

PART II

Chapter 10

**Ageing and the Public Service
in Ireland**

Ageing: Facts, figures and forecasts	182
Ageing population and labour market	182
Ageing civil service	185
Adapting the civil service to the ageing challenges: government strategy and actions	187
Design and leadership of ageing strategies	187
Measures taken to face the ageing challenge	188
Impact of government ageing strategy and reforms	194
Cost containment	194
Capacity maintenance	194
Taking advantage of ageing to reorganize public services and improve efficiency	195
Conclusion	195
Annex 10.A1. Public Service Superannuation – Summary of Changes in Pension Ages and Terms for New Entrants to the Public Service ..	198
Annex 10.A2. Decentralization Program (December 2003)	199
Annex 10.A3. Developments in the Field of Manpower Planning in the Health Sector	201

Executive Summary

The demographic situation in Ireland differs from that in many OECD member countries, with larger cohorts of younger people and smaller cohorts of older people aged 65 and above. As a result, large-scale departures have been projected over the long term, and Ireland will face similar policy challenges as other OECD member countries, but they will emerge much later. However, the public service is also ageing more rapidly than the rest of society, and Ireland will have to face a medium term challenge: more than one out of five current civil servants will exit the labor force in the coming decade, which is higher than in the past, but lower than in many other OECD member countries.

The public service ageing policy appears primarily to be a preventive measure, aimed at adapting managerial tools in an incremental way, so as to be well-prepared when the skills shortages and high public service pension costs do eventually hit. As there is no evidence to suggest that the civil service is experiencing recruitment difficulties, or that there are problems in relation to competitiveness, this minimalist policy appears to be appropriate to deal with ageing issues in the coming decades. So, at this stage, the public sector ageing strategy does not include new workforce planning or any workforce readjustment policies except in the health sector where major efforts at reviewing workforce planning needs have been made in recent years.

Nevertheless, the Irish administration is aware of the upcoming difficulties related to staff attrition, skill deficits in specific sectors (*e.g.* healthcare) or functions (*e.g.* leadership and management), as well as cost efficiency and public service restructuring needs. Thus, civil service authorities have decided to augment the ageing policy, which may eventually become one of the basic pillars of the new human resource strategy. Indeed, there may well be further reforms in the offing that will be carried out as part of a broader civil service human resources strategy. This strategy would identify some key steps for addressing ageing issues in the future.

1. Ageing: Facts, figures and forecasts

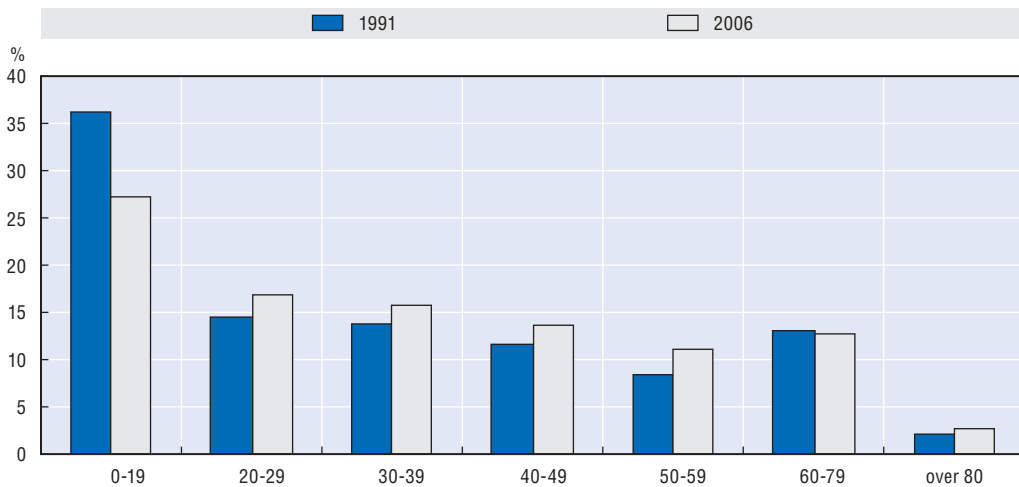
1.1. Ageing population and labour market

1.1.1. Ageing population

Ireland's population has increased from 3.5 million in 1991 to 3.9 million in 2002 and 4.24 million in 2006. The proportion of the population over 65 was 11.0% (468 000 people) in 2006. This figure has slightly decreased since 1991 (11.4%), diverging from the broader OECD trend. As a result, the old-age dependency ratio (here defined as population above 65/population 20-64) has decreased from 21.8% in 1992 to 17.9% in 2006.¹

The population over the age of 80 was 79 000 in 1991 and 113 000 in 2006, but due to the overall population increase of the 1990s, this group increased only slightly as a proportion of the total population (less than 0.5%).

Figure 10.1. Evolution of the age structure of the total population 1991-2006



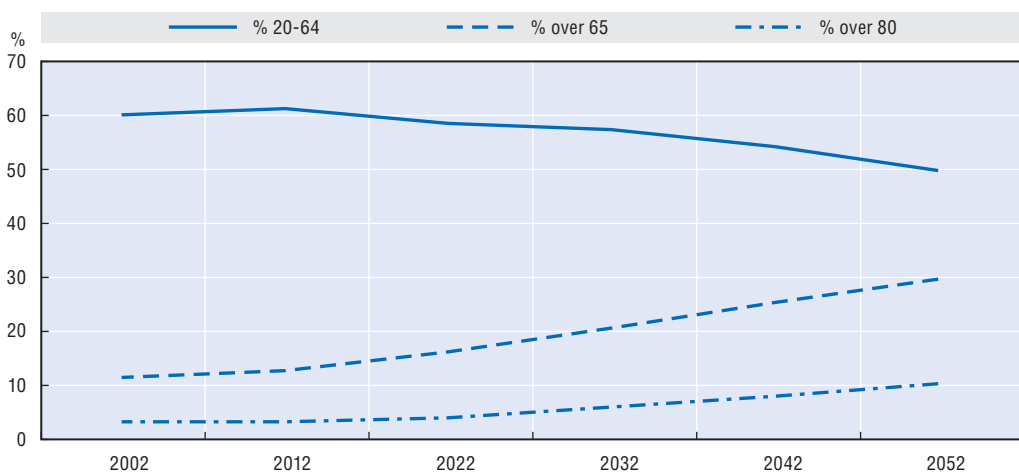
Source: Central Statistics Office of Ireland.

Compared to average OECD demographic forecasts, Ireland appears to be a special case. The proportion of people over 65 is lower than the OECD average (13.7%), and much lower than the average in the countries participating in this project (the majority of which have more than 15% of their population aged over 65).²

The Irish population is projected to increase steadily to around 5 million, over the next 30 years, reaching more than 5.2 million in 2050. Ireland will experience a demographic increase of more than 30%, during this period, the highest progression among the EU25 (the average is -1%).³

Demographic projections done by the Irish Central Statistics Office show that the proportion of the population aged over 65 is expected to increase steadily, reaching 30% by 2050. In addition, the proportion of the very old – over 80 – will significantly increase, to 10% in 2050.

