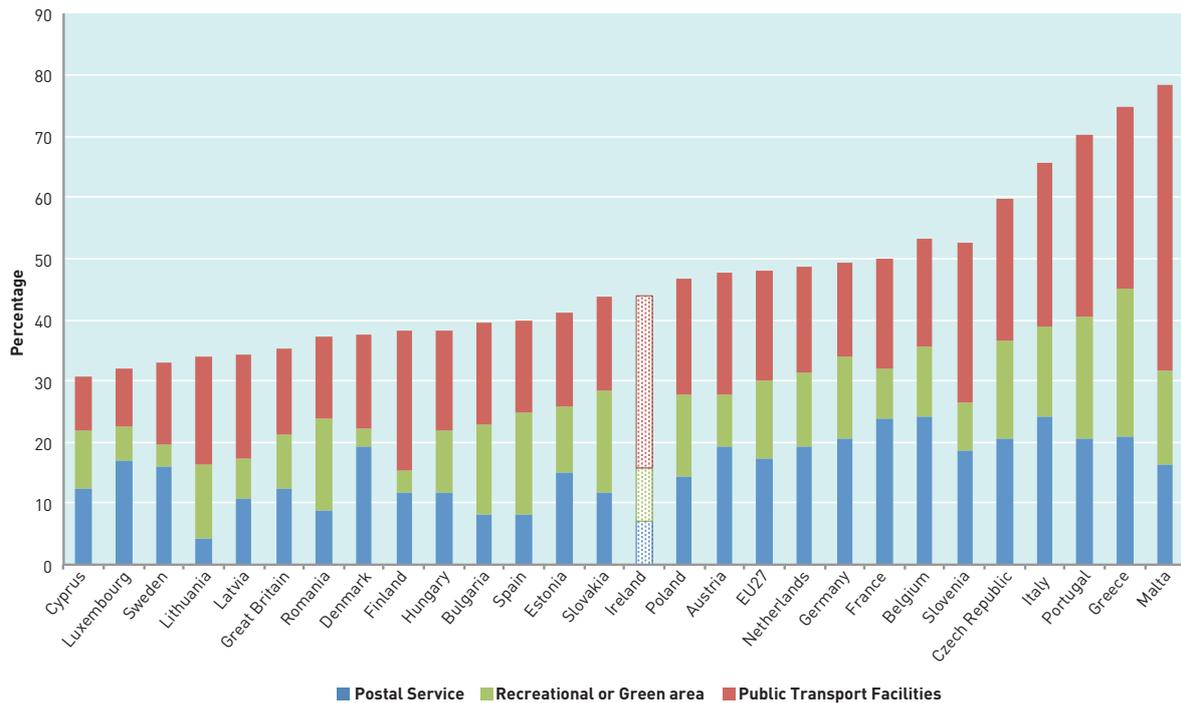


- Data is scaled out of a possible 10 in each category, and 70 for the combination of all 7 services examined. Figures are for 2012.
- Looking at the overall data, we see Ireland ranking 16th of the EU 27 in perceived quality of public services, just below the EU27 average.
- Education is Ireland's best scoring public service, at 6.8 out of 10 points, ranking 10th best of the EU27 countries examined
- Ireland is also above the EU average for the perceived quality of social municipal housing and the state pension system.
- Health is Ireland's worst scoring and ranking public service, at 4.9 out of 10 points, coming 22nd of the 27 EU countries examined.
- Ireland is also below the EU average for the perceived quality of public transport, childcare services, and long-term care services.
- Austria, Luxembourg and Finland hold the top three positions, ranking comparatively highly in all 6 categories.

The ability to access neighbourhood public services varies according to the service

FIGURE 21 PERCEIVED DIFFICULTIES IN ACCESS TO LOCAL NEIGHBOURHOOD SERVICES, BY COUNTRY (%)

Source: Eurofound 2013 - 3rd European Quality of Life Survey

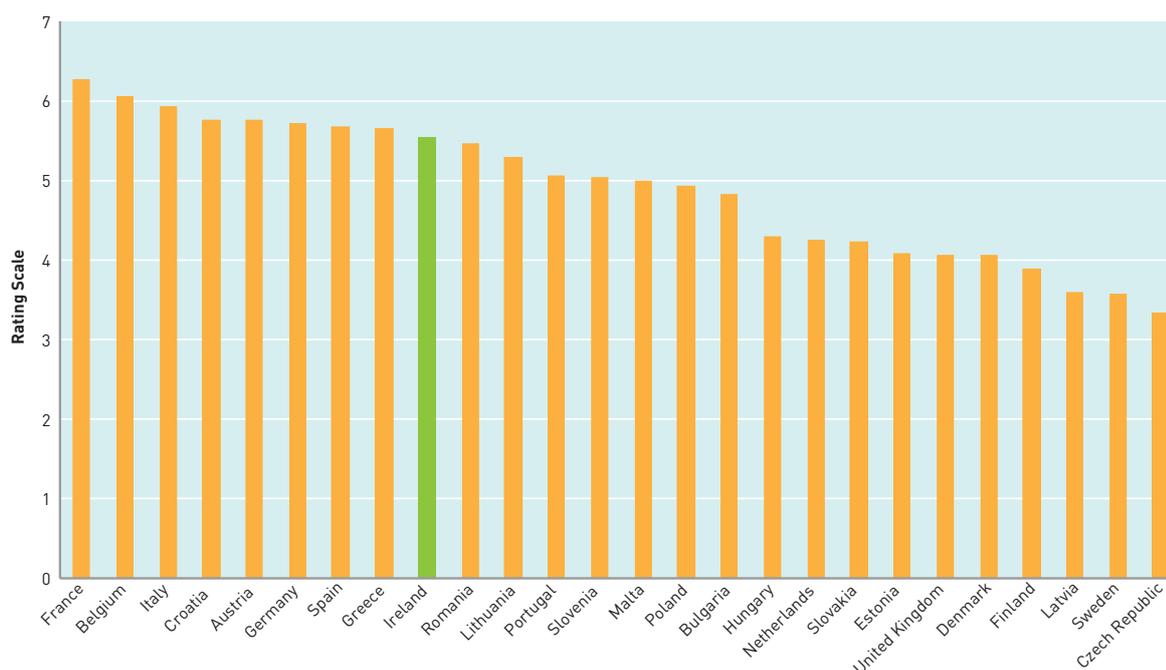


- Ireland sits in the middle of the pack at 13th for 'most difficulty in access to local neighbourhood public services', covering the postal service, recreational/green areas and public transport, ranking slightly above the EU 27 levels.
- With regard to difficulty accessing postal services, Ireland ranks very well, coming in as second least difficult after Lithuania.
- Regarding difficulty accessing recreational or green areas Ireland ranks ninth of the twenty-seven EU countries surveyed, with just under 9 per cent of those surveyed saying they have difficulty accessing these facilities.
- Looking at public transport however, Ireland is among the worst of all the EU 27 in terms of the percentage who say it is difficult to access. This reflects the dispersed nature of settlement and rural nature of the country outside of the main metropolitan areas.

Ireland's public administration recruitment and employment conditions are seen as slightly more towards the closed than open end of the spectrum

FIGURE 22 CLOSEDNESS INDEX

Source; Dahlström, Carl, Jan Teorell, Stefan Dahlberg, Felix Hartmann, Annika Lindberg and Marina Nistotskaya. 2015. The QoG Expert Survey Dataset II. University of Gothenburg: The Quality of Government Institute.

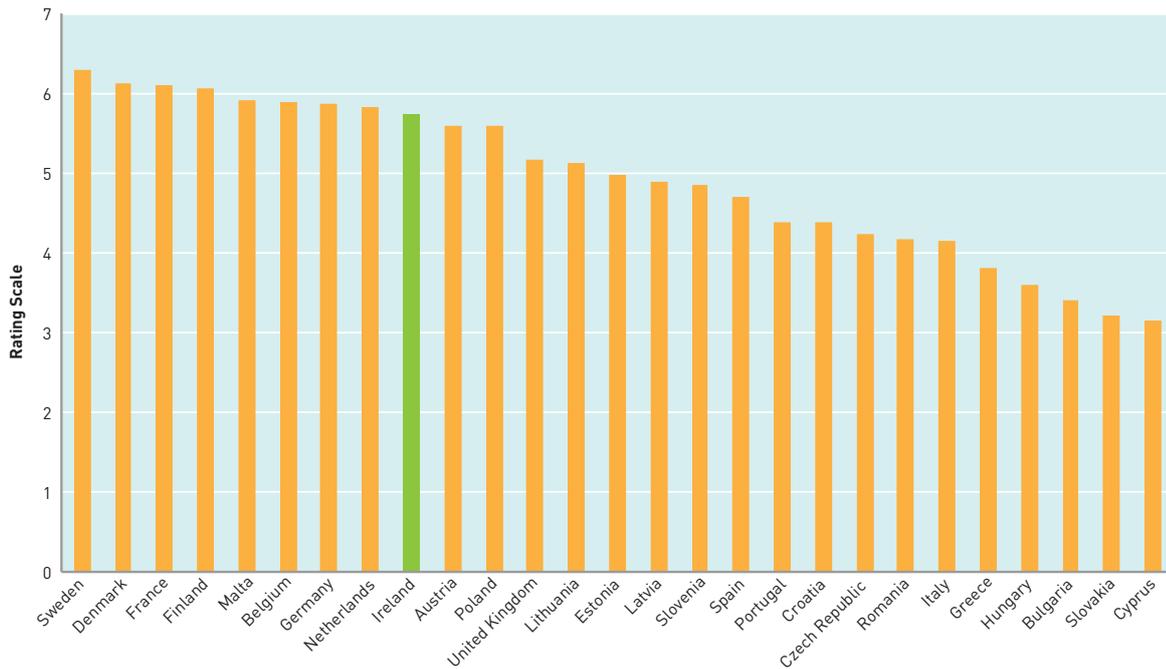


- The Quality of Government Expert Survey, run by the University of Gothenburg, provides a qualitative assessment of the organisational design of public bureaucracies and bureaucratic behaviour across countries. It is based on the subjective assessments of carefully selected country experts. The survey was carried out in 2014.
- The closedness index measures the extent to which the public sector labour market is a special case of the country's general labour market conditions, i.e. the recruitment and employment conditions are more restrictive than those typically seen in the private sector. Higher values represent a more 'closed' public administration.
- Ireland is assessed as towards the more 'closed' end of the spectrum of the EU countries surveyed.

Irish public officials are seen as relatively impartial in their dealings with citizens

FIGURE 23 IMPARTIALITY INDEX

Source; Dahlström, Carl, Jan Teorell, Stefan Dahlberg, Felix Hartmann, Annika Lindberg and Marina Nistotskaya. 2015. The QoG Expert Survey Dataset II. University of Gothenburg: The Quality of Government Institute.

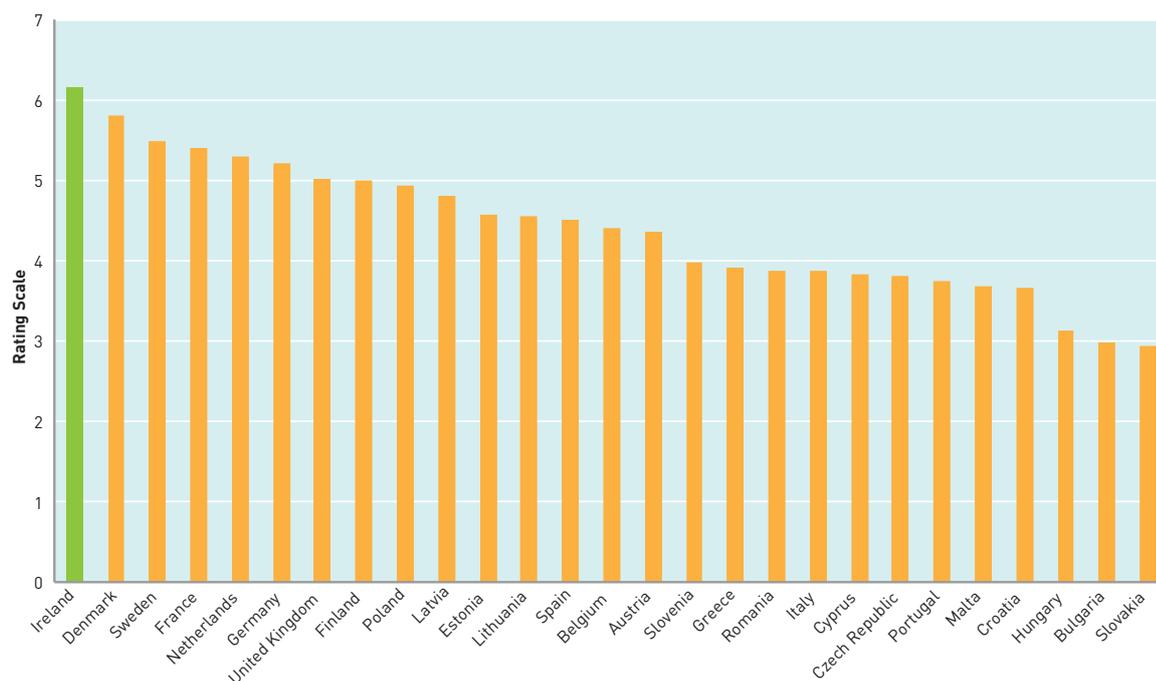


- The Quality of Government Expert Survey, run by the University of Gothenburg, provides a qualitative assessment of the organisational design of public bureaucracies and bureaucratic behaviour across countries. It is based on the subjective assessments of carefully selected country experts. The survey was carried out in 2014.
- The impartiality index assesses the extent that when implementing policies, public sector employees do take anything about the citizen/case into consideration that is not stipulated in the policy. Higher values represent a more impartial public administration.
- Ireland ranks as more towards showing a reasonably strong tendency towards impartiality on the part of public officials when dealing with citizens.

Irish public administration is seen as the most professional and least politicised in Europe

FIGURE 24 PROFESSIONALISM INDEX

Source; Dahlström, Carl, Jan Teorell, Stefan Dahlberg, Felix Hartmann, Annika Lindberg and Marina Nistotskaya. 2015. The QoG Expert Survey Dataset II. University of Gothenburg: The Quality of Government Institute.