Figure 10.2. Forecasted shares of total population by age group



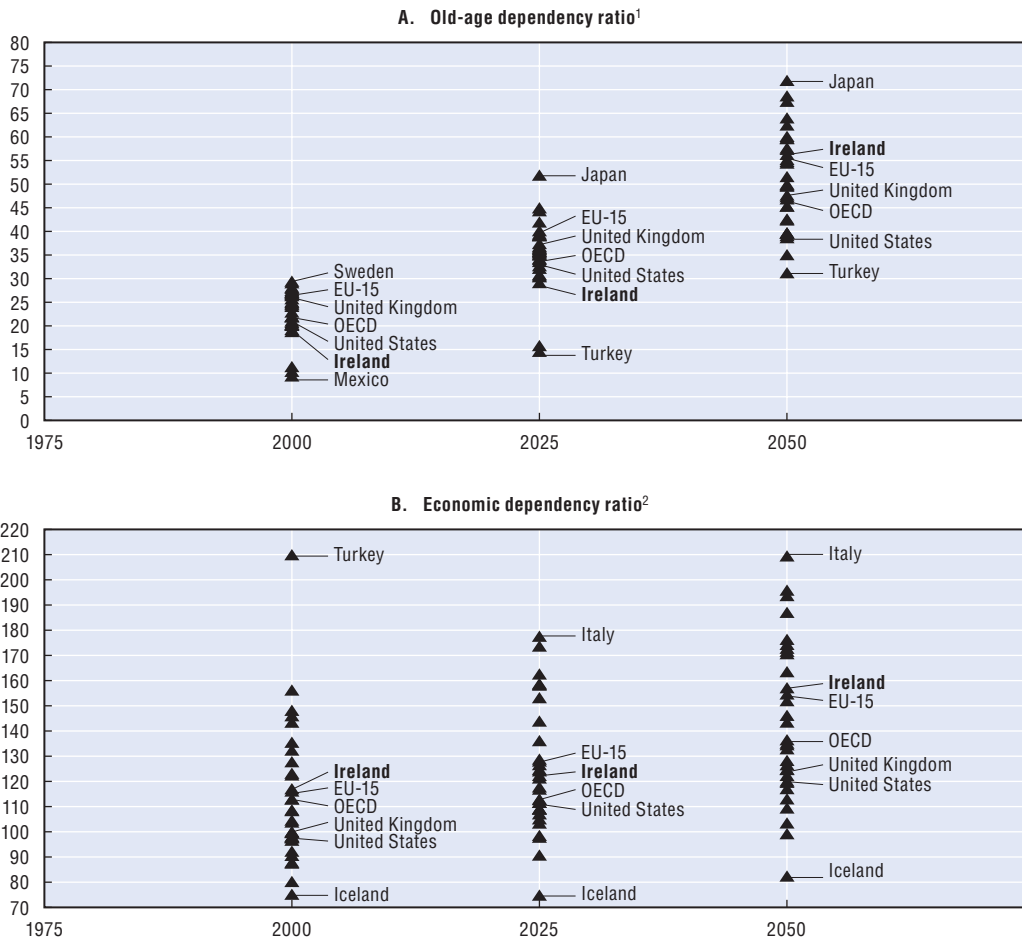
Source: Irish National Statistics Office.

Despite the fact that its current age structure is more balanced than that of other countries, long-term projections highlight the fact that Ireland is expected to eventually face the same challenges as other countries. The old-age dependency ratio, which is now around 18.6%, is expected to grow steadily, reaching 29% in 2025 and over 56% in 2050.⁴ Assuming that patterns of labor force participation by age and gender remain unchanged, Ireland's economic dependency ratio is projected to rise from 110% in 2006 to 157% in 2050, which would exceed OECD averages.⁵ The difference in Ireland is primarily one of timing and pace.

1.1.2. Ageing labour market

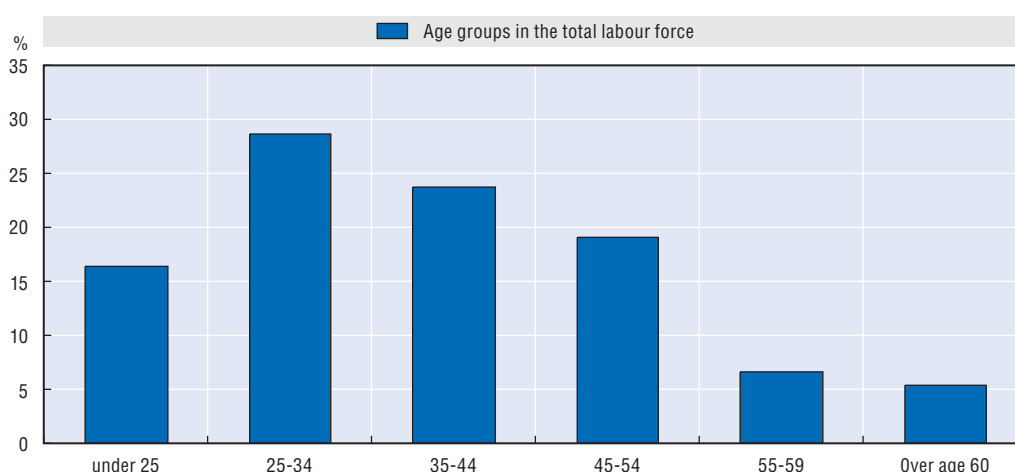
According to the Irish government, it is not currently possible to identify critical periods of large-scale retirement. The labor force will age slowly but steadily until 2050. As of now, the main turning point, marking significantly larger staff departures, seems to be

Figure 10.3. Projected trends in dependency ratios, 2000-2050 (%)



1. Ratio of the population aged 65 and over to the population aged 20-64.
2. Ratio of inactive persons to those in the labour force. The labour force projections assume that participation rates by age and gender remain constant at their 2000 levels.

Source: Ageing and Employment Policies/Vieillessement et politiques de l'emploi. Ireland, OECD, 2006, drawn from National population projections (central variant) except for Greece and Luxembourg, where data come from the 2004 Eurostat projections, and for Mexico and Turkey where data come from United Nations, World Population Prospects 1950-2050 (2002 Revision).

Figure 10.4. **Age groups in the total labour force (2006)**

Source: Irish Central Statistics Office.

around 2020-2025. Labor force growth will continue through the coming decade, but is projected to begin to decrease after 2037.⁶

Participation rates in the labour market begin to decline after age 50. The labour market participation rate of older workers is at the lower end of the spectrum for OECD member countries (below average) for men, but at the higher end for women.⁷

1.2. Ageing civil service

1.2.1. Current situation

The total number of people employed in the public service, as of September 2006, was 307 200. The average age has risen from 34 in 1985 to 41 in 2004. Staff composition of the public service is shown in Table 10.1.

Ireland has a career civil service system, in which employees are recruited relatively young and are often expected to remain in the civil service for the duration of their working lives. There are very few lateral entries. Thus, large recruitment waves during certain periods have a considerable impact on the constitution of the civil service in subsequent periods. This is not the case in the private sector. Moreover, the average age of recruitment into the Irish civil service increased from 20 to 30 in the 1990s. These trends explain the current age structure of the Irish civil service.

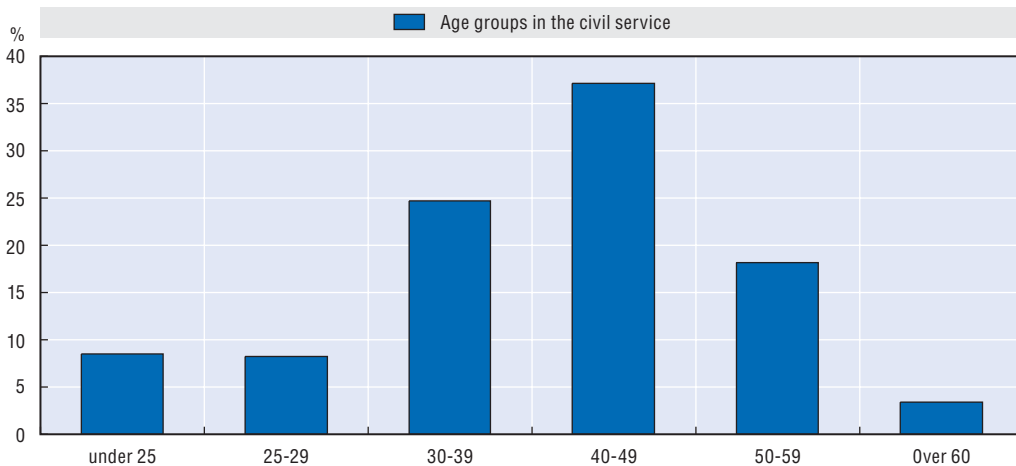
Table 10.1. **Employees in the public service, by sector**

	As of end September 2006
Civil Service	38 700
Health	105 900
Education	88 200
Defence	11 200
Police	13 000
Local authorities	39 500
Non-commercial state bodies	10 700
Total	307 200

Source: Irish Central Statistics Office.

As shown in Table 10.1, the civil service (the core administration of the central government) comprises only 37 000 employees. Health and education are not included within its scope. Local levels of government are about equal with the core administration as a share of the public service as a whole. The age composition of the central government civil service is shown in Table 10.1 and Figure 10.5.

Figure 10.5. **Age groups in the civil service**



Source: Irish Central Statistics Office.

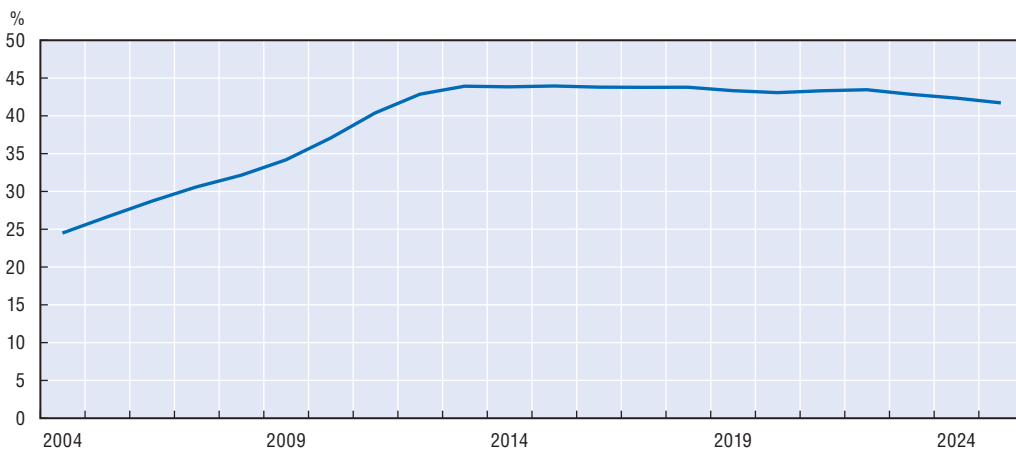
1.2.2. Forecasts

Periods of large-scale departures

As shown in Figure 10.6, the proportion of older workers in the core civil service is expected to increase to around 45% by 2015.

According to age structures of the current civil service, 21% of the present cohort, or 7 900 civil servants, will have retired by 2015. Although these larger scale retirements remain less significant than in other OECD member countries, Ireland will also face a mid-run human resources challenge.

Figure 10.6. **Projected proportion of older workers in the civil service**



Source: Irish Central Statistics Office.

Nevertheless, according to the age structures of the current civil service, there may well be large-scale departures between 2015 and 2025. Around 27-30% of civil servants will leave the workforce during this period due to retirement, which is slightly higher than the prior period (see above).

The size of the phenomenon, then, is less significant and less abrupt than in other countries participating in this project. The public workforce will age more slowly than in other countries.

Most affected sectors and functions

Senior management

Although this cannot be generalized to the entire civil service, Ireland seems to be facing similar challenges relating to its senior personnel as other OECD member countries.

Healthcare

The healthcare sector, which is not part of the civil service, *per se*, is expected to be one of the sectors of the public service in Ireland *most affected by ageing issues*,⁸ both because of specific demographic and workplace factors (e.g. impact of the European Working Time Directive) and because of the new demands involved in the ageing of the population. This factor may have a deep impact on the reshaping of public service delivery, since the entire system must adapt to the increasing and changing demand for services. According to 2006 data on the health sector (excluding staff from voluntary hospitals),⁹ around 27% of staff are over 50, and thus expected to leave the workforce between 2015 and 2020. National projections for the healthcare sector conclude that if the demand for medical practitioners rises in line with population growth, between 2004 and 2015, the gap between the demand and the domestic supply would be considerable (around one-fifth of the total number of practitioners);¹⁰ however, if supply from immigration is maintained, then the gap will be quite low (only 329 practitioners). The government, however, has taken significant steps to improve workforce planning and management in the health and care sectors (e.g. increasing the number of trainee nurses, from 980 in 1998 to 1 640 positions in 2002.)¹¹

2. Adapting the civil service to the ageing challenges: government strategy and actions

2.1. Design and leadership of ageing strategies

The Irish government does not have a public service-wide ageing policy, nor does it have a government-wide strategy, to coordinate the ageing policies that are designed sector by sector. This is due largely to the specificities of Irish demographics and to the long-term nature of its challenges.

If the ageing strategy regarding the management of the civil service workforce is relatively limited, the Irish government has conducted sweeping pension reform, extending beyond the public service. In addition, the Irish government has undertaken a broad holistic strategy that aims at adapting workforce planning and service delivery methods. However, directly addressing specific issues linked to ageing does not seem to be one of the mainsprings of this *modernization program* (see below). To the extent that modernization introduces new efficiencies and flexibilities it will mean that the government can address some of the issues that are likely to emerge, especially in the area of open recruitment.

The Ministry of Finance has undertaken administrative leadership of the public service pension strategy. Other strategies are handled directly on a sectoral basis. For example, the design, as well as implementation, of management tools and ageing forecasts is dealt with at the sectoral level (education, healthcare, local governments).

2.2. Measures taken to face the ageing challenge

2.2.1. Decreasing costs and increasing productivity, while maintaining capacity

Pension reforms to delay large-scale departures and contain costs

Ageing reforms have largely focused on overhauling existing pension arrangements, forming the cornerstone of the ageing strategy. The Irish government has recognized that an increasing dependency ratio will give rise to serious budgetary problems, placing a severe strain on the capacity of future governments to fund social welfare and public service pension liabilities on a pay-as-you-go basis.

The proportion of current expenditures devoted to public pensions is 4.5% of GDP, which is relatively low compared to other OECD member countries (due, again, to favorable demographics). Critical periods have been projected to occur mainly between 2012 and 2032, although the ratio will be falling until 2050.

In 1999, the Budget Strategy for Ageing Group was established with a remit to devise specific proposals to ease the longer term budgetary burden on the Exchequer of social welfare and public sector employee pensions, given the substantial budget surpluses currently being enjoyed.

The Group's findings indicated that the existing pay-as-you-go approach to funding pension costs would not be sufficient to meet long-term pension liabilities. Given this conclusion, a statutory fund – the National Pensions Reserve Fund – was set up to defray some of these costs from 2025 onwards. The Exchequer is under statutory obligation to pay a sum equivalent to 1% of GNP into the fund each year until at least 2055. Provisions have also been made for additional payments into the fund on a periodic basis.

The most recent comprehensive work in this area was carried out by the Commission on Public Service Pensions during the period from 1996-2000. The Commission was comprised of representatives from the pension industry, employers, trade unions, and government departments. The Commission was established to examine and report on the

Figure 10.7. **Number of actives per pensioner**

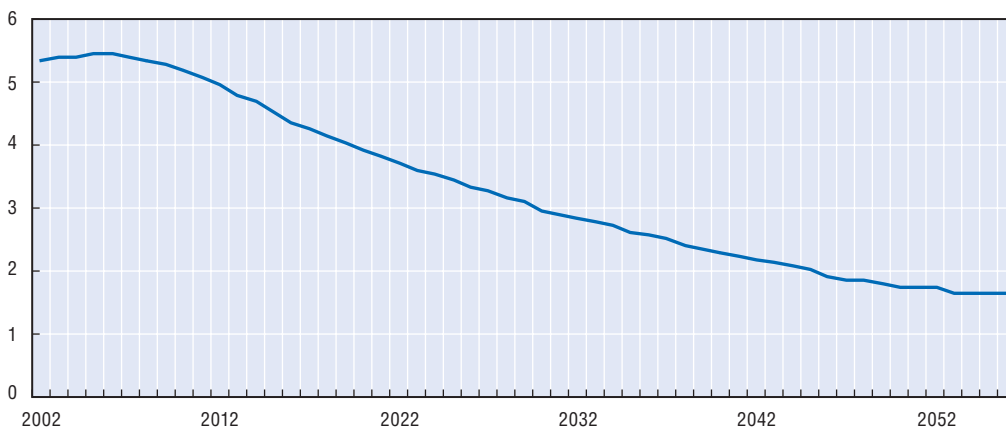


Table 10.2. Projected expenditures on public service pensions (in [euro] m at constant 2004 pay terms)

Year	Outgo
2004	1 670
2014	2 960
2024	4 110
2034	4 780
2044	5 040

occupational pension arrangements of public servants against a background of growing concern about the rising costs of existing public service pension schemes. As part of the review, extensive forecasts on future pension requirements were carried out. The resulting report quantified the size of the public service pension bill in a comprehensive manner, including projections of its future profile. This statistical base has made it possible to estimate the impact of pension reforms on costs of paying existing and future pension benefits. The objective of the Commission was to find ways of heading off these cost problems through early reforms of the pension schemes and, in this way, to ensure a minimum of disruption over the longer term.

Pension schemes reforms

Following the report by the Commission on Public Service Pensions, a number of significant changes were introduced in relation to retirement and the retirement age, effective from 1 April 2004. These were set out in the Public Service Superannuation (Miscellaneous Provisions) Act of 2004. These changes affect most new entrants to the public service – including local government, education, healthcare, non-commercial state bodies, the *Dail* and *Seanad*, and ministerial offices – from 1 April 2004.