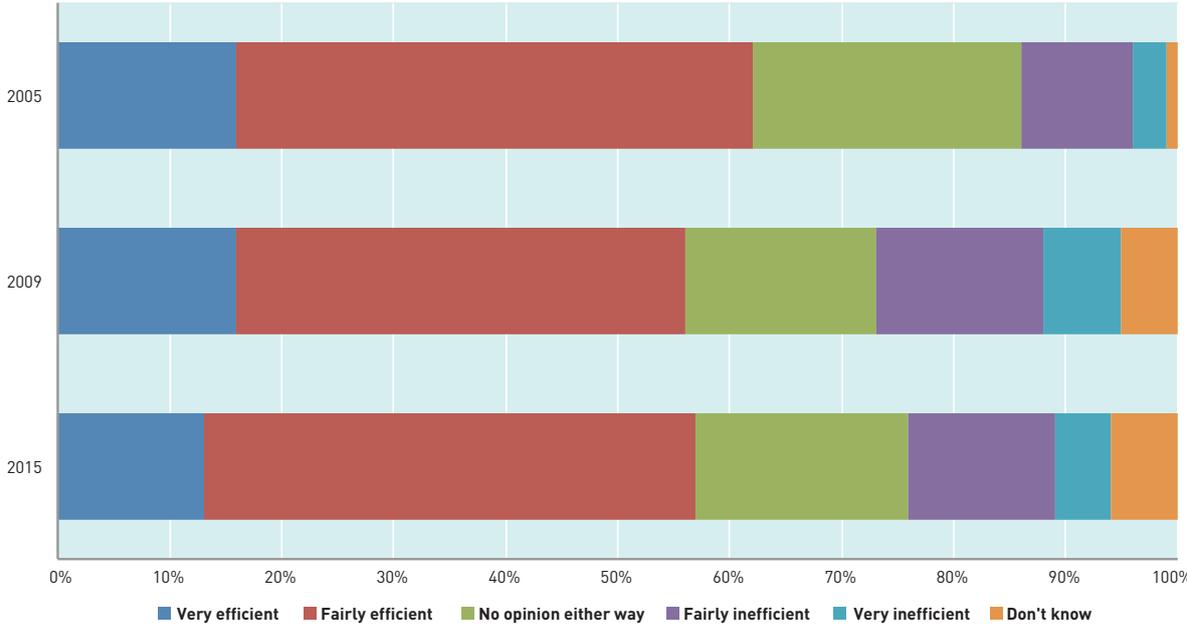


- The Quality of Government Expert Survey, run by the University of Gothenburg, provides a qualitative assessment of the organisational design of public bureaucracies and bureaucratic behaviour across countries. It is based on the subjective assessments of carefully selected country experts. The survey was carried out in 2014.
- The professionalism index assesses the extent to which the public administration is professional rather than politicised. Higher values indicate a more professionalised public administration.
- Ireland is ranked as the most professional and least politicised public administration of the countries examined.

Public impressions of civil service efficiency are generally favourable

FIGURE 25 IMPRESSION OF CIVIL SERVICE EFFICIENCY

Source: Ipsos MRBI/Ipsos MORI Veracity Index as published in Irish Civil Service Customer Satisfaction Survey 2015

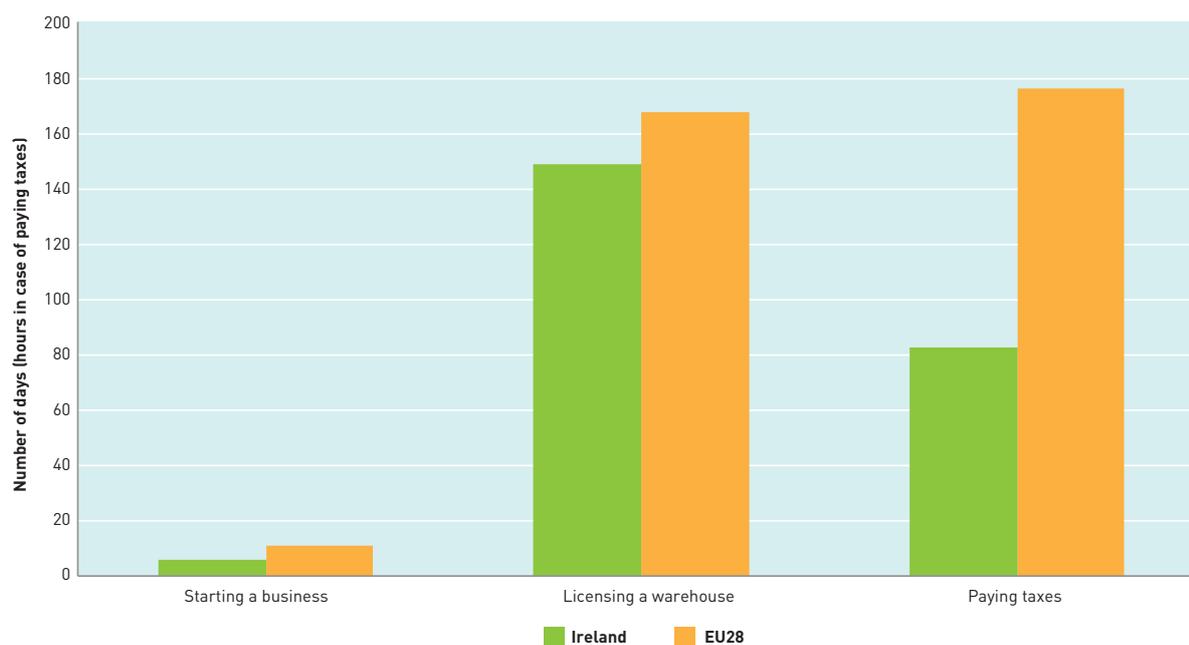


- Most members of the public feel that the civil service is efficient. In 2015, 57 per cent viewed the civil service as either very or fairly efficient. The impression of efficiency has remained relatively constant over the survey periods (2005, 2009 and 2015).
- Almost 1 in 5 in 2015 feels that the civil service is either very or fairly inefficient.
- Recent users of the civil service are much more likely to view the civil service as efficient (66 per cent) than non-users (49 per cent).

Ireland's public administration continues to provide a relatively efficient level of service to business

FIGURE 26 WORLD BANK DOING BUSINESS INDICATORS 2016

Source: World Bank *Doing Business* indicators

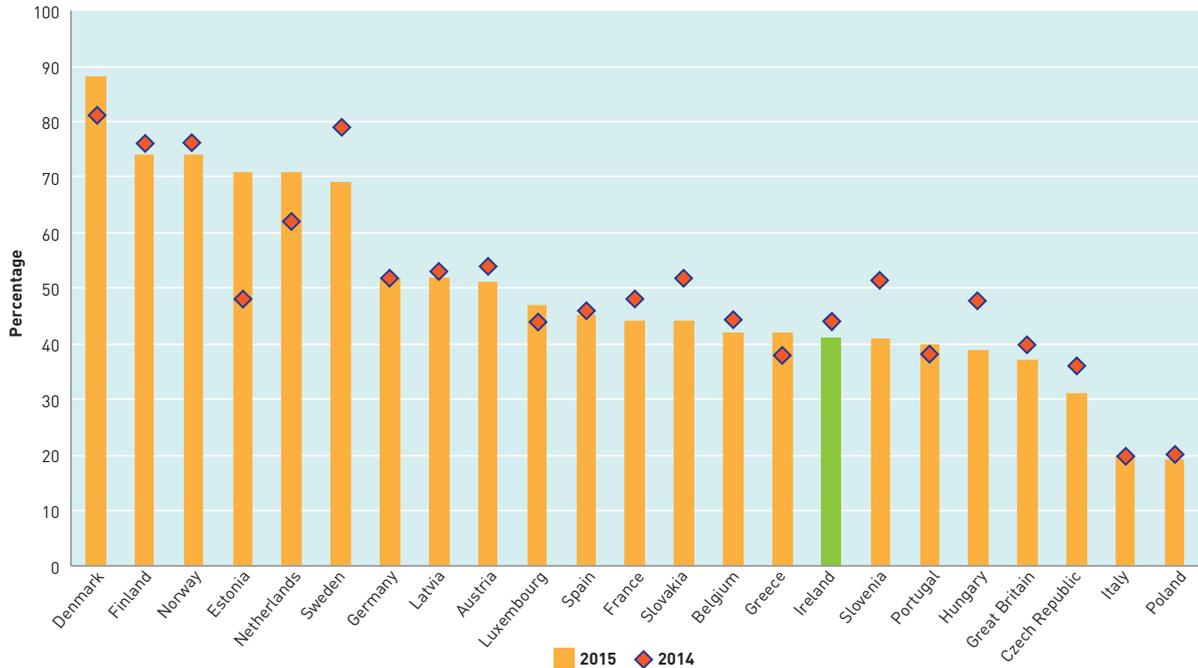


- A 'bottom-up' approach to assessing efficiency of public administration is taken by the World Bank in some of their *Doing Business* indicator set, with performance assessed from a service user perspective.
- The number of days estimated that it takes an entrepreneur to start a business in Ireland reduced to 5 days in 2016, down from 6 days in 2015, 10 days in 2013 and 13 days for the previous five years. The EU28 average is 10 days, down from 12 days in 2014. In Denmark it takes 3 days, and 37 days in Poland.
- The number of days to complete all procedures required for a business in the construction industry to build a standardised warehouse was estimated at 149.5 days in 2016. This remains lower than the EU28 average of 169 days. The best performers are Denmark (64 days) and Finland (65 days).
- The number of hours it takes a medium-sized company to pay tax in a given year is estimated as significantly lower in Ireland, at 82 hours, than it is for the EU28 (176 hours) average. Ireland ranks second in the EU behind Luxembourg (55 hours).

Individual use of the internet to obtain information on government services in Ireland is lower than in much of Europe

FIGURE 27 INDIVIDUALS USING THE INTERNET TO OBTAIN INFORMATION ABOUT PUBLIC AUTHORITIES

Source: Eurostat

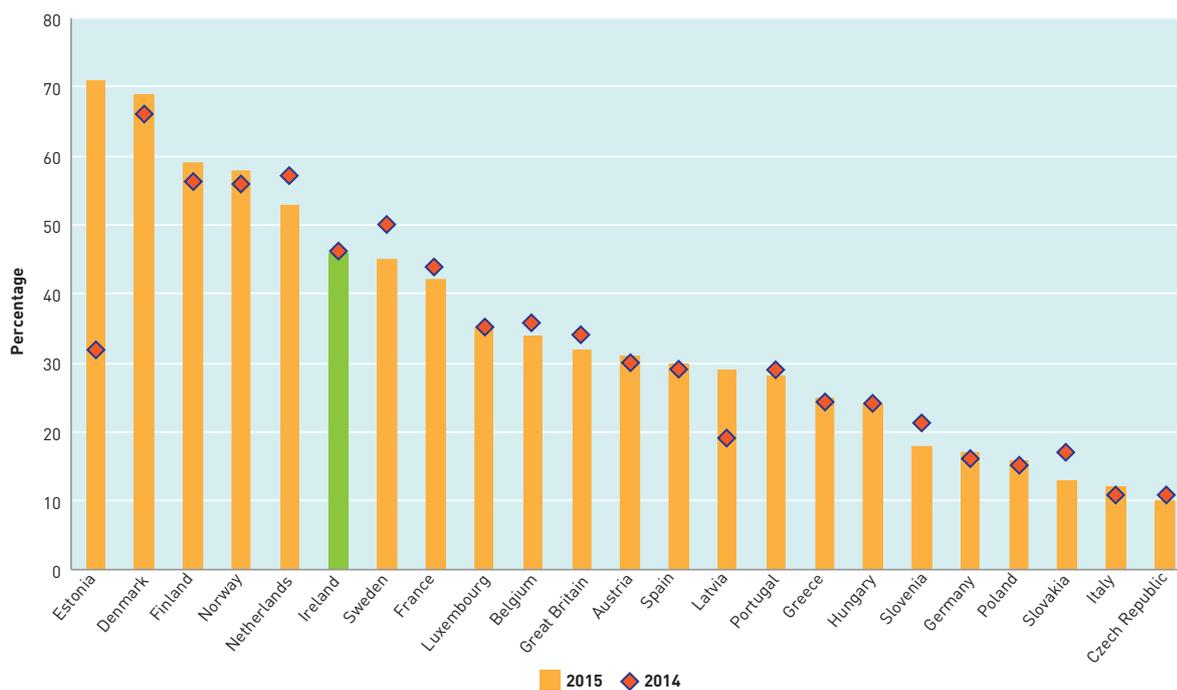


- With regard to using the internet to obtain information on public authorities, Ireland fell from 44 per cent in 2014 to 41 per cent in 2015.
- Of the 23 EU countries examined, this places Ireland towards the bottom, ranking 16th respectively.
- Estonia shows the largest improvement over 2014 numbers, jumping to 71 per cent in 2015 from 48 per cent in 2014. This large rise may be partly explained by Estonia passing a Bill in October 2014 establishing 'e-residency'. E-residency in Estonia gives any person (including non-residents) digital identity to use governmental services online using a digital signature.

Individual use of the internet to send filled forms to public bodies in Ireland is higher than in much of Europe

FIGURE 28 INDIVIDUALS USING THE INTERNET TO SEND FILLED FORMS TO PUBLIC AUTHORITIES

Source: Eurostat

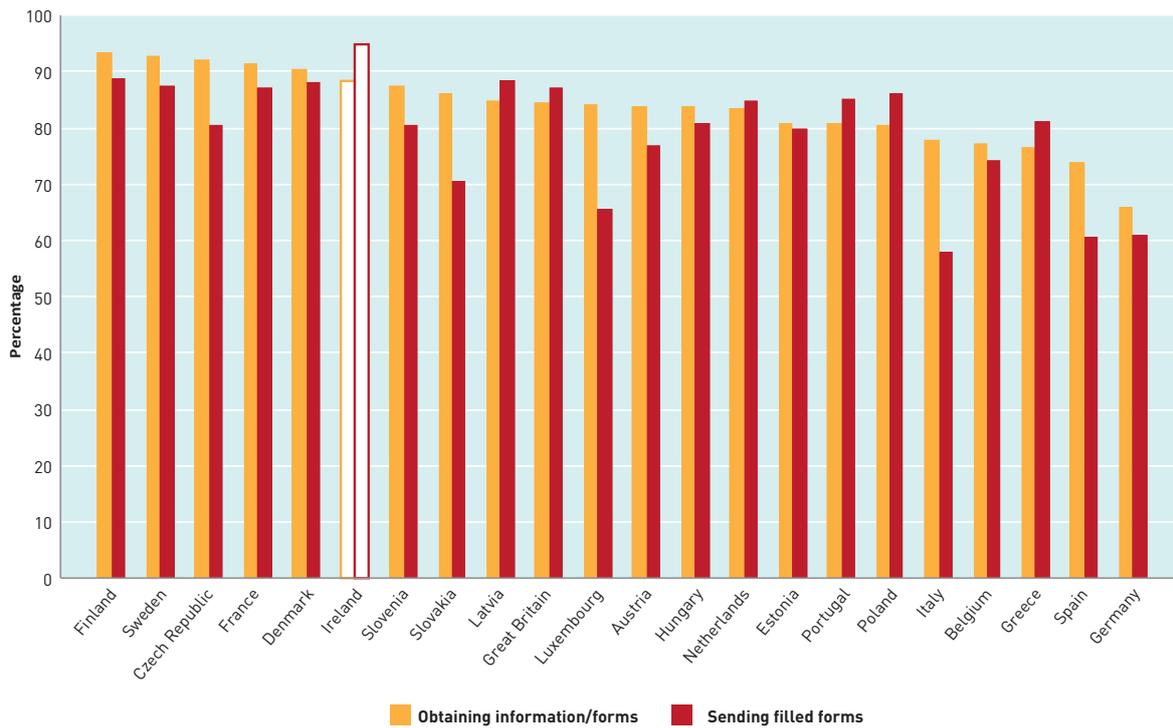


- In regards to using the internet for submitting completed forms, Ireland did not change from 46 per cent between 2014 and 2015.
- Ireland remains one of the more active in this area, ranking 6th out of the 23 countries examined.
- Estonia shows the largest increase, from 32 per cent in 2014 to 71 per cent in 2015. This large rise may be partly explained by Estonia passing a Bill in October 2014 establishing 'e-residency'. E-residency in Estonia gives any person (including non-residents) digital identity to use governmental services online using a digital signature.