Increasing minimum pension age

The Commission on Public Service Pensions has recommended significant modifications in present arrangements in order to enhance the viability and stability of public service pensions over the long term. The Public Service Superannuation (Miscellaneous Provisions) Act 2004 has increased the minimum pension age with full pension benefits, from 60 to 65 for most new entrants, with a minimum contribution period of 40 years. In addition, the general compulsory retirement age of 65 years has been abolished for most new entrants.

Incentives for retaining older workers

One of the main goals of the Superannuation Act, apart from ensuring the financial sustainability of pension schemes, was to provide a framework for the retention of older workers. The compulsory retirement age has been eliminated to enable staff to remain in the workforce longer. There is indeed no more upper limit on retirement in the Irish civil service for new entrants. This objective was initially not part of the proposals of the Commission on Public Service Pensions, but longevity is increasing and this measure introduces considerable flexibility, which will be welcome.

On the other hand, there are no targeted financial incentives in place to decrease the number of early retirees and retain older workers, either based on higher remuneration or higher pension benefits after a longer career.

Across OECD member countries, other managerial tools have been incrementally adopted to retain older workers, on a voluntary basis: improved knowledge management practices, enhanced lifelong learning and training programs, career evolution, greater mobility for older workers, better working conditions and flexible working arrangements. Although Ireland has not adopted any of these policies for the specific purpose of meeting ageing challenges, many of the tools have already been introduced and are available to all civil service staff.

Incentives to delay effective retirement through legislative tools: anti-discrimination policy

The second management tool used with a view to retaining older workers is anti-discrimination legislation. This is generally considered to be the second significant policy area to deal with the ageing issue. In Ireland, the legal basis for a policy of non-discrimination in employment based on age comes from the Employment Equality Acts of 1998 and 2004, which prohibits discrimination in employment on a number of grounds, including age. Prohibitions on discrimination relate to pay, access to employment, conditions of employment, access to training, promotion, re-grading and the classification of posts. Conditions of employment do not, in this context, include pensions. There are also exemptions inserted into Sections 34 and 23 of the 2004 Act. With regard to an occupational benefits scheme, none of the following constitutes discrimination on age grounds for an employer:

- to fix ages for admission to such a scheme or for entitlement to benefits under it;
- to fix different ages for all employees or a category of employees;
- to use, in the context of such a scheme, age criteria in actuarial calculations;
- to provide different rates of severance payment for different employees or groups or categories of employees, these rates being based on or taking into account the period between the age of an employee upon leaving employment and his or her compulsory retirement age, provided that these measures do not constitute discrimination on gender grounds.

The 2004 legislation is the result of the transposition of the EU Employment Equality Framework Directive 2000/78/EC.

Workforce replacement and adaptation to structural changes

Policies to downsize the current level of public employment

Despite the fact that there have not been any workforce adjustment policies arising directly out of the ageing issue, Ireland has endorsed workforce downsizing (job cuts) across the entire public service. At the end of 2005, there was a government decision to freeze the number of civil servants at current levels.

Ireland has not yet determined a precise replacement rate, nor has it resorted to recruitment freezes.

Changing recruitment policies

In addition, as Ireland only faces medium to long-term challenges, it is not currently planning to change current recruitment levels and there are no specific policies, coordinated at the central level, to determine recruitment profiles. However, some managerial adaptations of recruitment policy have been implemented.

Recent reforms have aimed at opening recruitment procedures, in order to more easily address skill deficits. Reforms were introduced during the last National Agreement, which recognized that a greater use of open recruitment is fundamental to the ongoing development of a modern and dynamic civil service. The Agreement further recognized that there are skill shortages in certain areas: IT, financial management and human resources. Open recruitment is technically now possible in these areas and competitions are planned to recruit people onto panels (rather than to specific posts) for these skill areas. These panels will still be grade-based as well as skills-based. Departments and offices must discuss this method of recruitment with the unions and reach an agreement in advance.

In practice, the effect of this provision has been limited. First, departments and offices have only identified the need for a limited numbers of specialists (under 50). Negotiations are ongoing with unions to fill these vacancies. Nevertheless, the need to reform recruitment procedures has been raised because of capacity maintenance problems. At the moment, the linkage between these reforms and ageing policy is very limited, as these initiatives were designed to meet skill shortages unrelated to aging. Ireland considers these reforms to be strictly incremental.

As of recently, it seems that the initial conception is set to evolve. The Irish administration is now keen to modify its public sector human resources policy to prepare itself to face skill shortages and attrition issues. They recognize that it is unlikely that current rates of recruitment are sufficient to deal with future retirements in the civil service and the skills deficit arising from them. This is largely a function of the fact that large numbers of personnel recruited in the late 70s and early 80s are approaching retirement age. The extent to which this will cause serious problems is due to be examined in the context of a holistic human resource strategy for the civil service that is currently being developed.

The new national agreement “Towards 2016”, between the social partners, has introduced considerable improvements and flexibilities in civil service recruitment practices, particularly in relation to the introduction of open recruitment. But currently, the most important workforce adjustment policy conducted within the ageing strategy involves the use of internal mobility/career path as an alternative to a proactive staff renewal policy.

There is no specific framework under consideration for leadership recruitment in response to skill deficits, nor any specific project in the pipeline to adjust recruitment policies in the most affected sectors. However, a major shift may be introduced as part of the upcoming human resources strategy for the civil service, as it is expected to address the issue of skill shortages. Leadership functions may be included in this framework as well.

The other plan in the pipeline is the health reform program, which has been underway since 2003. To confront future supply issues in the medical professions and meet increasing demand, the Ministry for Health and Children is devising a strategy focusing on future medical education and training. A current high priority of the Health Service Executive is to determine the medical workforce planning needs of the health service.¹² Thus, a systemic skills needs evaluation planning may be introduced in the coming years.

Public sector attractiveness policies/programs

There is no specific target within the Irish ageing strategy that focuses on maintaining and improving the attractiveness of the civil service. According to the Irish administration, there is no evidence that the civil service is having any recruitment difficulties or that there

are problems with regard to competitiveness. There are basically three reasons for this: first, the Irish age structure comprises large numbers of young people; second, the civil service will undergo staff attrition and skills shortages only over the medium to long term; and, third, the broad unemployment rate is lower than the European average – which will further minimize the impact of ageing on public service attractiveness.

Broadly speaking, the Irish administration has adopted these policies within a different framework, not specifically tied to ageing. Nonetheless, two main frameworks – the Modernization Program (launched in 1994) and the Decentralization program – have contributed to tackling this issue. The modernisation programme is an important part of the social partnership agreements in Ireland and successive agreements have contained commitments to improve human resource practices. Since then, there has been a social agreement entitled “Towards 2016”. The second, itself launched in 2003, aims to promote more balanced regional development, which will contribute to sustainable long-term economic growth. One of the benefits of the decentralisation programme will be the framework to maximize regional promotional opportunities. This must not be confused with a devolution process, which would lead to a new sharing of competencies across levels of government. The decentralization program only has as its mandate the relocation of existing public service organizations to regional locations.

Despite the fact that these two human resources programs are not directly bound to ageing issues, they may well contribute to creating new frameworks and new incentives for retaining older workers, while also developing solutions for capacity maintenance. This will depend on the concrete human resource measures that emerge from these strategies. For instance, the National Agreement recognizes that greater use of open recruitment and improved competitive promotions are fundamental to the development of a modern and dynamic civil service. In this respect, this recruitment reform has sought to maintain the attractiveness of the public sector as an employer, and thus could be further developed in the future to meet ageing challenges.

Management practices

Until 2015, the main managerial tool that will be used to generate workforce planning capable of responding to the problem of retirement is the mobility/career path tool: replacement is and will be ensured by internal staff recruited from the 1990s to 2015.

Since the capacity problem will only arise from 2015, some of the tools that will have to be developed to meet this challenge involve mobility, career path and knowledge management. Maintaining capacity is, of course, an effective low-cost solution to skill shortages. This might be implemented in further implementation phases of the Decentralization Program (Annex 10.A2). A specific focus on knowledge management has been adopted but not directly tied to managing ageing consequences. Knowledge management reforms are particularly important in the Decentralization Program, which contains some central initiatives aimed at supporting departments and offices in the introduction of appropriate knowledge management systems.

Furthermore, there is a clear intention to reform promotion and career path procedures in the long run: new arrangements have been agreed with Civil Service General Service unions in relation to promotion which take account of the decentralized nature of the civil service. But the links with ageing challenges have not yet been made.

2.2.2. Institutional changes and reallocation of resources

Resource reallocation between levels of government and sectors

One possible strategy for dealing with ageing is the reallocation of resources and public expenditure allocations across sectors depending on which sectors face the most pressure from the challenge of an ageing population. In light of Ireland's current favourable demographic position, no reallocation of resources has been planned to date.

While no long-term budget strategy for the education sector has been drawn up for the moment, the right balance between different policy options in this sector will be delicate to strike. Interestingly, given the population projections for youth under 20 – the number of which are expected to diminish considerably by 2050, though they may increase until the 2020s and only then decrease thereafter – a balance will have to be struck between initially increasing resources to replace departing staff in the education sector and decreasing overall resource needs for the education public service over the long term. On the other hand, the healthcare sector will require substantial additional resources, as the demand for public healthcare services will grow as the number of people over 65 increases. This will present serious challenges, both in terms of balancing the budget and responding to public service needs, as early as 2012.

Age-related spending – including pension benefits, health care and long-term care – constituted only 10.1% of GDP in 2001, one of the lowest rates in the European Union.¹³ This relative fiscal advantage, combined with the advantageous demographic structure, mean that changes to pension policy have been the main focus of ageing policy to date. However, Ireland will not enjoy these advantages indefinitely: OECD data projections¹⁴ have generated several scenarios including demographic effect measurement, health status of the old population and income elasticity: the public health expenditures are expected to rise from 5.9% of GDP in 2005 to a bracket of 6.8-10.0% in 2050 (the median scenario forecast is 8.2%).¹⁵ The increase of public expenditures as a percentage of GDP is well above the OECD average.¹⁶ Moreover, projections including long-term care expenditures are the following: from 6.7% in 2005 to a bracket of 11.3%-14.5% of GDP in 2050.¹⁷ The long-term care expenditures as a percentage of GDP are forecast to increase significantly more than the OECD average.

Public expenditures on education as a share of GDP are forecast to decrease from 4.3% in 2002 to 3.2% in 2030. Interestingly, it is forecast to diminish only slightly thereafter, reaching 3.1% in 2050.¹⁸ As in all the other OECD member countries studied, the decreasing trend in education expenditure is quite smooth compared to the sharp increase in healthcare expenditures.

Staff reallocation according to public service priorities

A policy of staff reallocation is being implemented within a decentralization program. But as already mentioned above, there is no evidence that ageing issues are being explicitly addressed in the implementation phase of this program.

Institutional division of responsibilities and budget reallocations, across levels of government

The institutional division of responsibility may change in the coming years. Policies related to succession and manpower planning – including proactive recruitment to offset large-scale departures, measures to retain older workers, etc. – are, to a large extent,

managed by departments and offices on a sectoral basis. However, more fundamental frameworks to meet ageing challenges would need to be shaped within a cross-sector human resources strategy, extending to the entire public service. The delegation of responsibility and design may be reformed in the coming years, as the Irish government recognizes the need to examine the issue of recruitment in relation to a number of factors including the ageing of the civil service.

A study has recently been completed on ageing and the recommendations are being considered. The Irish administration has signaled its interest in introducing a more coordinated approach to ageing, so as to develop more comprehensive policy responses.

3. Impact of government ageing strategy and reforms

3.1. Cost containment

Cost containment of pension liabilities is the cornerstone of the ageing strategy. Nevertheless, this does not mean that public service restructuring is not on the agenda. On the contrary, it has been endorsed through a comprehensive approach aimed at improving service delivery methods through the Modernization Program, begun in 1994. The aim was to increase the efficiency of the public sector through a reallocation of public expenditures, in order to attain a high level of service for the government and for the public as customers.

Service delivery was restructured with the implementation of the report, *Delivering Better Government*, in 1996. These structural reforms included: i) greater openness and accountability; ii) a mission of quality customer service; and iii) the efficient and fair enforcement of simplified regulations. Within government departments, these developments were to be underpinned by organizational improvements in human resource management, financial management, and enhanced information systems management. An initial progress evaluation of these reforms was conducted in 2002, and concluded that the civil service was better managed and more effective than it had been in the previous decade. This policy framework is still a priority of the Irish administration.

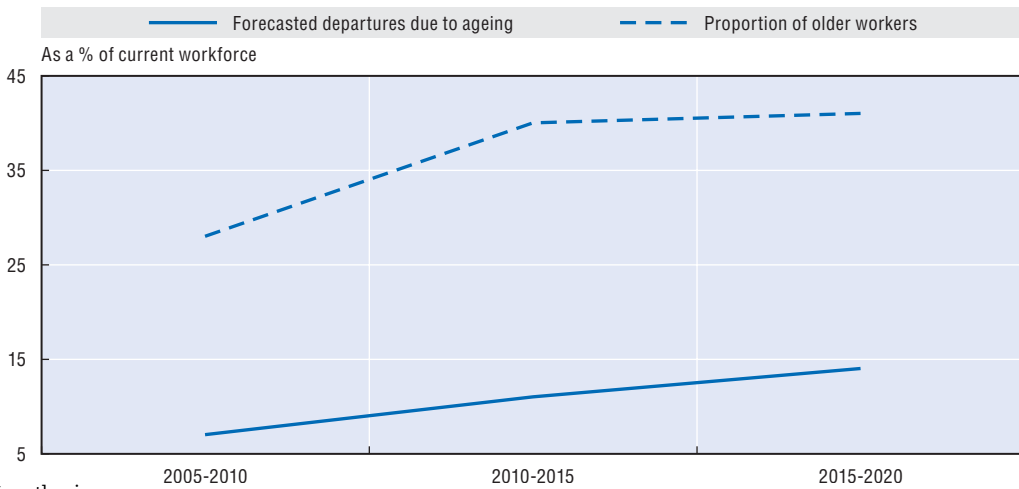
With regards to cost containment, the postponement of the retirement age should achieve both the goals of reducing future pension costs and increasing flexibility for employees. Against this background, the current minimalist ageing strategy may be sufficient to achieve desired efficiency improvements. Since the Irish administration has clearly expressed its intention to strengthen the ageing strategy with the upcoming human resource strategy for the civil service, it may well avoid a reduction in output. However, this will depend on the Irish government's commitment to tackling the needs of restructuring public service delivery in an ageing society.

3.2. Capacity maintenance

As there is no real ageing strategy for the civil service apart from pension reform, Ireland may face some capacity maintenance problems if the current ageing strategy is not amended. The strategy focusing on mobility to replace the leavers may be enough until the large-scale departures occur in the coming decade, but an active replacement policy will also have to be put in place.

It is unlikely that the 2004 pension reform will have an impact on the significant levels of departure occurring between 2015 and 2025. Measures have mainly focused on new entrants, who will retire well after this period.¹⁹

Figure 10.8. **Forecasted departures due to ageing and forecasted proportion of older workers**



Hypothesis:

Measure taken in 2004 will not have significant impact on forecasts until 2020.

These figures deal only with the civil service (37 000 employees).

Source: Irish National Statistics Office and OECD/GOV forecasts.

Nevertheless, the Irish government's increasing willingness to address ageing issues is a positive sign for its future ability to maintain capacity. The outcomes will of course depend on future rates of personnel attrition, but Ireland's specific demographic structures may have a profound impact on the process. Unlike a large number of OECD member countries, it may be sufficient for Ireland to adapt management tools and launch incremental coordinated measures until 2015. But after that, large-scale departures will certainly call for more structural human resource adjustments policy.

The positive sign is that the Irish government is aware of the need to modify its current ageing policy at some point in the coming years. Specific human resources needs due to ageing have already been identified. Some measures and human resources reforms have been indicated: i) flexibility in recruitment systems; ii) training of new managers; and iii) improved knowledge management system.

3.3. Taking advantage of ageing to reorganize public services and improve efficiency

This movement towards a more robust ageing strategy may lead to a new suite of services, and the coordination of personnel attrition with an assessment of skill deficits, in leadership and healthcare, for example. Nevertheless, it is too early to reach any conclusions on such questions.

One important issue is that of public resource reallocation across levels of government and sectors. It is very important to include a specific strategy for public healthcare service delivery, since demand for these services is constantly increasing. The government has taken significant steps in recent years to improve manpower planning and management in the health sector (see Annex 10.A3).

4. Conclusion

Capacity maintenance, pension costs and public service delivery seem to be relatively manageable in Ireland, over the short and middle term. Ireland's minimalist public sector

ageing policy is, for the moment, confined to pension liability management and anti-discrimination for older workers, as well as a strengthened mobility tool and capacity maintenance tool, and does not deal specifically with issues of skill deficits and older worker retention.