Business uptake of e-government services is higher than in most of Europe

FIGURE 29 BUSINESSES USING THE INTERNET TO INTERACT WITH PUBLIC AUTHORITIES 2013

Source: OECD Government at a Glance 2015

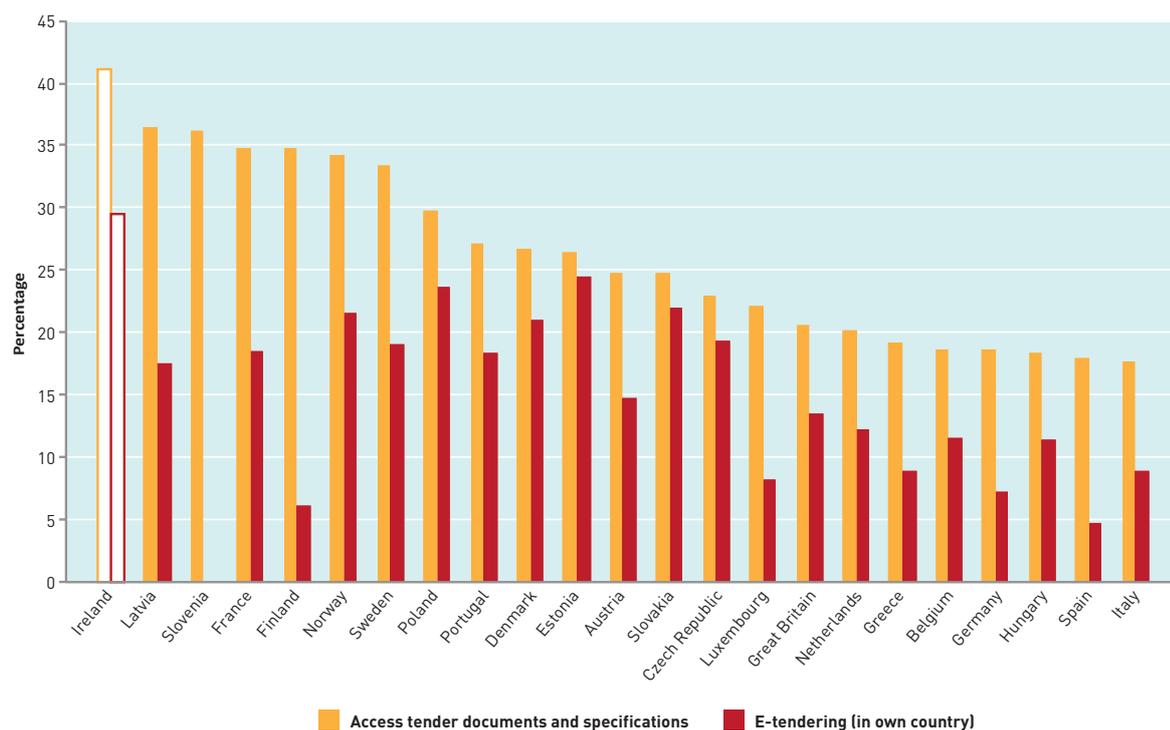


- Government portals that provide a wide range of information and services like the opportunity to fill out and submit administrative forms electronically have changed the way businesses interact with government.
- In Ireland in 2014 88 per cent of businesses used the internet to obtain information/forms from public bodies and 95 per cent of businesses have returned a filled form online. This latter figure of 95 per cent is the highest level of all European countries surveyed.

Ireland has the highest business take-up of electronic procurement in Europe

FIGURE 30 BUSINESSES USING ELECTRONIC PROCUREMENT SYSTEMS 2013

Source: OECD Government at a Glance 2015

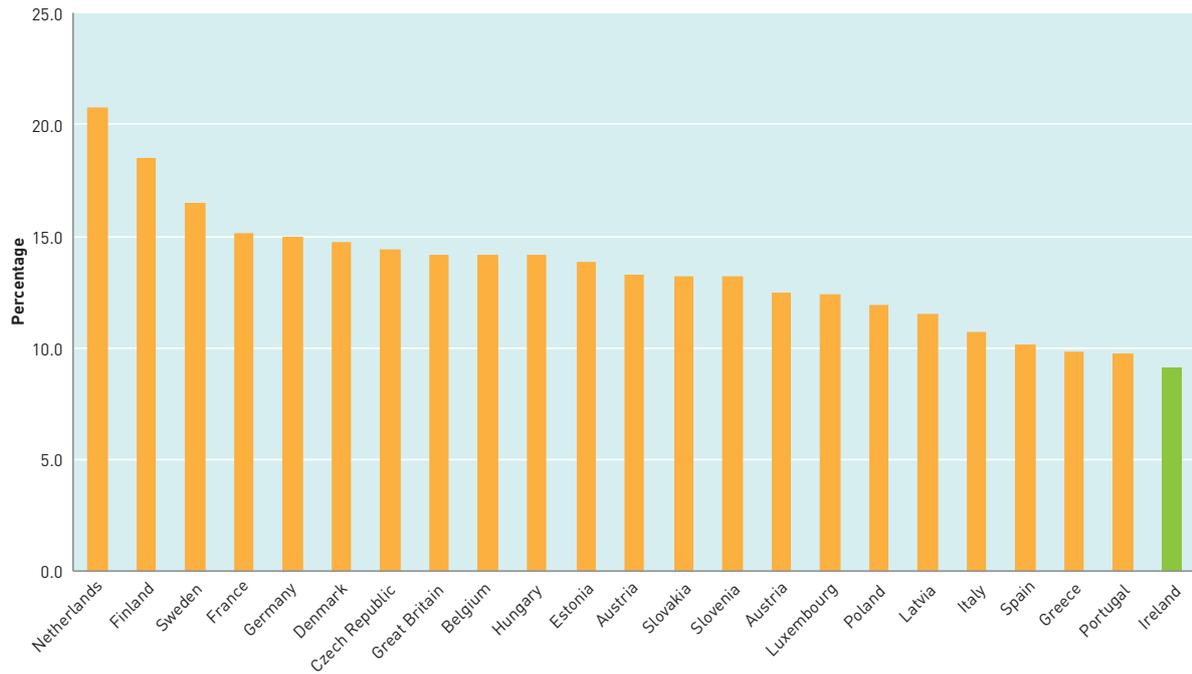


- A growing number of businesses use e-procurement systems. E-procurement facilitates access to public tenders and increases competition. It can also reduce costs to government by reducing administrative burdens, shortening procurement contract cycles and raising compliance levels.
- Amongst countries surveyed, the use of e-tendering systems was highest in Ireland.
- In Ireland, 41 per cent of businesses use e-procurement systems to access tender documents and specifications. 30 per cent of businesses use e-tendering systems.

Ireland spends less on public procurement than other European countries

FIGURE 31 GENERAL GOVERNMENT PROCUREMENT AS SHARE OF TOTAL GOVERNMENT EXPENDITURE 2013

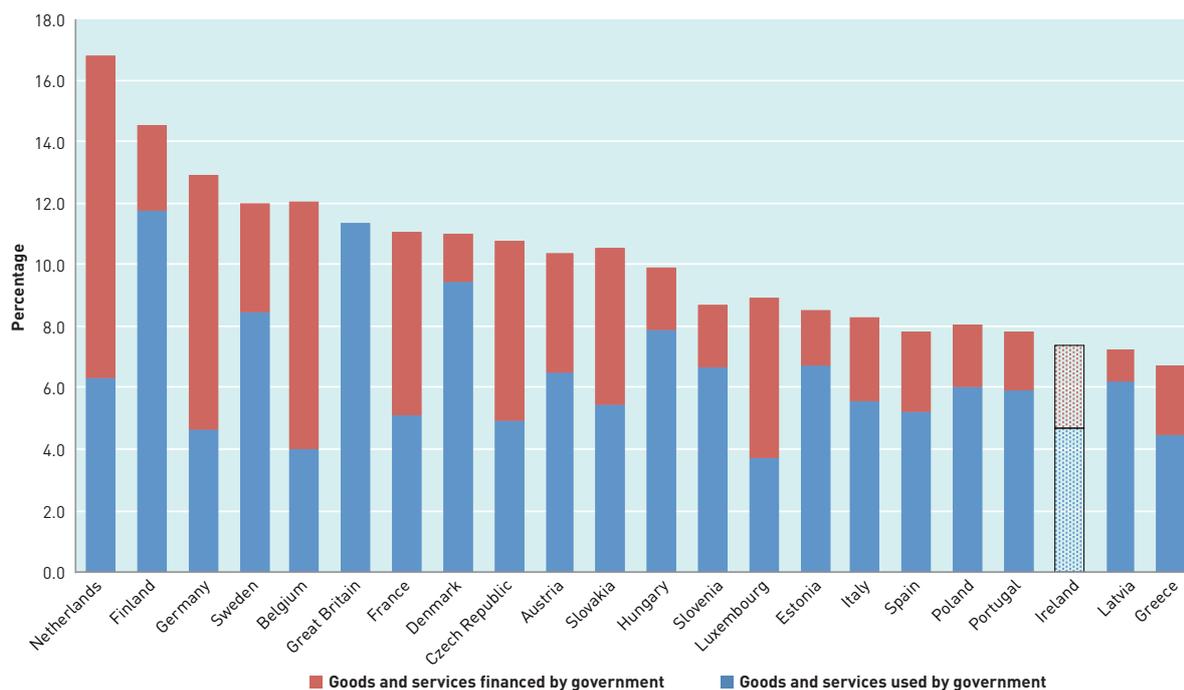
Source: OECD Government at a Glance 2015



- Public procurement refers to the purchase by governments and state-owned enterprises of goods, services and works and represents a significant amount of government expenditure.
- Ireland has the lowest level of spend on public procurement as a percentage of GDP of the countries surveyed (9 per cent of GDP in 2013). Ireland also spends less on public procurement as a share of total government expenditure than most European countries (22 per cent in 2013).

Ireland spends less on outsourcing as a share of GDP than most European countries

FIGURE 32 EXPENDITURE ON GENERAL GOVERNMENT OUTSOURCING AS A PERCENTAGE OF GDP 2014
Source: OECD Government at a Glance 2015

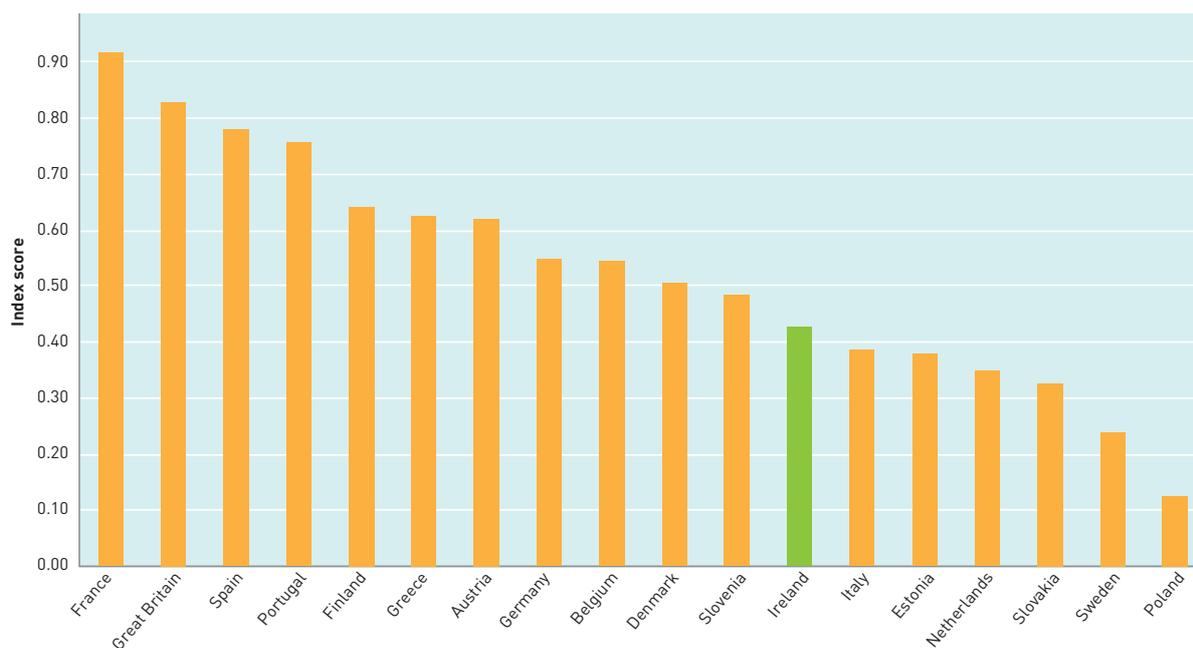


- Governments use a mix of their own employees, capital and outside contractors to produce goods and services. Outsourcing can take place in two ways. Governments can either purchase goods and services to be used as inputs, or they can pay a non-profit or private entity to provide the goods and services directly to the end user.
- In 2014 in Ireland outsourcing represented just over 7 per cent of GDP. This is towards the lower end of European practice. In the Netherlands, the equivalent figure is 17 per cent of GDP.
- Ireland dedicated the largest share of their expenditure on outsourcing to purchasing goods and services (4.7 per cent), and a smaller share (2.7 per cent) to outsourcing goods and services through direct third party provision.

Open data initiatives in Ireland score less well than many other European countries

FIGURE 33 OPEN, USEFUL, REUSABLE GOVERNMENT DATA INDEX 2014

Source: OECD Government at a Glance 2015

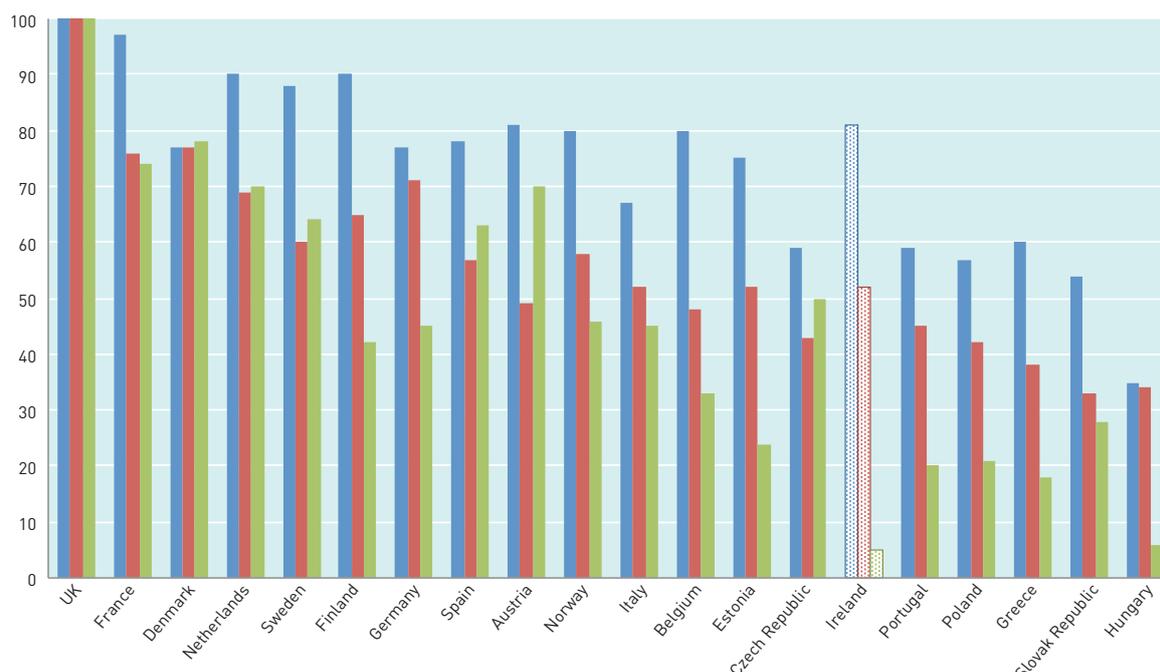


- By making the data collected and produced available, easily accessible and re-usable by citizens and businesses, governments can improve accountability and transparency, create new business opportunities and better inform both citizen engagement and their own decision-making.
- The OECD has created a pilot index on open government data to assess governments' efforts to implement open data in three dimensions: (1) data availability on the national portal; (2) data accessibility on the national portal; and (3) governments' support to innovative re-use and stakeholder engagement.
- On this OECD composite index, government open data efforts were less extensive than many other European countries.

Ireland ranks well with regard to readiness for open data but poorly with regard to impact

FIGURE 34 2015 OPEN DATA BAROMETER RANKING ON READINESS, IMPLEMENTATION AND IMPACT

Source: World Wide Web Open Data Barometer Global Report, 2015



- Information for the rankings is based on surveys and data collected in 2014. Readiness refers to readiness to secure benefits from open data, including the legal, political, economic, social, organisational, and technical foundations that can support the supply and use of open data. Implementation is measured through the availability of data published by government across 15 categories, and the adoption for those datasets of the common practices set out in the Open Definition and the Open Government Data Principles. Impact is measured through media and academic mentions of cases of open data use and impact.
- Ireland ranked 15th overall, in the bottom half of the countries examined.
- Ireland scores well in the readiness category, ranking as 6th overall and well above the average. Ireland is middle ranked with regard to implementation. The lowest ranking is with regard to impact, where Ireland receives the lowest ranking of the countries examined.

4. SECTORAL PERFORMANCE

Ultimately, the provision of public administration is intended to achieve social outcomes in sectors such as health, education, law and order and transport. As such it is important that any review of public administration looks at sectoral outcomes. In this report, some high-level education and health indicators are included, given that these areas are the largest areas of public expenditure.

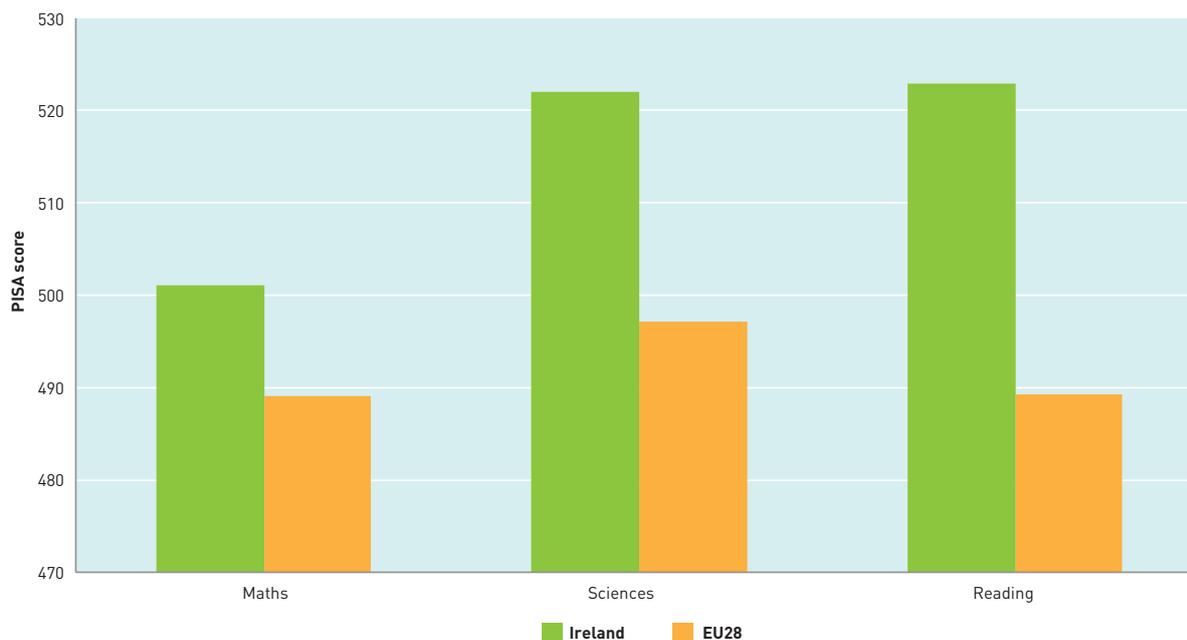
In the education system, high-level outcome indicators that assess performance in reading, maths and science give an overview of performance. Evidence is taken from the OECD Programme for International Student Assessment (PISA) survey. PISA is an internationally standardised assessment administered to 15-year olds in schools. Tests are typically administered to between 4,500 and 10,000 students in each country.

In the health sector, high-level outcome indicators in areas such as life expectancy and healthy life expectancy, and other indicators such as length of stay in hospitals, give a sense of performance at the macro level. These are commonly used indicators in international rankings of health and education systems.

Ireland's educational attainment scores compare well to the European average¹³

FIGURE 35 PISA EDUCATIONAL ASSESSMENT SCORES 2012

Source: OECD PISA survey



- The OECD Programme for International Student Assessment (PISA) survey is an internationally standardised assessment administered to 15-year olds in schools. Tests are typically administered to between 4,500 and 10,000 students in each country.
- The 2012 PISA survey shows that Ireland has a higher ranking than the European average in maths, sciences and reading. The Netherlands ranks highest in maths, and Finland is the highest ranked European country in sciences and reading.
- From 2009, when the previous PISA survey was conducted, Ireland's score and ranking has improved. The most notable improvement was in maths: Ireland was ranked 8th of the EU28 in maths in 2009, compared with 16th in 2006.

¹³ This is based on the OECD PISA 2012 results. The results of the 2015 survey become available in December 2016, too late for this report's publication date.

Ireland delivers an above average level of educational efficiency when comparing reading performance to spending per student across Europe

FIGURE 36 PISA READING SCORE AND SPENDING PER STUDENT

Source: OECD Education Statistics

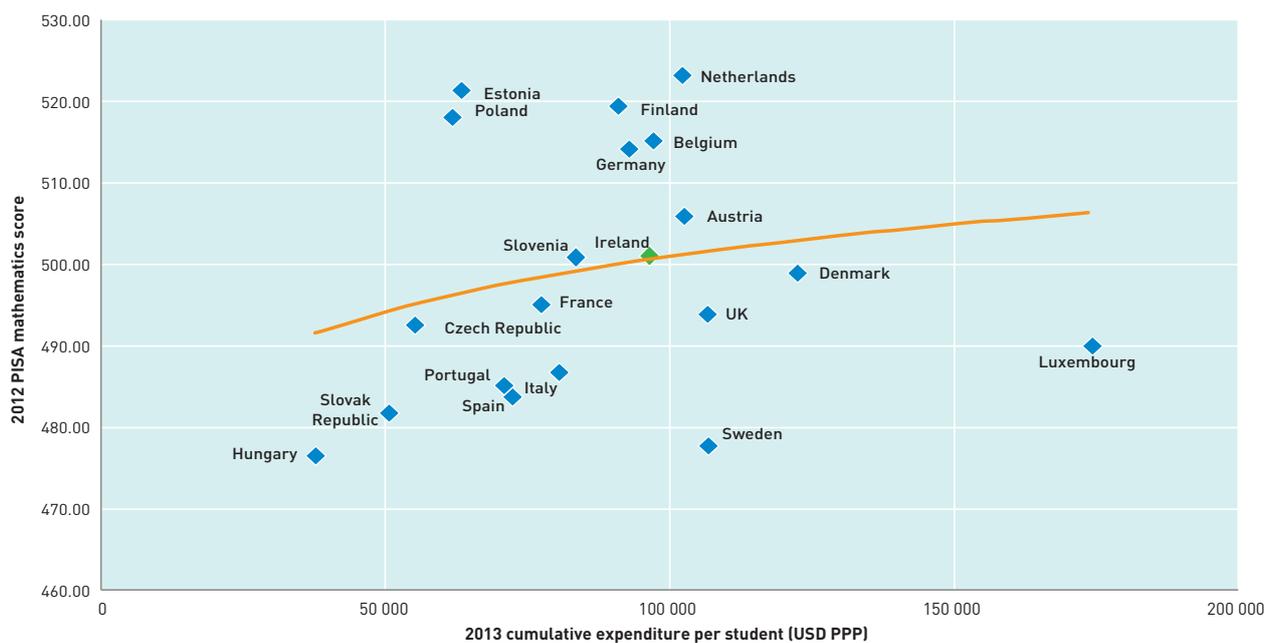


- The OECD (2013) note that educational attainments of individuals, as measured by the PISA (Programme for International Student Assessment) score can be seen as an indicator of output of human capital production. When compared to the national cumulative expenditure per student (the educational input), the results can offer an insight into which systems are able to deliver more efficient services.
- Finland achieves a high performance score for reading but only spends around the European average. Ireland is close to Finland with spending close to the European average but with a high performance score, showing a good level of efficiency.

Ireland delivers an average level of efficiency when comparing maths performance to spending per student across Europe

FIGURE 37 PISA MATHS SCORE AND SPENDING PER STUDENT

Source: OECD Education Statistics



- Finland, the Netherlands, Estonia and Poland have particularly good maths scores compared to spending, suggesting the delivery of efficient services.
- Ireland spends around the European average and get results that are similarly around the average, that is, performance is in line with what might be expected given the resources put in, showing an average level of efficiency.

Ireland's competitive advantage in the perception of its education system by executives remains above the European average

FIGURE 38 THE EDUCATION SYSTEM MEETS THE NEEDS OF A COMPETITIVE ECONOMY

Source: IMD World Competitiveness Yearbook

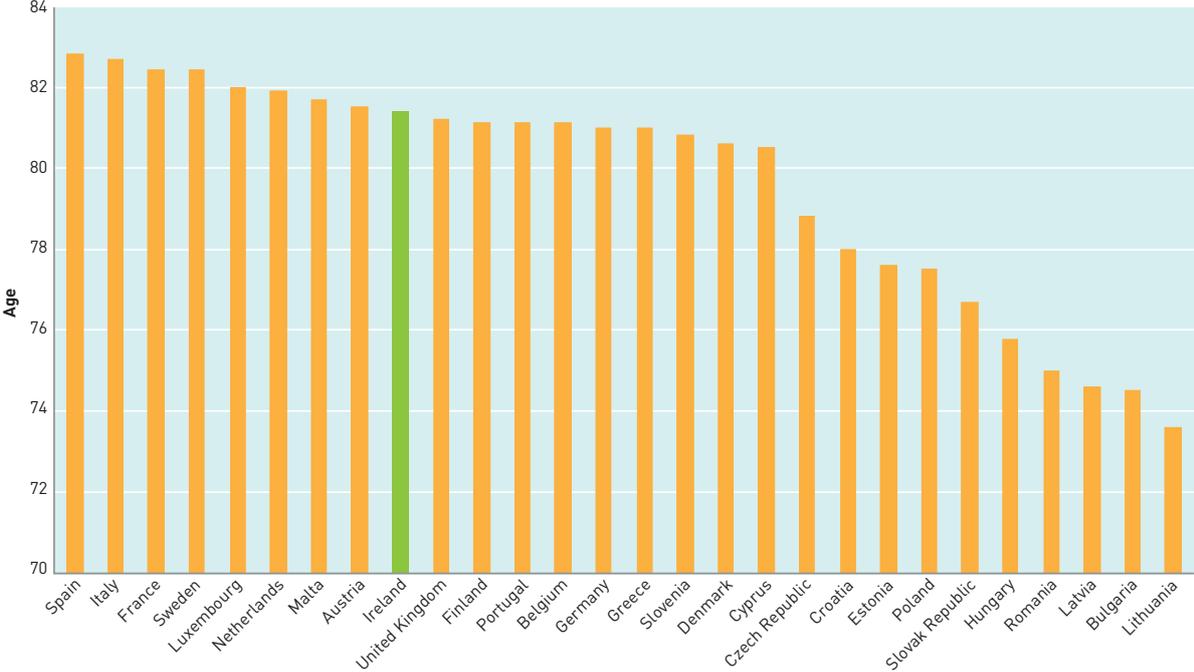


- Executive opinion about the role of the educational system in meeting the needs of a competitive economy is one (though only one) qualitative indicator of how well the education system is functioning.
- From 2005 to 2010 the Irish education system was seen by those executives completing the survey as better than the European average in meeting the needs of a competitive economy. However, the gap was closing.
- From 2010, the opinion of executives that Ireland's education system meets the needs of a competitive economy has improved overall. Ireland ranked fifth European country on this indicator in 2016.

Life expectancy at birth is towards the higher end in European terms

FIGURE 39 LIFE EXPECTANCY AT BIRTH 2015

Source: WHO

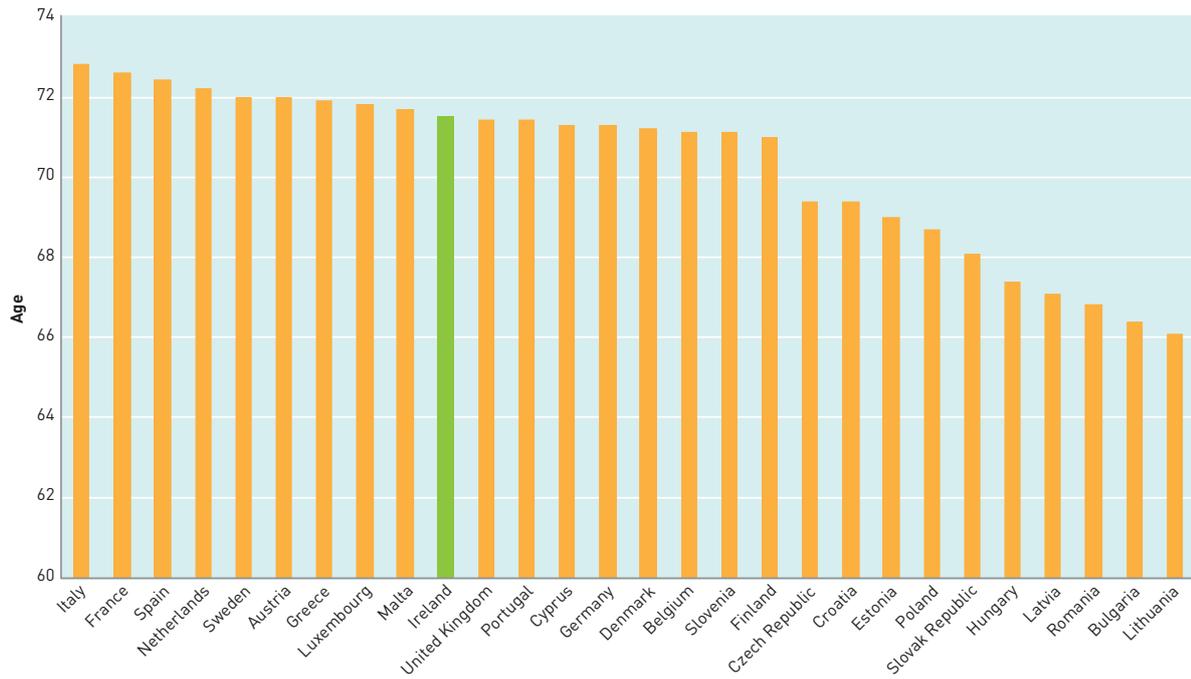


- Life expectancy at birth in Ireland in 2015 was 81 years. The range in EU countries is from 83 years in Spain, down to 74 years in Lithuania.
- Ireland ranked 9th of the EU 28 in 2015.