However, a more robust ageing policy framework will be needed in the future. Acknowledging this fact, the Irish administration has already signaled its intention to strengthen its ageing policies in the upcoming year, by making it a priority of its civil service-wide human resource strategy. This may result in a shift from the current incremental ageing policy to a proactive structural adjustment, or measures might be taken now to prepare the public sector sufficiently to avoid having to implement a structural overhaul of the civil service later.

Nevertheless, there are some specific points of potential complication, and it is likely that the central government will have to develop a cross-sector approach in terms of staff renewal and workforce planning that might then feed into the HR strategy process.

Finally, the need for consistent workforce planning, including specific measures aimed at replacing departing staff in the most appropriate manner and additional measures to delay large-scale departures (mandatory or voluntary), cannot be ignored over the medium and long term.

Notes

1. Census 2006, Principal Demographic Results, CSO.
2. *Op. cit.*
3. *Op. cit.*
4. *Ageing and Employment Policies/Vieillessement et politiques de l'emploi: Ireland*, OECD, 2005. The projections in Figure 10.2 are sensitive to the assumptions made with respect to future changes in life expectancy, fertility rates and immigration. They are based on the medium variant of the projections produced by the Irish Central Statistical Office.
5. *Ageing and Employment Policies/Vieillessement et politiques de l'emploi: Ireland*, OECD, 2005.
6. *Ageing and Employment Policies/Vieillessement et politiques de l'emploi: Ireland*, OECD 2005, p. 35.
7. *Ageing and Employment Policies/Vieillessement et politiques de l'emploi: Ireland*, OECD 2005, p. 40.
8. The government, the Minister for Health and Children, and the Department of Health and Children are responsible for health service provision in Ireland. On 1 January 2005 the Health Services Executive took responsibility for the delivery of all health and social services nationally.
9. The total public health sector comprises 101 000 public employees, among which roughly 23 000 are employed by voluntary hospitals.
10. The number of medical practitioners that will be required in 2015 is forecasted to be 10 555. The gap between the demand and the supply will be 2 330. In *Healthcare Skills Monitoring Report*, August 2005, *op. cit.*
11. *Op. cit.*
12. *Preparing Ireland's Doctors to Meet the Health Needs of the 21st Century*, MET Group, 2006.
13. See EPC projections for the EU Commission Ageing Working Group.
14. "Projecting OECD Health and Long-term Care Expenditures: What are the Main Drivers?", *Economic Department Working Paper N. 477*, OECD, 2006.
15. According to the cost containment scenario.
16. OECD average: 5.7% in 2005 and 6.3-9.6% in 2050 (median scenario: 7.7%).

17. According to the cost containment scenario and cost-pressure scenario, respectively. OECD average: 6.7% in 2005 to 10.1-12.8% in 2050.
18. *The Impact of Ageing on Public Expenditure: Projections for the EU25 Member States on Pensions, Health Care, Long-Term Care, Education and Unemployment Transfers (2004-2050)*, European Economy Special Report, N. 1 2006, DG Economic and Financial Affairs, European Commission, 2006.
19. According to Irish data, the recruitment age has been increased over the last decade. There has been a significant change in recent years, with the average age of recruits now around 30. Therefore, new entrants will leave the civil service after the critical periods of large-scale departures.

ANNEX 10.A1

Public Service Superannuation – Summary of Changes in Pension Ages and Terms for New Entrants to the Public Service

Group	Terms	Pre-April 2004	Post-April 2004
Civil servants, nurses, local government staff and others	Earliest age at which pension can be paid ¹	60	65
	Compulsory retirement age	65	None
Police	Earliest age at which pension can be paid	50 <i>(subject to 30 years' service)</i>	55
	Compulsory retirement age (for all ranks up to and including Inspector). <i>In general, members in the rank of Superintendent or higher have a max retirement age of 60</i>	57	60 <i>(subject to health and fitness certification after age 55)</i>
Prison officers	Earliest age at which pension can be paid	50 <i>(subject to 30 years' service)</i>	55
	Compulsory retirement age	60	60
Psychiatric nurses/consultants <i>(employed under the Mental Treatment Act only)</i>	Earliest age at which pension can be paid	55	65
	Compulsory retirement age	65	None
Teachers	Earliest age at which pension can be paid	55 <i>(subject to 35 years' service)</i>	65
	Compulsory retirement age	65	None
Permanent defense force			
Enlisted personnel	Earliest age at which pension can be paid	After 21 years service (no age specified)	50
	Compulsory retirement age	60	No change
Officers	Earliest age at which pension can be paid	After 12 years service (no age specified)	50
	Compulsory retirement age	varies	No change
Parliamentarians and ministers	Earliest age at which pension can be paid	50	65
	Compulsory retirement age	None	No change

1. This refers to "established" staff. "Unestablished" staff (e.g. Services Officers) already have a single retirement age of 65.

ANNEX 10.A2

Decentralization Program (December 2003)

For the first time ever, decentralization will entail the transfer of entire departments, including their ministers and senior management, to provincial locations. A total of eight departments, as well as the Office of Public Works, will move their headquarters from Dublin to provincial sites, leaving only seven remaining departments headquartered in Dublin. In the process, over 10 000 civil and public service jobs will relocate to 58 locations throughout Ireland. An Implementation Group was appointed by the Minister of Finance to guide this process forward.

A wide range of factors were taken into account and balanced against each other in selecting the departments and agencies for decentralization and the locations for the new decentralized offices.

Factors for selecting departments for decentralization included:

- the imperative that customer service standards not be adversely affected by decentralization;
- the core business and nature of the relevant departments and agencies;
- the location of their customer base;
- the need to ensure that the units were large enough to provide career opportunities for staff, either within their own department or in others within a reasonable distance.

Factors for selecting new locations included:

- the need to achieve a fit with the National Spatial Strategy, in terms of the gateways, hubs and their respective catchments;
- the location of existing decentralized offices;
- the desirability of clustering a department's decentralized units within a single region;
- the importance of respecting the scale and character of locations in terms of their capacity to absorb the number of new jobs;
- the existence of good transport links – road, rail or air – and the general infrastructural capacity of the area.

Impact on human resource management

Given the nature of public services, there will be a significant impact on human resource management processes. Public services are dependent on the skills, abilities and ethos of their personnel and so human resource issues are absolutely vital to

implementing the decentralization program in a way that ensures the effective operation of departments and agencies.

Short-term issues include:

- systematically identifying staff who are willing to be transferred;
- dealing fairly with staff who opt to remain in Dublin;
- ensuring that personnel transfers take place in an orderly and efficient manner, maintaining continuity for both the personnel and the organization;
- supporting staff in acquiring the necessary training and experience to ensure that the needs of the organization are not adversely affected.

Longer term issues include:

- recruitment practices will have to adapt to the new locations;
- new arrangements will have to be put in place for promotion, which take into account the decentralized nature of the civil and public service and the desirability of maximizing regional promotional opportunities.

ANNEX 10.A3

Developments in the Field of Manpower Planning in the Health Sector

Review of manpower needs in the health service

A comprehensive review of manpower needs in the health sector, excluding doctors, was carried out by the Skills and Labour Market Research Unit of the FAS. *The Healthcare Skills Monitoring Report* (FÁS Report) was published in 2005. The report was developed in association with a working group from the Department of Health and Children. It provided an analysis of the labor market in healthcare and identified current and future skill shortages to 2015.

More recent analysis gives an overview of workforce planning needs and the actions being taken in the public health service, excluding the medical profession, which is to be dealt with separately, over the short and medium term. It provides data on the numbers employed in the various occupational groups and classifies the various occupations into three groups, identifying gaps in supply. Another report which has had a significant impact is *Current and Future Supply and Demand Conditions in the Labor Market for Certain Professional Therapists* (Bacon, 2001).

Medical education and training

In relation to doctors, medical education and training – drawing on reports from two expert working groups, the Fotrell and Buttmer Reports – the government approved a new strategy on the provision and funding of medical education and training in Ireland. These reports were commissioned in light of concerns about emerging shortages of doctors due to demographic and workplace factors (e.g. impact of the European Working Time Directive). A detailed manpower planning exercise was undertaken as part of the analysis which, *inter alia*, took account of the age profile of the existing workforce and, in response, it was proposed to more than double the number of training places available to EU students (to 725 per annum) over the next four years.