In terms of healthy life expectancy at birth Ireland ranks reasonably well in Europe

FIGURE 40 HEALTHY LIFE EXPECTANCY AT BIRTH

Source: WHO

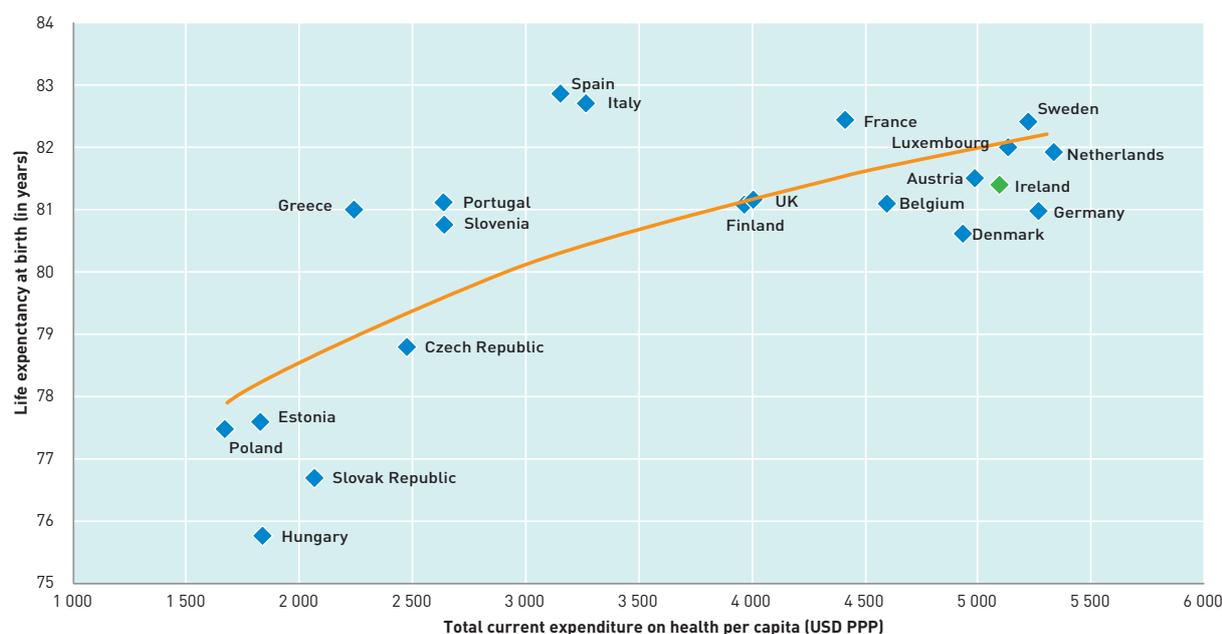


- Healthy life expectancy represents the average number of years that a person can expect to live in 'full health' by taking into account years lived in less than full health due to disease and/or injury.
- Ireland scores 10th best in Europe in 2013 in terms of healthy life expectancy at birth, at 71.5 years.

Cost-effectiveness of health expenditure is at a reasonable level

FIGURE 41 LIFE EXPECTANCY AT BIRTH AND TOTAL EXPENDITURE ON HEALTH CARE PER CAPITA (2015 OR NEAREST YEAR)

Source: OECD Health Statistics 2016

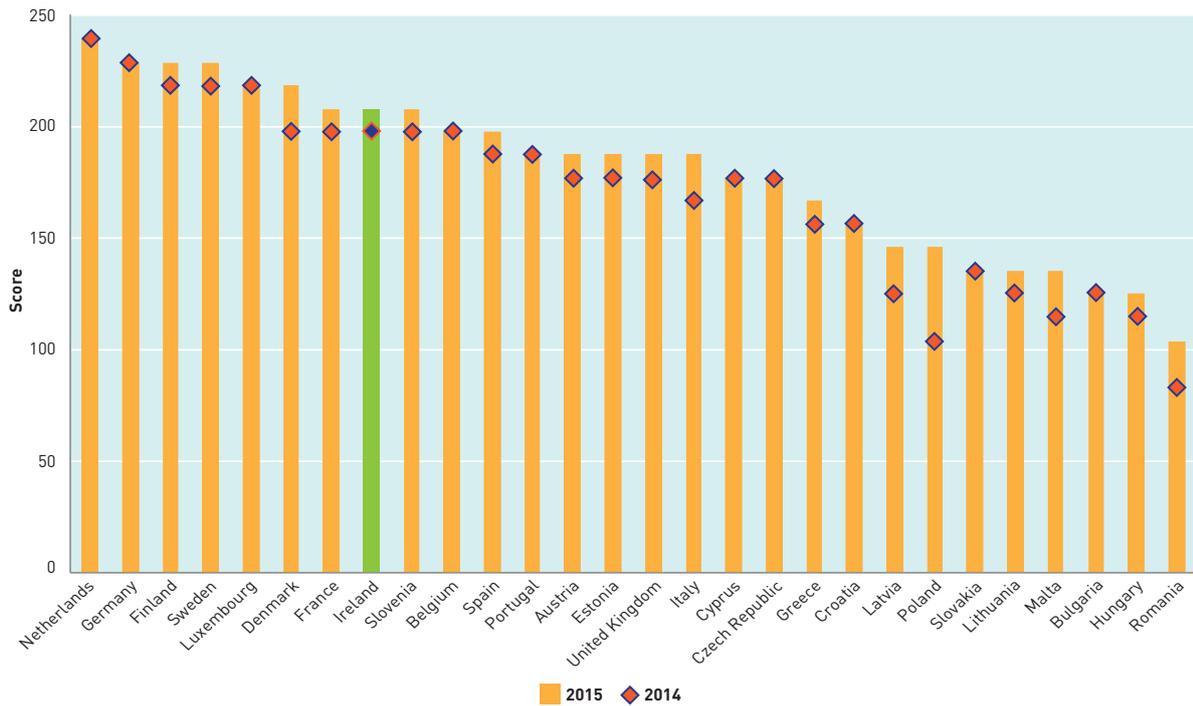


- In order to assess the cost-effectiveness of health services, OECD data allows comparison of improvements in life expectancy to total health expenditure per capita in countries. They note, however, that conclusions should be drawn with care, as many other factors beyond total health spending have a major impact on life expectancy and total health expenditure comprises both public and private expenditures.
- Overall, there is a positive relationship between total health expenditure per capita and life expectancy. Italy and Spain stand out as having relatively high life expectancy relative to their expenditure.
- Ireland has a level of life expectancy just a little below what might be expected given the level of expenditure, suggesting cost-effectiveness is neither particularly good nor particularly bad.

Ireland ranks slightly above the EU28 average in achieving consumer health outcomes

FIGURE 42 EUROPEAN HEALTH CONSUMER OUTCOMES INDEX

Source: Euro Health Consumer Index 2015, 2014



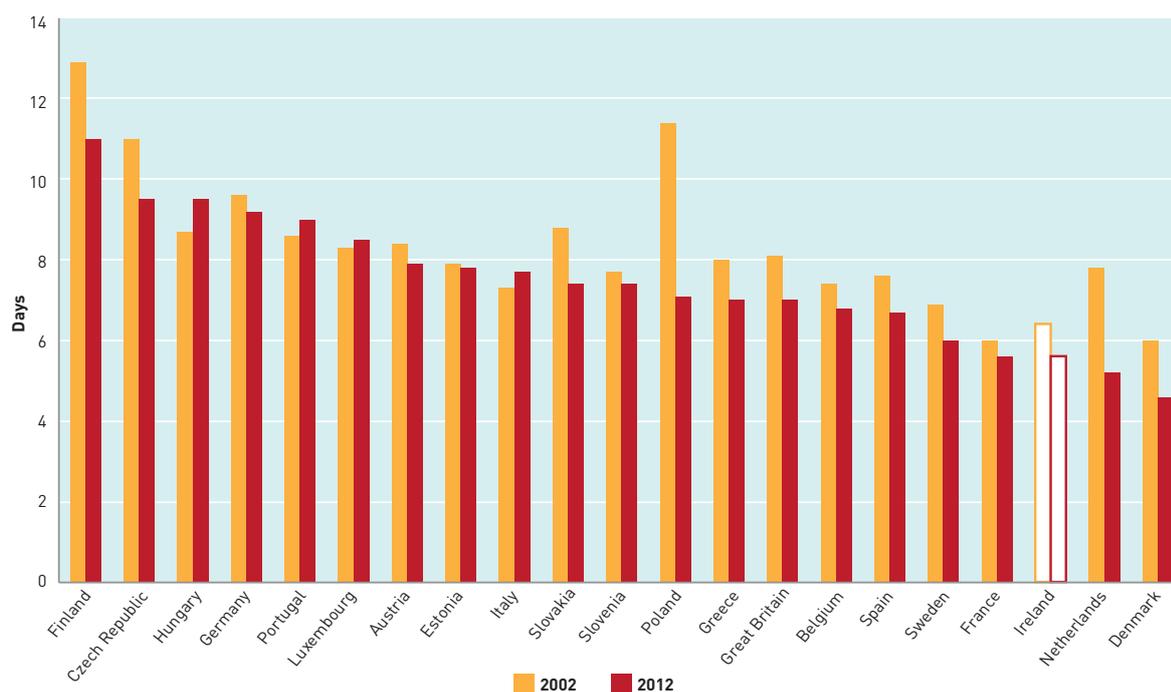
- The Euro Health Consumer Index 2015 (Health Consumer Powerhouse, 2016) includes a composite 'basket' measure of a sub-set of indicators focused on health outcomes¹⁴. The higher the score on this index, the better the outcomes.
- Ireland ranks just above the EU28 average on this health outcomes index. The Netherlands, Germany, Finland and Sweden achieve the top three rankings. Most countries slightly improved their scores on the index between 2014 and 2015.

¹⁴ The outcomes measured in 2015 are: decrease of cvd deaths; decrease of stroke deaths; infant deaths; cancer survival; preventable years of life lost; MRSA infections; abortion rates; and depression.

Ireland's hospitals display comparatively high levels of efficiency with regard to length of stay

FIGURE 43 AVERAGE LENGTH OF STAY IN HOSPITAL FOR ALL CONDITIONS

Source: OECD Government at a Glance 2015

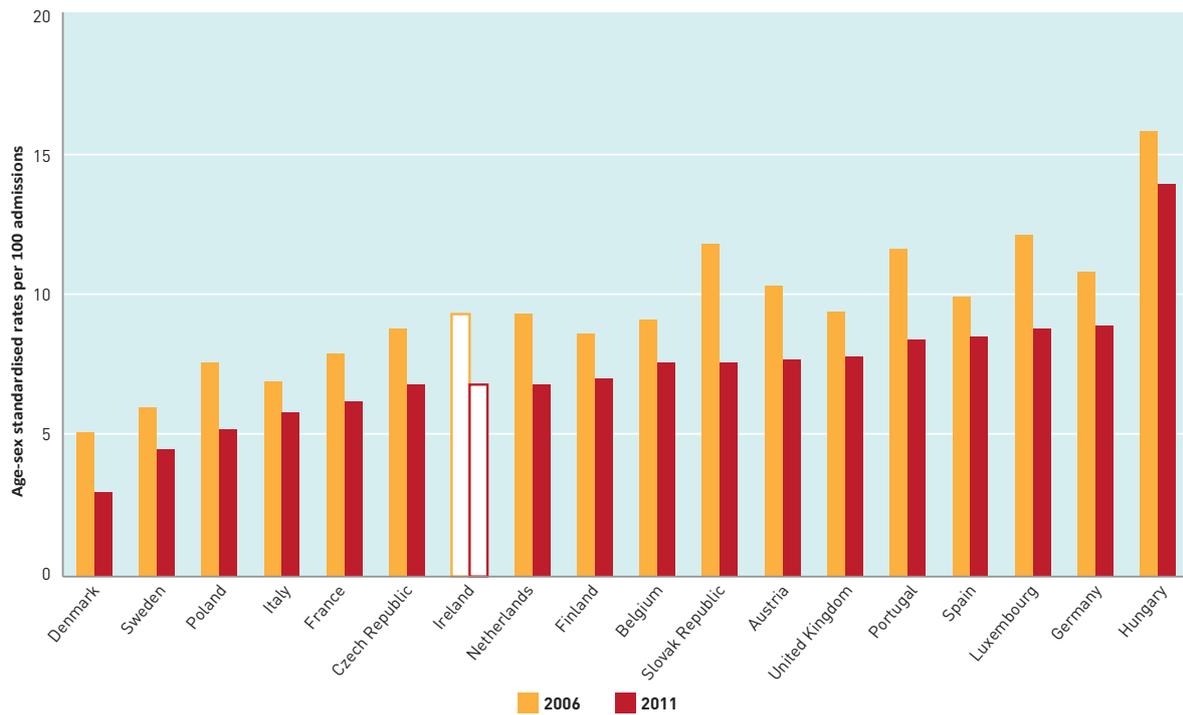


- Average length of stay in hospitals is a commonly used indicator of efficiency in the health system. All other things being equal, a shorter stay is associated with reduced costs. However, shorter stays do tend to be more service intensive and more costly per day. And too short a length of stay may cause adverse health effects.
- On a comparative basis, Ireland shows a low level of length of stay in hospitals (5.6 days in 2012), suggesting a relatively high level of efficiency.
- In most countries, including Ireland, length of stay has reduced from 2002.

Case fatality rates for heart attack victims decreased by almost a third between 2006 and 2011

FIGURE 44 HOSPITAL ADMISSION BASED CASE-FATALITY RATES IN ADULTS OVER 45 ADMITTED WITH A HEART ATTACK

Source: OECD Government at a Glance 2015



- Case-fatality rates for people admitted to hospital following an acute myocardial infarction (heart attack) have significantly decreased between 2006 and 2011.
- Case-fatality rates in Ireland fell by almost 30 per cent between 2006 and 2011. Ireland is close to the European average.

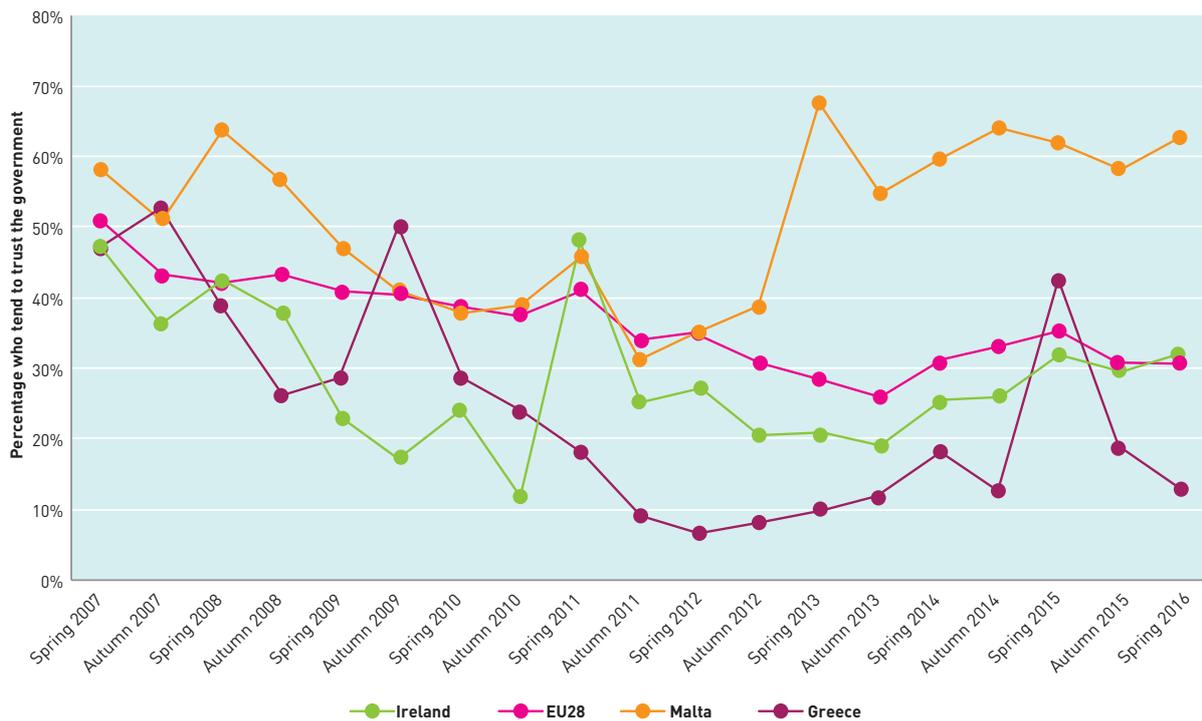
5. TRUST AND CONFIDENCE IN PUBLIC ADMINISTRATION

Twice a year Eurobarometer measures the level of public confidence in the national government and the national parliament. National government is not defined, and the extent to which it covers both political and administrative elements of government is unclear. But it is likely to primarily reflect levels of trust in the political parties in power at the time of the survey. Periodic surveys of trust in regional and local authorities and in different sectoral workforces by Eurobarometer are also examined, as are levels of satisfaction and confidence with police, education, health care and the justice system. Complaints to Ombudsman's offices are tracked as an indicator of confidence in public services.

Trust in government remains low but continues to grow slightly and is now at the European average

FIGURE 45 LEVEL OF TRUST IN GOVERNMENT

Source: Eurobarometer

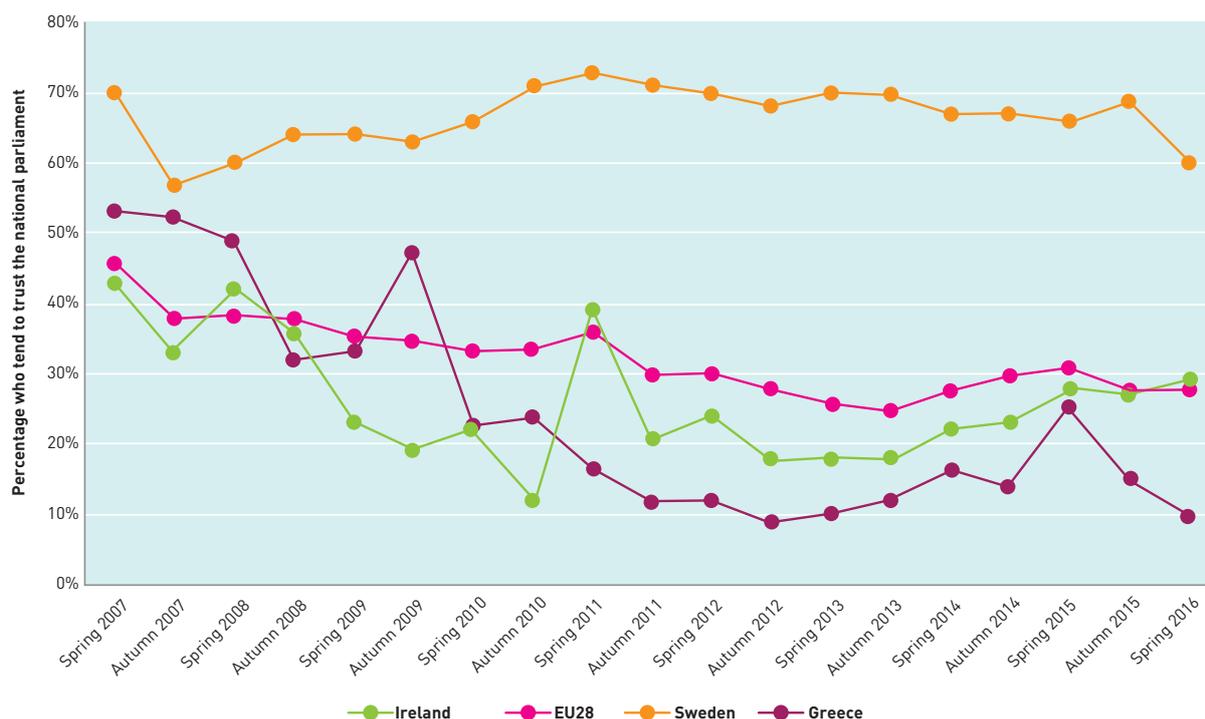


- The level of public trust in government in Ireland tended to be around the EU average from 2001 to 2008.
- However, there was a dramatic fall in the level of trust in government in Ireland from 2008 to 2010. Trust in government in the rest of Europe also fell, but only slightly. In autumn 2010, Ireland expressed the lowest level of trust in government of any of the EU27 (10 per cent).
- In spring 2011, the level of public trust increased significantly to 42 per cent expressing trust in the Irish government, reflecting the election of a new government. This fell back to 22 per cent by autumn 2011.
- Trust in government has slowly increased since 2013, and 28 per cent of those surveyed in spring 2016 said they tended to trust the government. While quite low, this figure is just above the European average of 27 per cent.
- Finland dropped greatly from 60 to 41 per cent in the single year period from spring 2015 to 2016.

Trust in parliament remains relatively low but continues to improve and is at the European average

FIGURE 46 LEVEL OF TRUST IN NATIONAL PARLIAMENT

Source: Eurobarometer

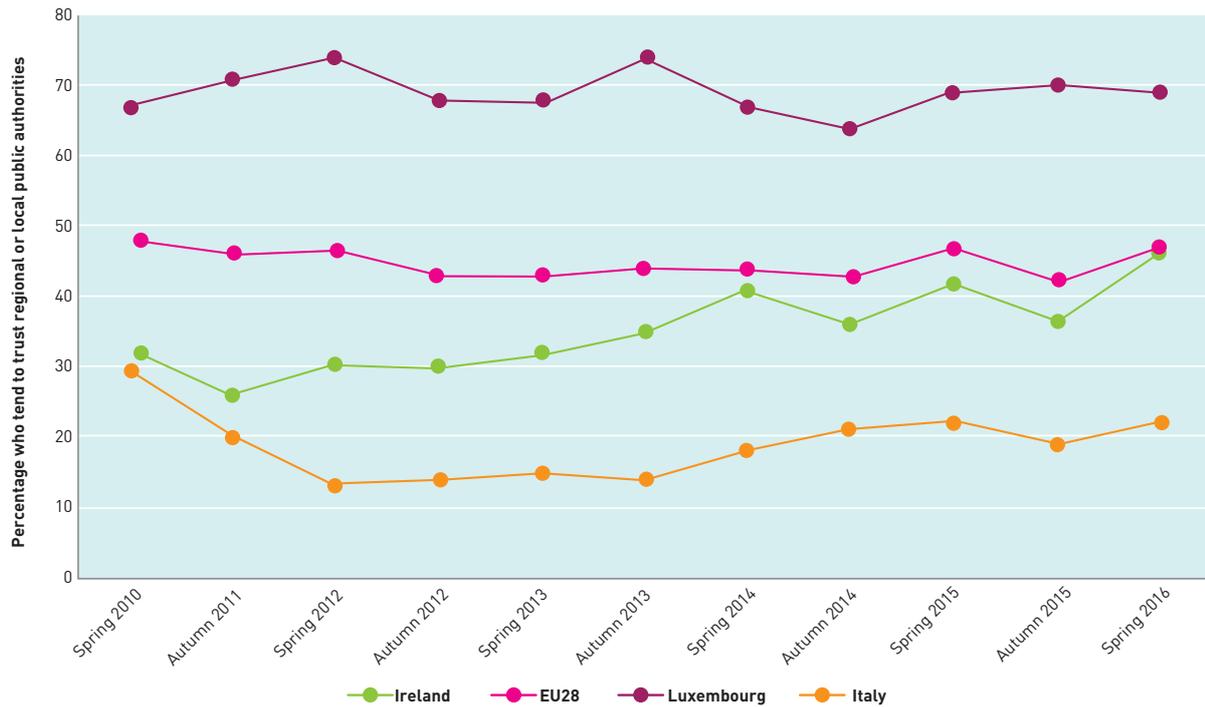


- Irish trust in parliament was around the EU average until 2008. From 2008 to 2010, as with trust in government, trust in parliament dropped rapidly both in absolute terms and compared to the European average.
- In spring 2011, the positive perception brought about by the election of a new government led to the proportion of respondents who expressed trust in the Irish parliament being back above the EU average, at 39 per cent. The level of trust subsequently fell again.
- Trust in parliament in Ireland has gradually increased since 2012 and stood at 29 per cent in spring 2016, just above the European average of 28 per cent.
- The Nordic countries of Sweden, Denmark and Finland display the highest levels of trust in their national parliaments.

Trust in regional and local authorities is at the European average and continues to improve overall

FIGURE 47 LEVEL OF TRUST IN REGIONAL OR LOCAL PUBLIC AUTHORITIES

Source: Eurobarometer

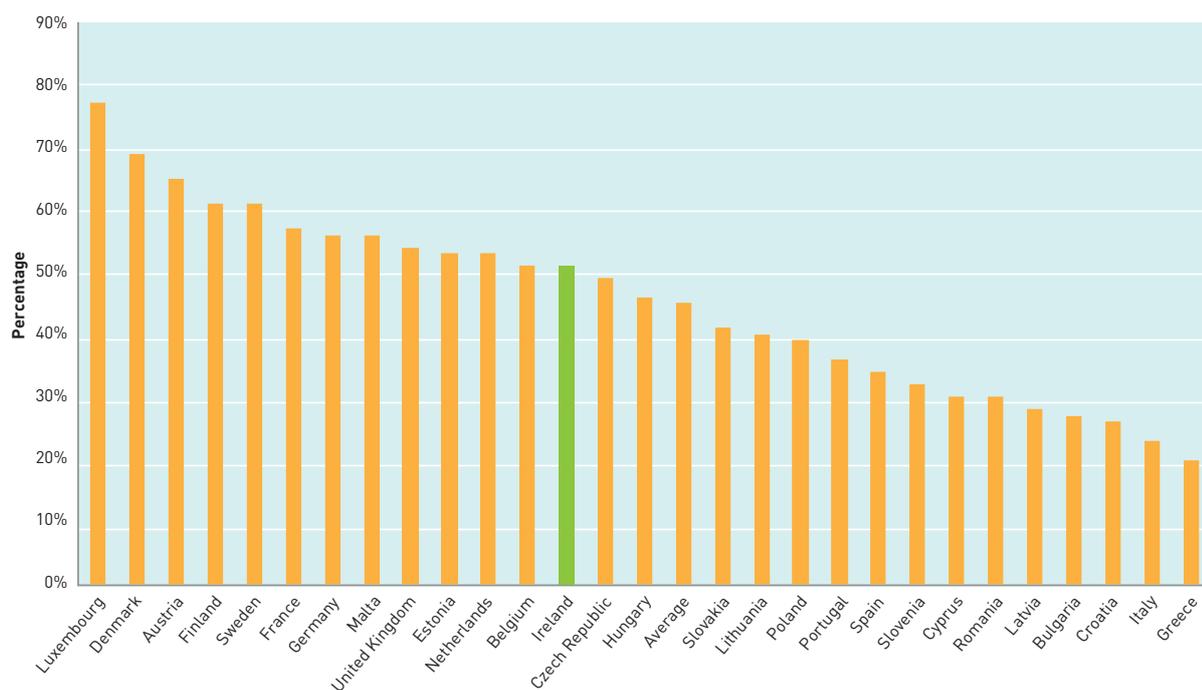


- The level of trust in regional and local authorities in Ireland was at 26 per cent in 2011, down from 40 per cent in 2008. It has increase since then, and stood at 46 per cent tending to trust regional and local authorities in spring 2016.
- After exhibiting one of the lower levels of trust in the EU in 2011, the level of trust expressed is now back close to the EU28 average, which is 47 per cent.

Around half the population tend to trust the public administration in Ireland

FIGURE 48 TEND TO TRUST – PUBLIC ADMINISTRATION – SPRING 2016

Source: Eurobarometer

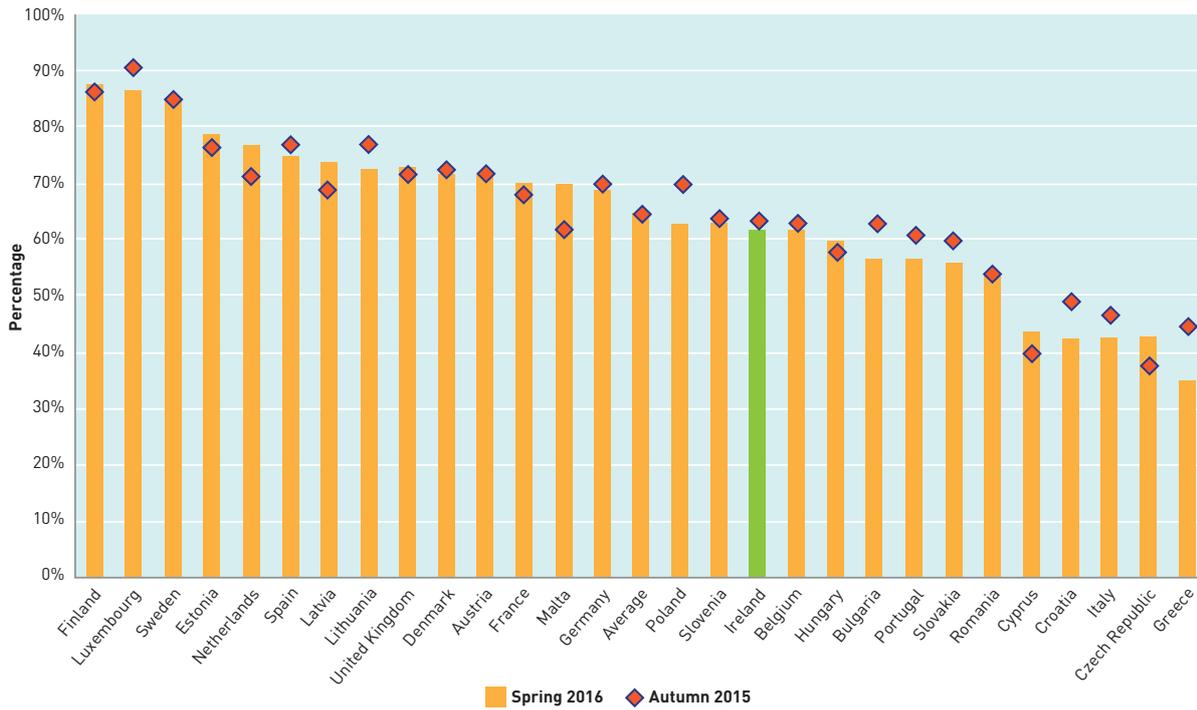


- With regard to trust in public administration, Ireland sits 6 points above the EU28 average at 51 per cent.
- Luxembourg ranks the highest in this category, with a score of 77 per cent. Greece is the lowest ranking country with a score of 20 per cent, 3 points behind the second lowest, Italy.