Nursing

Nurses and midwives make up the largest group of employees within the health service – 35% of the total. There are 36 737 nurses/midwives employed in the health service, an increase of 11 126 (43%) since 1997. Employers in the public health service reported 1 106 vacancies at the end of September 2006, or 3% of the nursing workforce, down from 3.24% in September 2005.

A short-term gap in supply arose in 2005/2006 because there were no nursing graduates in 2005, following the introduction of the four-year degree program in 2002. The HSE established a National Nursing & Midwifery Recruitment and Retention Group to coordinate initiatives so as to ensure a sufficient supply of nurses. The 2005 deficit was met through a package of measures, the most significant of which was a very successful overseas recruitment drive. The first nurses from general, psychiatric and intellectual disability nursing degree programs will graduate in 2006. A central pooling system has been established to help the 1 245 graduates in 2006 to secure employment in Ireland although not necessarily in their preferred location.

Training places for nurses increased from 968 for student nurses in 1998 to 1 640 in 2002. In addition undergraduate degree courses started in autumn 2006 in midwifery (140 places per annum) and integrated children/general nursing program (100 places per annum). This will bring the annual combined student intake each year to 1 880.

Nursing is a very mobile profession, with both inward and outward migration. The CSO's *Quarterly National Household Survey* estimates that 9.5% of nurses (public and private sector) working in Ireland are non-nationals. Many Irish nurses choose to go abroad for some period of time after graduation but the anecdotal evidence suggests that many return after having gained valuable experience in overseas health services.

The FAS report suggests that the balance of supply and demand for nurses and midwives in the medium to long term will be determined by a number of variables such as service developments and expansion on the demand side and changing methods of service delivery, including skill mix, on the supply side. The report notes that the ratio of nurses to population is much higher in Ireland than in other developed countries. Children's nurses are the only group to be placed in Group 1, i.e. a projected long-term shortage that must be addressed through an increase in places. This is being addressed by the introduction of the new degree arrangements.

Comments

The FÁS *Healthcare Skills Monitoring Report 2005* provides an analysis of the labor market in healthcare and identifies current and future shortages of healthcare skills to 2015. The key message from the report is that the ageing of the population, the expansion of disability services and service developments generally will have significant manpower implications which will have to be planned for carefully in advance to avoid shortages and to ensure the appropriate skill mix in service delivery.

The projections in the FÁS Report are based on normal ongoing service developments rather than any particular focus on the age profile of the workforce. Shortages are identified in children's nursing, radiography, podiatry and dietetics. Developing and expanding services such as the Disability Act 2005, the Education for Person with Special Needs Act 2004, the development of primary care teams and cancer strategy are already impacting on workforce needs in the short to medium term. The government's commitment to provide extra resources for services for older persons and for people with disabilities will require additional personnel across a range of health care professions in the coming years. The cancer caseload is rising due to the aging population. The near doubling of the number of cancer cases anticipated over the next 15 years will require a continued expansion in cancer service capacity. In addition the NESC Strategy 2006 predicts that the population in Ireland will rise by 25% over the next three decades to

between 4.98 and 5.52 million, depending on fertility and migration rates. These population figures are borne out by the 2006 census preliminary report, which estimates that the population now stands at 4 234 925 – the highest level since 1861.

The number of persons aged 65 and over is predicted to rise from 469 000 in 2006 to 1 105 000 by 2036, increasing the old age dependency ratio from 18% to 38%. The number of people aged 85 and over will increase from 46 700 in 2006 to 155 000. This trend is expected to continue out to 2056 when the old age dependency ratio is projected to reach 59%. It is estimated that 8.3% of the Irish population have disabilities and, of these, 58% have more than one disability. Other factors to be considered in workforce planning are the increasing mobility of health professionals with inward and outward migration being the norm, the increased demand for part time working and family-friendly work practices due to the growing proportion of women in medical professions.

The Health Services are already experiencing manpower difficulties in the short to medium term due to developing and expanding service demands in disability and elderly care services. Given the scale of these developments the authorities have now established a joint working group whose initial task will be to review future human resource requirements in those particular services as well for cancer services.

The healthcare sector reform program mentioned above, introducing specific policies for the selection and training of medical professionals, aims to confront the capacity maintenance challenges, but also to “go beyond the traditional concept of health service (...) and add up a major change in the delivery of the health service to the public”.*

* “Preparing Ireland’s doctors to meet the health needs of the 21st century”, Medical Education and Training Group.

Table of Contents

Executive Summary	11
<i>Part I</i>	
Synthesis Report	
Chapter 1. The Ageing Challenge	17
1. Ageing public sector workforces in the context of ageing populations	18
2. Challenges and opportunities of ageing for the management of public services ...	22
Notes	26
Annex 1.A1. Notes for Figures 1.2, 1.3, 1.4, 1.5 and 1.6	27
Chapter 2. Country Actions	29
1. How are countries addressing cost containment and the need for productivity increases in the public service?	30
2. How are countries addressing the need to maintain capacity?	35
3. How are countries addressing the need to reallocate resources according to new priorities?	37
4. How are countries managing their public service so that departures do not lead to future hiring that tightens the wider labour market?	39
Notes	39
Chapter 3. Review of Country Strategies	41
1. Policy tools	42
2. Country-specific enabling conditions and constraints	43
3. Do countries have holistic proactive ageing strategies?	44
Notes	48
Chapter 4. Towards Sustainable Ageing Strategies and Actions for Government	49
Bibliography	53
Annex 4.A1. Country Fact Sheets: Strategy Components	56
<i>Part II</i>	
Case Studies	
Chapter 5. Ageing and the Public Service in Australia	77
Executive Summary	78
1. Ageing: Facts, figures and forecasts	79
2. Adapting the Australian Public Service to ageing challenges: Government strategy and actions	84
3. Impact of government ageing strategy and reforms	93
4. Conclusion	95
Notes	96

Chapter 6. Ageing and the Public Service in Denmark	99
Executive Summary	100
1. Ageing: Facts, figures and forecasts	100
2. Adapting the civil service to ageing challenges: Government strategy and actions	106
3. Impact of government ageing strategy and reforms	115
4. Conclusion	117
Notes	118
Chapter 7. Ageing and the Public Service in Finland	119
Executive Summary	120
1. Ageing: Facts, figures and forecasts	121
2. Adapting the civil service to ageing challenges: Government strategy and actions	126
3. Impact of the government ageing strategy and reforms	132
4. Conclusion	135
Notes	136
Chapter 8. Ageing and the Public Service in France	139
Executive Summary	140
1. Ageing: Facts, figures and forecasts	141
2. Adapting the civil service to ageing challenges: Government strategy and actions	148
3. Anticipated impact of government actions	157
4. Conclusion	161
Notes	161
Chapter 9. Ageing and the Public Service in Germany	163
Executive Summary	164
1. Ageing: Facts, figures and forecasts	165
2. Adapting the civil service to meet ageing challenges: Government strategy and actions	171
3. Projected impact of government action	177
4. Conclusion	179
Notes	180
Chapter 10. Ageing and the Public Service in Ireland	181
Executive Summary	182
1. Ageing: Facts, figures and forecasts	182
2. Adapting the civil service to the ageing challenges: Government strategy and actions	187
3. Impact of government ageing strategy and reforms	194
4. Conclusion	195
Notes	196
Annex 10.A1. Public Service Superannuation – Summary of Changes in Pension Ages and Terms for New Entrants to the Public Service	198
Annex 10.A2. Decentralization Program (december 2003)	199
Annex 10.A3. Developments in the Field of Manpower Planning in the Health Sector	201
Chapter 11. Ageing and the Public Service in Italy	205
Executive Summary	206
1. Ageing: Facts, figures and forecasts	206
2. Adapting the civil service to ageing challenges	210
3. Impact of government strategy and reforms	217
4. Conclusion	218
Notes	219

Chapter 12. Ageing and the Public Service in the Netherlands	221
Executive Summary	222
1. Ageing: Facts, figures and forecasts	222
2. Adapting the civil service to ageing challenges: Government strategy and actions	225
3. Impact of government ageing strategy and reforms	232
4. Conclusion	235
Notes	236
Chapter 13. Ageing and the Public Service in Portugal	237
Executive Summary	238
1. Ageing: Facts, figures and forecasts	239
2. Adapting the civil service to ageing challenges: Government strategy and actions	246
3. Impact of government ageing strategy and reforms	253
4. Conclusion	257
Notes	257