While there are positive feelings towards the public service in Ireland, it ranks below the European average

FIGURE 49 TOTAL POSITIVE FEELINGS TOWARDS – PUBLIC SERVICE

Source: Eurobarometer

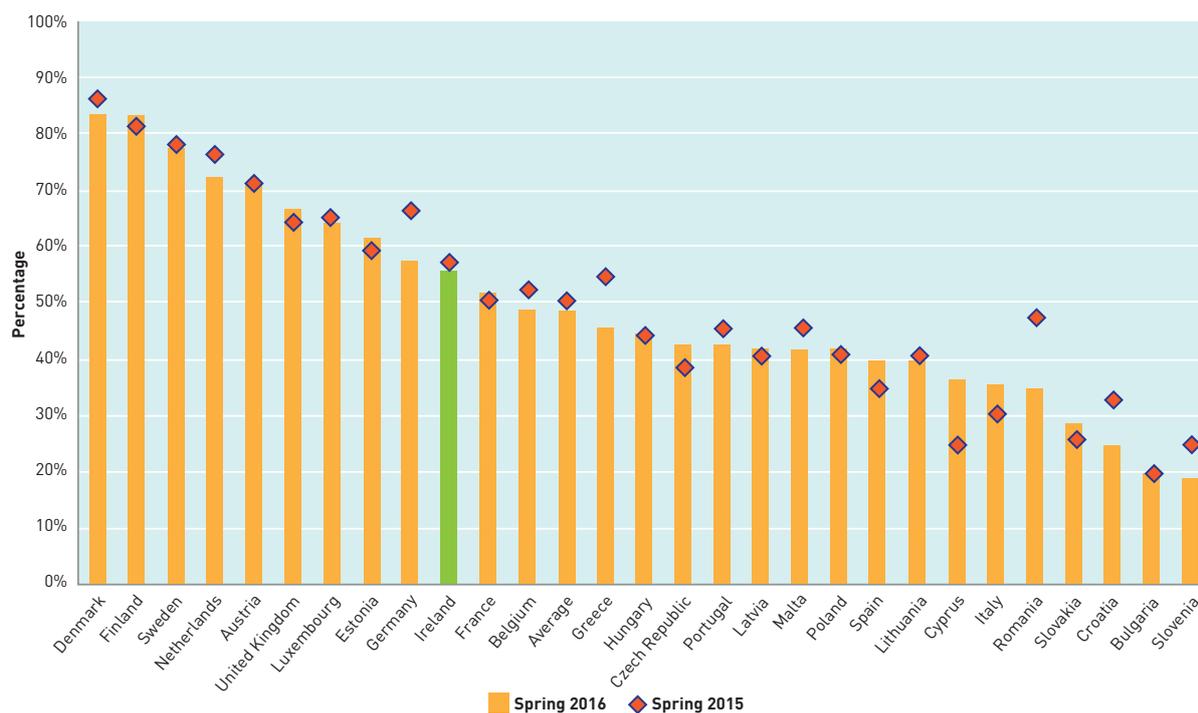


- While 62 per cent say they have a positive feeling towards the public service, Ireland ranks in the lower half of these rankings, 3 points below the EU28 average, in spring 2016.
- This is following a 2 points drop from Autumn 2015, while the EU28 average has remained the same.
- Finland overtake Luxembourg in the same period for the top spot. Greece drop to the bottom of the rankings after a 10-point loss from autumn 2015

Ireland ranks slightly above the European average with regard to trust in the justice/legal system

FIGURE 50 TEND TO TRUST – JUSTICE/LEGAL SYSTEM

Source: Eurobarometer

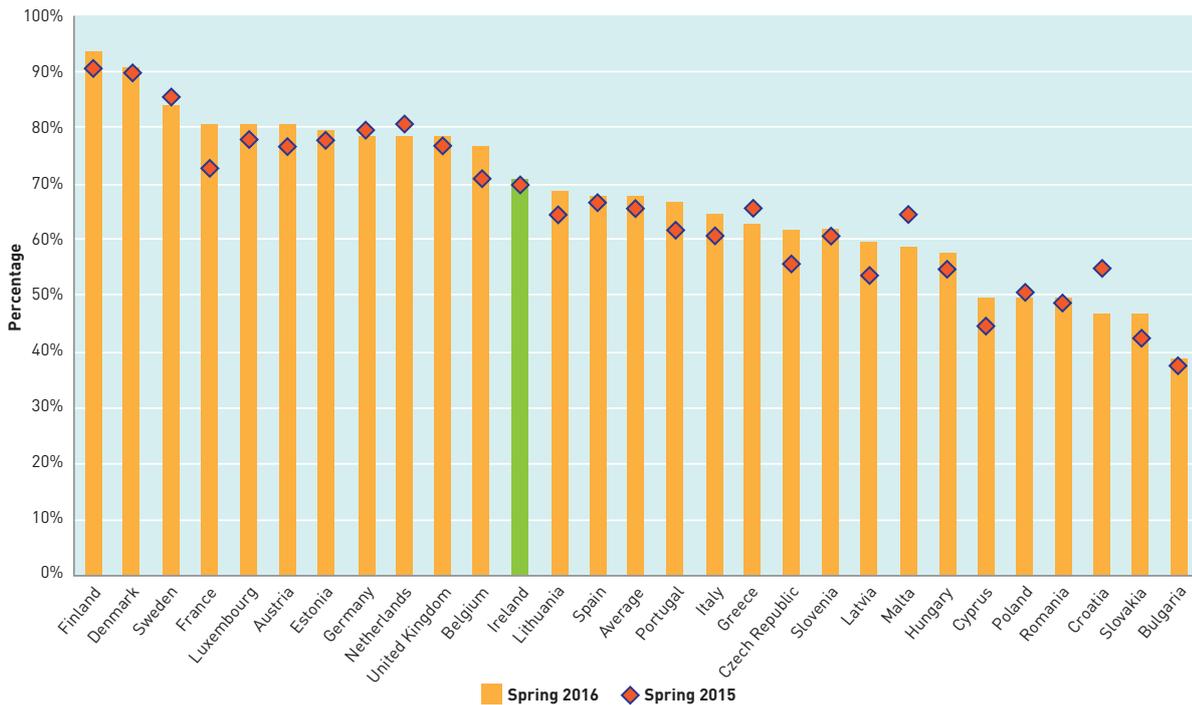


- Ireland, with trust in the justice/legal system at 56 per cent, ranks 7 points above the EU28 average of 49 per cent in this category, despite dropping 2 points over the year.
- Denmark drops 3 points, while Finland rises 2 points, tying both countries for the number one spot at 84 per cent each. Slovenia drops 6 points down to 19 per cent.

Trust in the police is just above the European average

FIGURE 51 TEND TO TRUST – THE POLICE

Source: Eurobarometer

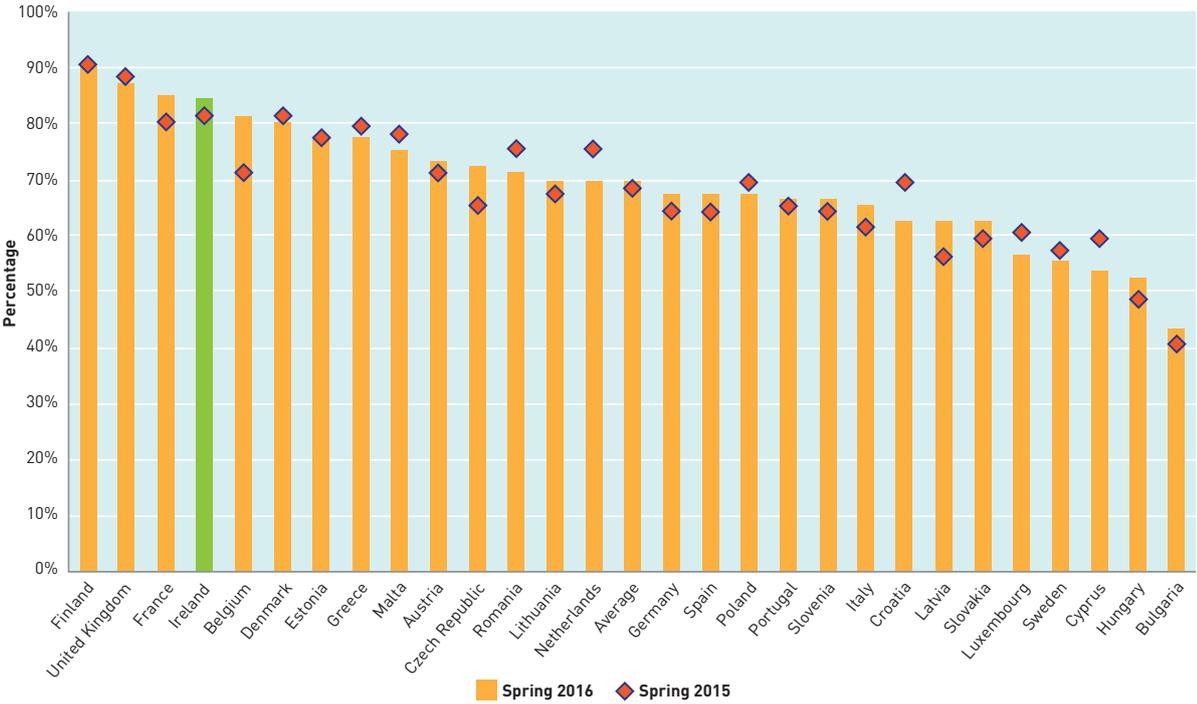


- With regard to the level of trust in the police, Ireland rises 1 point to 71 per cent from Spring 2015 to 2016, just 3 points above the EU 28 average of 68 per cent.
- Finland maintains the top spot, rising 3 points to a very high score of 94 per cent. Bulgaria also maintains the bottom spot, while increasing their score by a single point to 39 per cent.

There is a high level of trust in the army in Ireland

FIGURE 52 TEND TO TRUST – THE ARMY

Source: Eurobarometer

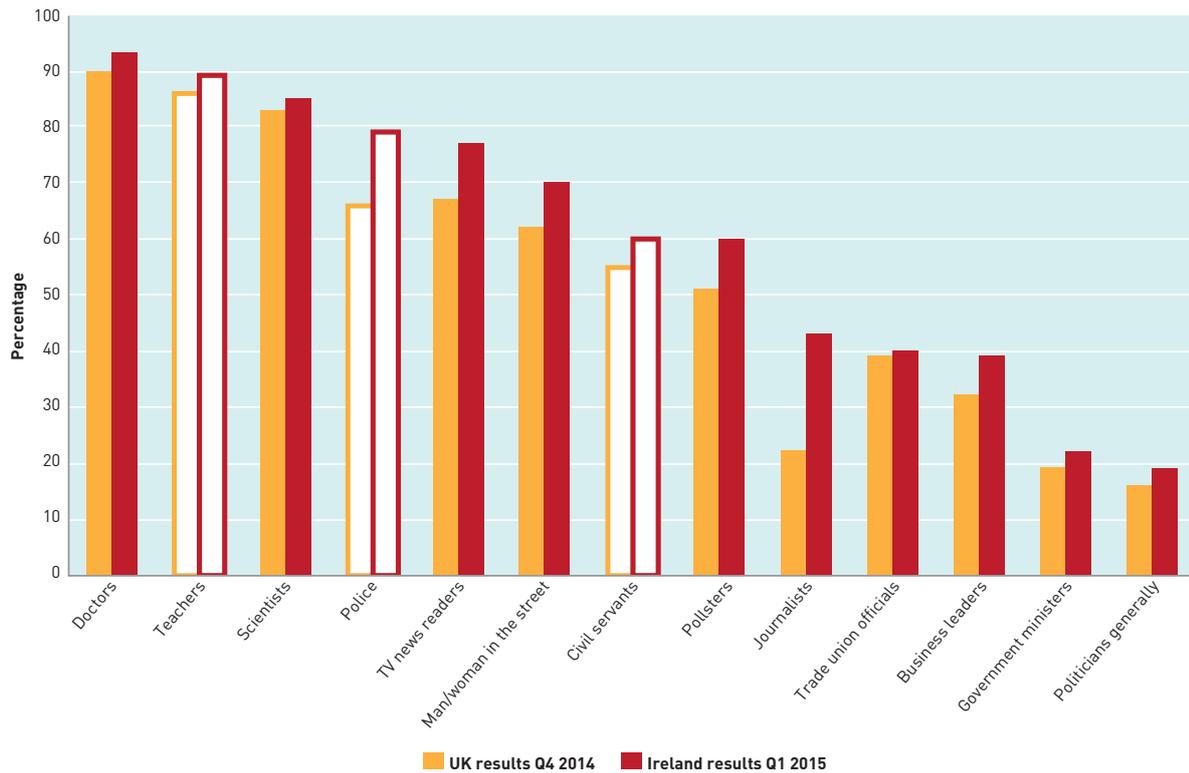


- Ireland is the fourth highest country in Europe with regard to level of trust in the army, with a score of 85 per cent, 15 points ahead of the EU28 average.
- This category had the highest average trust score of all the public services surveyed, at 70 per cent.

Trust in public servants to tell the truth is reasonably high

FIGURE 53 LEVEL OF TRUST TO TELL THE TRUTH

Source: Ipsos MRBI/Ipsos MORI Veracity Index as published in Irish Civil Service Customer Satisfaction Survey 2015

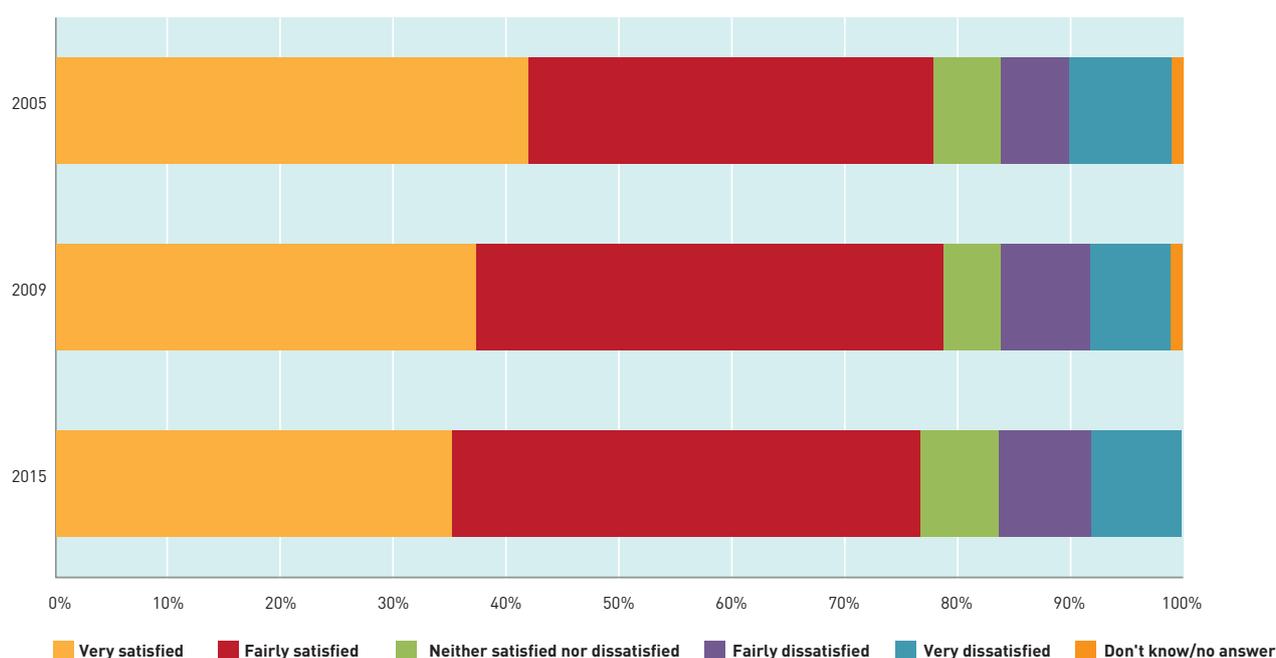


- In general, the level of trust in public servants is much higher than the level of trust in the government or parliament.
- There is almost 90 per cent trust in teachers to tell the truth. This drops to 80 per cent for the police and 60 per cent for civil servants.
- Levels of trust in Ireland are higher than in the UK.

The majority of the public are satisfied with the service received from the civil service

FIGURE 54 LEVEL OF SATISFACTION WITH SERVICE RECEIVED FROM THE CIVIL SERVICE

Source: Ipsos MRBI/Ipsos MORI Veracity Index as published in Irish Civil Service Customer Satisfaction Survey 2015

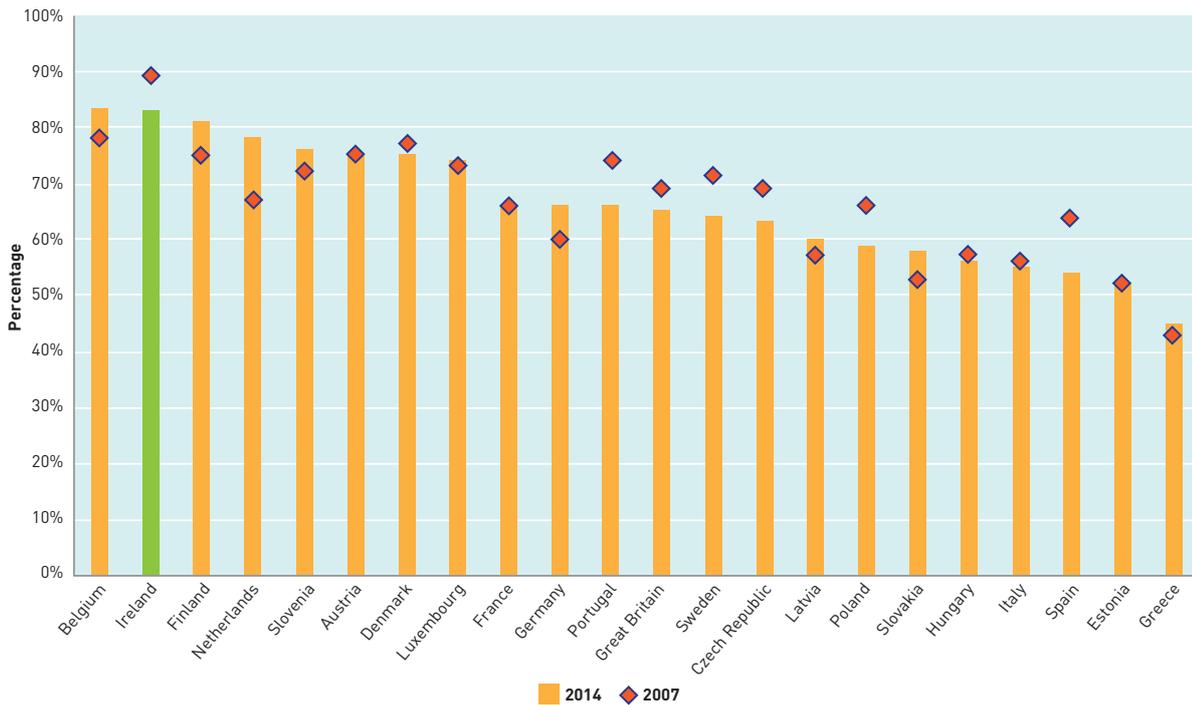


- Most members of the public are satisfied with the service received from the civil service. Three-quarters of those surveyed were either very or fairly satisfied in 2015. The level of satisfaction has remained relatively constant over the three surveys (2005, 2009 and 2015).
- 16 per cent of the general public were either very or fairly dissatisfied with the level of service provided to them by the civil service in 2015. Again this level of dissatisfaction has remained relatively steady over time.
- The main reasons given for dissatisfaction were that the process was too slow and waiting time on the phone/holding time/automated service.

Irish residents display a very high level of satisfaction with the educational system

FIGURE 55 CITIZEN SATISFACTION WITH THE EDUCATION SYSTEM

Source: OECD Government at a Glance 2015, based on Gallup World Poll data

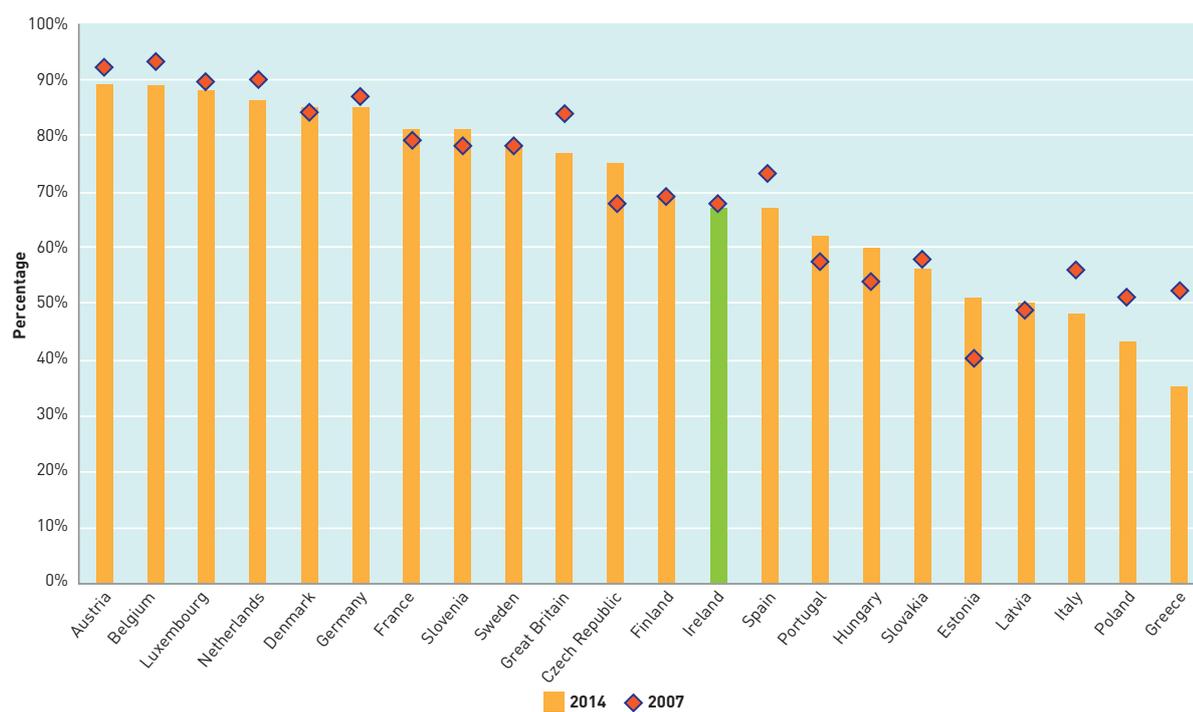


- Data for satisfaction with the education system and schools refers to the percentage of 'satisfied' answers to the question: In the city or area where you live, are you satisfied or dissatisfied with the educational system or the schools?
- The level of satisfaction in Ireland, at 83 per cent in 2014, is the second highest of all the European countries surveyed. However, satisfaction levels have dropped from 2007, when they were at 89 per cent.

There is a relatively low level of satisfaction with health care compared to many European countries

FIGURE 56 CITIZEN SATISFACTION WITH THE HEALTHCARE SYSTEM

Source: OECD Government at a Glance 2015, based on Gallup World Poll data

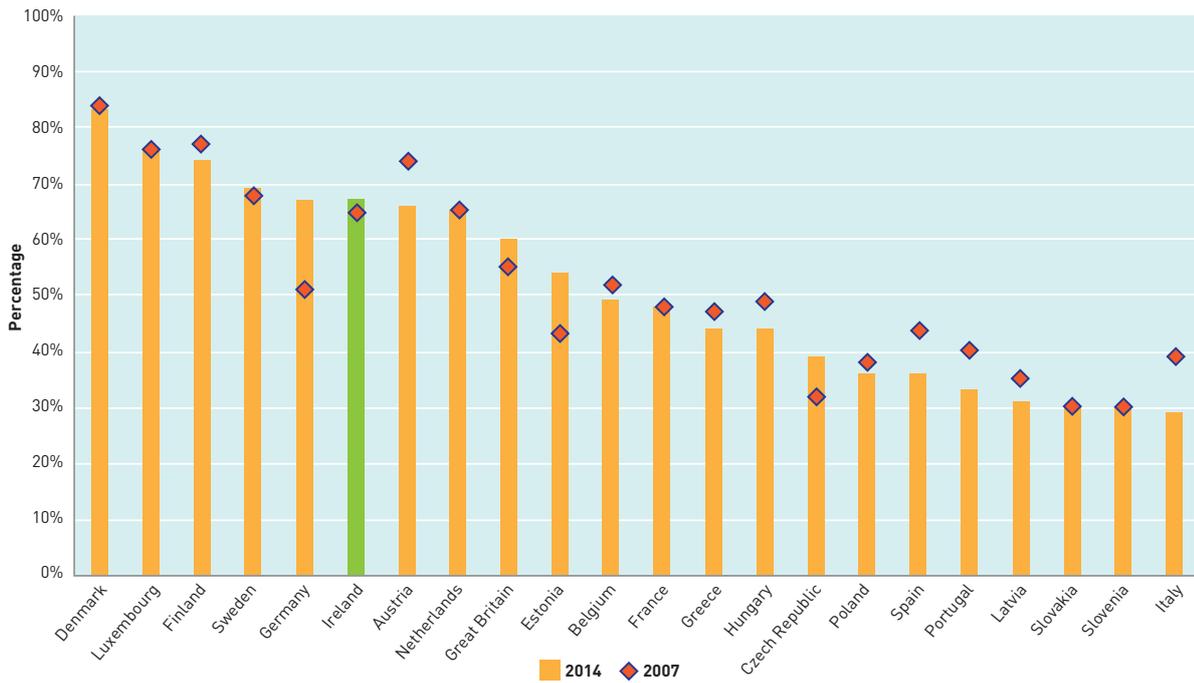


- Data for satisfaction with the availability of quality health care refers to the percentage of 'satisfied' answers to the question: In the city or area where you live, are you satisfied or dissatisfied with the availability of quality health care?
- Satisfaction with health care in Ireland is slightly below the European average, at 67 per cent in 2014.

Confidence in the judicial system and courts service is quite high compared to other countries

FIGURE 57 CITIZEN CONFIDENCE WITH THE JUDICIAL SYSTEM

Source: OECD Government at a Glance 2015, based on Gallup World Poll data

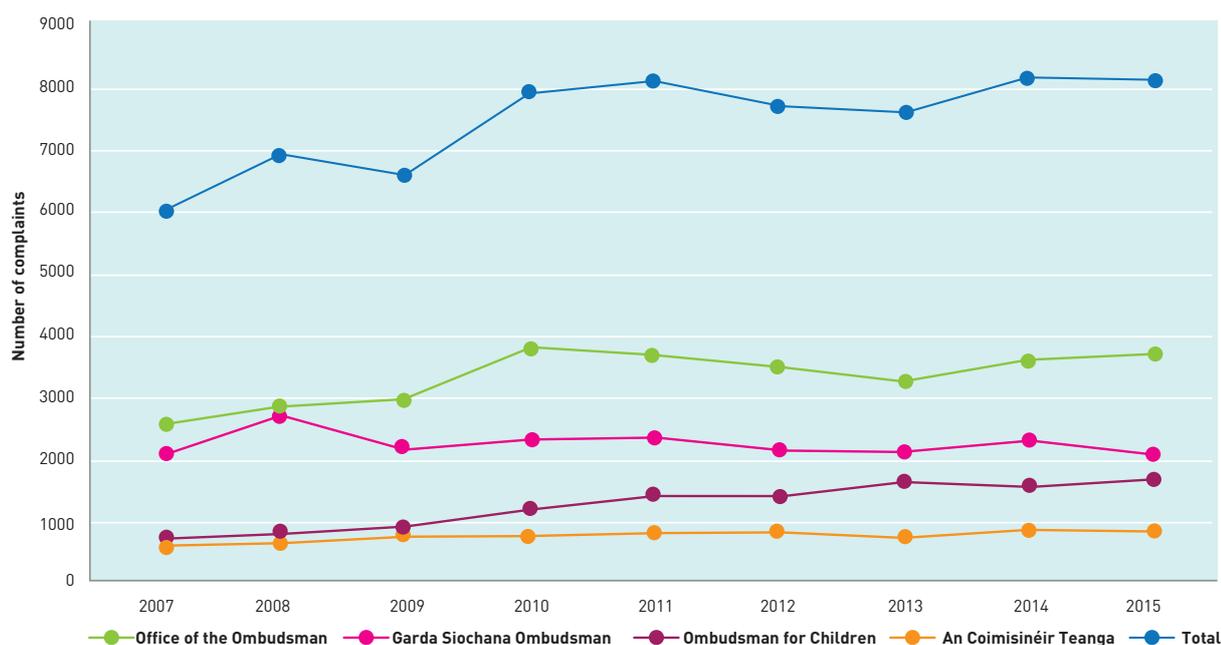


- Data for confidence in the judicial system refers to the percentage of 'yes' answers to the question: In this country do you have confidence in each of the following, or not? How about the judicial system and courts?
- Confidence levels in the judicial system and the courts in Ireland are quite high in European terms, at 67 per cent.

Complaints to Ombudsman offices levelled off overall in 2015

FIGURE 58 COMPLAINTS TO OMBUDSMAN OFFICES

Source: various Ombudsman Office annual reports.



- The total number of complaints received dropped very slightly in 2015 compared to 2014. Though this levelling off masks changes in individual Ombudsman offices.
- 3,641 complaints within their remit were received by the Office of the Ombudsman, an increase of 3 per cent. There was also an 8 per cent increase in complaints to the Ombudsman for Children's Office.
- Complaints fell from 2014 levels in the Garda Síochána Ombudsman Commission and in An Coimisinéir Teanga.

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APPENDIX 1

INDICATORS USED TO MAKE UP THE IPA PUBLIC ADMINISTRATION QUALITY INDICATOR¹

	Data Source and Indicator	Description
Traditional Public Service Values Indicator (TPSVI)	Government Decisions (IMD)	Government decisions are effectively implemented
	Justice Processes (IMD)	Justice is fairly administered
	Judicial Independence (WEF)	The judiciary is independent from political influences of members of government, citizens or firms
	Diversion of Public Funds (WEF)	Diversion of public funds to companies, individuals or groups due to corruption
	Bribery and Corruption (IMD)	Existence of bribery and corruption
	Favouritism in Decisions of Government Officials (WEF)	When deciding upon policies and contracts, government officials are neutral
	Transparency (IMD)	Government policy is transparent
	Wastefulness of Government Spending (WEF)	The composition of public spending is wasteful
	Reliability of Police Services (WEF)	Police services can be relied upon to enforce law and order

	Data Source and Indicator	Description
Competitiveness and Regulation Indicator (CRI)	Legal and Regulatory Framework (IMD)	The legal and regulatory framework encourages the competitiveness of enterprises
	Public Sector Contracts (IMD)	Public sector contracts are sufficiently open to foreign bidders
	Ease of Doing Business (IMD)	The ease of doing business is supported by regulations
	Intellectual Property Rights (IMD)	Intellectual property rights are adequately enforced
	Public and Private Sector Ventures (IMD)	Public and private sector ventures are supporting technological developments
	Bureaucracy (IMD)	Bureaucracy hinders business activities
	Burden of Government Regulation (WEF)	Complying with administrative requirements (permits, regulations, reporting) issued by government is burdensome

¹ IMD refers to indicator from the IMD World Competitiveness Yearbook. WEF refers to indicator from the WEF Global Competitiveness Report