• • •

List of Boxes

2.1. Overview of pension reform in selected OECD member countries	31
2.2. Finland: The Productivity Programme and the Decision on Central Government Spending Limits	34
2.3. Attractiveness Programme in Denmark	35
2.4. Forward-looking management of employment and competencies (GPEEC) in France	38

List of Tables

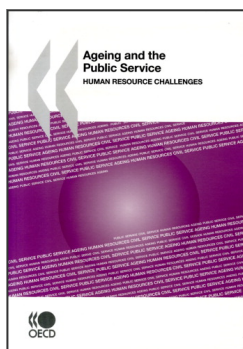
1.1. Changes in old age dependency ratio and participation rates of older workers	19
1.2. Compensation costs and size of departures from government service	23
1.3. Ageing in and departures of staff from management levels and executive functions	25
1.4. Ageing and departure challenges in the health and education sectors: France, Ireland and the Netherlands	26
3.1. The effects of policy tools on the different policy goals	43
3.2. Comparison of public service ageing policies	47
4.1. Lessons from the case studies: Policy emphasis, preconditions, risks and possible best outcome	51
5.1. Australian population for selected age ranges	79
5.2. Australian population projections for selected age ranges (millions of people)	80
5.3. Ongoing employees – proportion by age	82
6.1. Age structure in the Danish state sector (state sector, including agency employees)	103
6.2. Number of employees with a lower mandatory retirement age	109
7.1. Age of personnel in different sub-sectors, in 2004	126
8.1. Age structure of the French population	141
8.2. Distribution of state civil servants, by ministry, age and sex, as of 31 December 2003	146
8.3. Forecasted pensions costs	150
8.4. Financial impact of the various measures in the 2003 pension reform (Horizon: 2020)	158
9.1. Age structure of persons employed by the federal government on 30 June 2003 (%)	168
9.2. Age structure of persons employed by the federal Länder on 30 June 2003 (%)	168
9.3. Age structure of persons employed by the communes on 30 June 2003 (%)	168
10.1. Employees in the public service, by sector	185
10.2. Projected expenditures on public service pensions (in [euro] m at constant 2004 pay terms)	189
11.1. Age structure of population (%)	207
11.2. Total population forecasts	207
11.3. Age structure of population (%) – 1990-2050	207
11.4. Number and average age of public managers belonging to state administrations (ministries) per level in 2006	210

11.5. Pension expenditure (2000 prices – millions [euro])	212
11.6. Number of pensions (thousands)	212
11.7. Employees with open-ended contracts	213
11.8. Recruitment and departure rates in the Italian public service (%)	214
11.9. Employees by type of contract	214
11.10. Public pension expenditures, as a % of GDP	217
12.1. Public service in (sub)sectors versus health care versus private sector	224
13.1. People in the service of private institutions	241
13.2. Total expenses with health care by ADSE (in euros)	241
13.3. Age average of health staff	244
13.4. Public sector	247
13.5. Expenditure on CGA pensions (% of GDP)	254
13.6. Number of CGA retirees and pensioners (2005 = 1.00)	254

List of Figures

1.1. Population ageing in OECD member countries	18
1.2. Proportion of workers above 50, at national/federal government level, in 1995 and in 2005	20
1.3. Proportion of workers above 50 at the national/federal government level and proportion of persons above 50 in the total labour force, 2005	20
1.4. Proportion of workers above 50 in sub-national levels of government, in 1995 and in 2005	21
1.5. Proportion of workers above 50 in sub-national levels of government and in the total labor force, 2005	21
1.6. Proportion of workers at the national/federal level between 40 and 50 and above 50 years old	21
1.7. Illustrative scheme of ages in public and private sector labour forces	22
1.8. Forecasted departures due to ageing at central government level	22
5.1. Projected trends in dependency ratios 2000-2050 (%)	80
5.2. Age profile of ongoing APS employees and labour force (2005)	82
5.3. Ongoing staff – Age profile	82
5.4. Projected age profile 2012 and actual age profile 2002	83
5.5. APS employees (1990-2005)	88
5.6. Resignation/retirement rate for selected ages	94
6.1. Proportion of age bands in the total population	101
6.2. Demographic dependency ratio in OECD member countries, 2000-2050	101
6.3. Age structure in the Danish state sector over the last 10 years	103
6.4. Number of active civil servants	104
6.5. Age distribution in the Danish state sector: 2001 (observed) and 2011 (key forecast)	104
6.6. Per cent of employees in each ministry over the age of 54 years	105
6.7. Age distribution according to sector (%), 2001	106
6.8. Pension recipients and net expenses until 2050	107
6.9. Relative change in number of employees (% of total for each ministry), 1999-2003	110
6.10. Age distribution related to wage-brackets	111
6.11. The most important factors in relation to stay or leave the workplace (in %)	113
6.12. Forecasted departures from the public service due to ageing and forecasted proportion of older workers depending on the achievement of reforms already being implemented (state sector)	116
7.1. Demographic trend in Finland from 1950 to 2040	121
7.2. Demographic dependency ratios, 2000-2050 (%)	122
7.3. Average age in the state sector and the total employed labour force	124
7.4. Cumulative attrition	125
7.5. Forecasted departures from the public service due to ageing and forecasted proportion of older workers depending on the achievement of reforms already being implemented Finland, State personnel	133
8.1. Demographic dependency ratios, 2000-2050 (%)	142
8.2. Evolution of age structure in the public and private sector workforce	143
8.3. Evolution of the age structure of workers in the three civil services	145
8.4. State civil servants by rank category and age, as of 31 December 2003	147

8.5. Age pyramid of teachers in the state civil service, as of 31 December 2002	147
8.6. Civil/military scheme: demographic projections	150
8.7. Forecasted departures from the public service due to ageing and forecasted proportion of older workers depending on the achievement of reforms already being implemented France, central government	159
9.1. Age structure of the German population in 2003 (% of total)	165
9.2. Demographic dependency ratio in OECD member countries, 2000-2050	166
9.3. Forecasts for large-scale departures and increasing proportion of older worker ...	170
10.1. Evolution of the age structure of the total population 1991-2006	183
10.2. Forecasted shares of total population by age group	183
10.3. Projected trends in dependency ratios, 2000-2050 (%)	184
10.4. Age groups in the total labour force (2006)	185
10.5. Age groups in the civil service	186
10.6. Projected proportion of older workers in the civil service	186
10.7. Number of actives per pensioner	188
10.8. Forecasted departures due to ageing and forecasted proportion of older workers	195
11.1. Demographic and economic dependency ratios 2000-2050 (%)	208
11.2. Average age of public personnel per specific areas of public sector – 2004	210
12.1. Demographic dependency ratios, 2000-2050 (%)	223
12.2. Replacement rates 2003 and 2013	230
13.1. Evolution of total population by age	239
13.2. Estimates of dependency ratios of elderly people in Portugal, 2000-2050 (% of people above the age of 65 in relation to the 20-64 age group).....	240
13.3. Ageing index of population	240
13.4. Employment in the public administration by age groups and gender (1999)	242
13.5. Employment in central administration by age group and gender – 2005	243
13.6. Population by age in central and local administrations	243
13.7. OECD forecasts for large-scale departures and proportions of older workers in the public sector	244
13.8. Average age in central administration by organisation (2005)	245
13.9. Total number of pensioners and retired people	247
13.10. Expenditure with personnel in % of the GDP	249
13.11. Forecasted departures from the public service due to ageing and forecasted proportion of older workers depending on the achievement of reforms already being implemented (Portugal, central government)	255
13.12. Forecasted departures from the public service due to ageing and forecasted proportion of older workers depending on the achievement of reforms already being implemented (Portugal, local government)	256



From:
Ageing and the Public Service
Human Resource Challenges

Access the complete publication at:
<https://doi.org/10.1787/9789264029712-en>

Please cite this chapter as:

OECD (2007), "Ageing and the Public Service in Ireland", in *Ageing and the Public Service: Human Resource Challenges*, OECD Publishing, Paris.

DOI: <https://doi.org/10.1787/9789264029712-12-en>

This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD member countries.

This document and any map included herein are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

You can copy, download or print OECD content for your own use, and you can include excerpts from OECD publications, databases and multimedia products in your own documents, presentations, blogs, websites and teaching materials, provided that suitable acknowledgment of OECD as source and copyright owner is given. All requests for public or commercial use and translation rights should be submitted to rights@oecd.org. Requests for permission to photocopy portions of this material for public or commercial use shall be addressed directly to the Copyright Clearance Center (CCC) at info@copyright.com or the Centre français d'exploitation du droit de copie (CFC) at contact@cfcopies.com.