



"TO CHAMPION THE WELLBEING OF ALL MEMBERS"

RACO SUBMISSION

TO THE

**PUBLIC SERVICE
PAY COMMISSION**

30 NOVEMBER 2016



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1.0 Introduction

- 1.1 The Defence Forces is a complex and diverse organisation that has seen significant changes on an on-going basis since the 1990's. An understanding of the complex organisation and roles of the Defence Forces, as well as knowledge of the nature of the officer profession and the working life of commissioned officers, are essential to an appreciation of the significant change in the Defence Forces since the last benchmarking exercise in 2006 while also gaining an understanding of the impact of these developments on commissioned officers.
- 1.2 The Minister for Defence recognises the commitment and professionalism of the Defence Forces personnel where he states "the single greatest asset the Defence Forces has is its personnel" (White Paper 2015). The Association notes the comments in the White Paper where it places emphasis on ensuring an excellence of approach in relation to human resources management so that the Defence Organisation is an employer of choice while also delivering efficient and effective defence outputs.
- 1.3 The Taoiseach, at the naming and commissioning ceremonies of the Naval Service's newest vessel, the L.É William Butler Yeats on 17 October 2016, recognised the commitment of those serving in the Defence Forces and the continuous "loyalty of the Defence Forces" to the State.
- 1.4 In order to fully appreciate the Association's submission, in the context of the outlined Terms of Reference, this submission provides the relevant background of the Defence Forces as an organisation, including its specific service conditions and the unique demands placed on commissioned officers.

2.0 Structure of the Submission

- 2.1 The Executive Summary will identify the position of the Association with respect to the identified Terms of Reference of the Public Service Pay commission. The summary will identify key issues for the Commission's consideration. These are considered in detail in Sections 1-8 of the main body.
- 2.2 Sections 1, 2 and 3 of this submission provide context to the roles of the Defence Forces, the conditions of service, pay structures and the professional demands associated with the commissioned ranks.
- 2.3 Section 4 & 5 provides context to the significant change in the Defence Forces since the last benchmarking exercise in 2006, the role of the organisations leaders (commissioned officers) in leading and managing continual change. These sections identify the additional personal and professional impact that these changes have had on the duties and responsibilities associated with the job and role of commissioned officers in the Defence Forces and the impact on both their personal and professional lives.
- 2.4 Section 6 discusses the two identified terms of reference analysing the comparison between the appropriate rates for identifiable groups with prevailing private sector/market rates having regard to evidence on recruitment and retention trends

in respect of each group. This section also discusses the comparison between appropriate rates for identifiable groups within the public service with their equivalents in other jurisdictions, particularly where internationally traded skillsets are required, having due regard to differences in living costs.

- 2.5 Section 7 provides objective analysis on the appropriate pay levels for officeholders factoring how the pay, pensions and conditions of service of military officers should be evaluated relative to other sectors.
- 2.6 Section 8 summarises the rationale justifying the association's claim for pay restoration, pay increase, allowance reinstatement and allowance increase for identified categories of compensatory allowances.
- 3.0 **Executive Summary**
 - 3.1 The Defence Forces has undertaken significant steps in recent years in order to maintain and develop capabilities. This is being conducted within a reduced resource envelope. The continual reduction in manning levels, in particular at the ranks of commissioned officer, and the reduction in Defence Force infrastructure has resulted in greater workload on those serving which is compounded by increased demands on duty time while separated from family and community.
 - 3.2 Since 2006, the Defence Forces and commissioned officers in particular, have continued to fulfil all assigned tasks, at home and overseas. This has been achieved against a backdrop of a radically reduced headcount and reduced resources. Officers have made significant personal and professional sacrifices, due to the associated increase in the size of the job and its attendant responsibilities.
 - 3.3 The impact of these increased demands and the escalation of service factors on those serving in the Defence forces have been reflected in the recent Climate Survey Report published by the Minister for Defence in September 2016 (*See the Department of Defence Website*). The additional demands on commissioned officers have resulted in a significant increase in separation from family and community contributing to the problematic "retention" issues faced by the organisation.
 - 3.4 The submission by RACO focuses on four key pillars in the context of the very significant and additional demands of military service factored in remuneration and conditions of service. This submission supports our claim in seeking;
 - I. Restoration of Pay to the 2008 Pay Scales- Pre FEMPI.
 - II. Pay Claim- Based on the additional demands of service and additional productivity delivered by the ranks of commissioned officers in line with the Towards 2016 Public Service Collective Agreement.
 - III. Allowance restoration and increase in consideration of significant productivity delivered by commissioned officers.
 - IV. Review of the Defence Force Numbers – Employment Control Framework.

4.0 Submission Approach – Terms of Reference

- 4.1 Two of the terms of reference, identified by the PSPC to establish comparators are merged in this submission due to the recognised limitations in establishing external sectoral equivalence and comparators. The range and scale of differentiators is identified in Sections 1,2,and 3 to facilitate the commission in understanding the nature of the profession of commissioned officers.
- 4.2 To establish the baseline for evaluation of Pay and Conditions of Service in the Defence Forces, the analysis and recommendations of the Commission on Remuneration and Conditions of Service in the Defence Forces (Gleeson Commission), established on 29 July 1989 should initially be considered.

5.0 Evaluation of Remuneration – Defence Forces

- 5.1 The Commission on Remuneration and Conditions of Service in the Defence Forces (Gleeson Commission) was established on 29 July 1989 to:

'carry out a major review of the remuneration and conditions of service of the Defence Forces having regard to their separate and distinct role and organisation and to make recommendations.'

- 5.2 This was the first independent commission in the history of the State to examine pay and conditions in the Defence Forces. It was also the first opportunity for members of the Defence Forces to make a case on their own behalf directly to an independent body.
- 5.3 As the first independent body to examine pay and conditions in the Defence Forces, the findings of the Gleeson Commission effectively established the basis and structure of Defence Forces remuneration and conditions and has shaped the relevant structures going forward.
- 5.4 The Gleeson Report (Para 3.6.4) stated that "Comparison was a starting point for the Commissions examination of military salaries. However, its recommendations are not derived mechanistically from the comparison undertaken. Comparisons can reduce the range of possible answers but do not provide a mathematically correct answer".
- 5.5 The report goes on to state (at para 3.7.10) that *"one factor which must be taken into account is the need to arrive at rates of pay which are sufficient to enable the DF to recruit and retain personnel of the proper quality."*
- 5.6 Additionally Para 3.7.11 states *"To ignore identifiable problems of recruitment would be to run the risk that the Defence Forces would be unable to secure the services of sufficient numbers of suitable personnel. To ignore clear evidence of difficulties would lead to out-flow of skilled personnel. In either event, the capacity of the Defence Forces to carry out the tasks assigned to them could be undermined and the problems would take many years to remedy."* This finding is particularly relevant as the "retention" of commissioned officers continues to be a major challenge for the Defence Forces.

6.0 Comparison with Public, Private and Foreign Military Organisations

6.1 Terms of Reference outlined by the PSPC will be addressed in the following paragraphs. Sections 6 provide the context to these conclusions.

- Comparing appropriate rates for identifiable groups with prevailing private sector/market rates. This should have regard to evidence on recruitment and retention trends in respect of each group
- Comparing appropriate rates for identifiable groups within the public service with their equivalents in other jurisdictions, particularly where internationally traded skillsets are required, having due regard to differences in living costs;

6.2 Comparing Defence Forces commissioned officers to professionals of other sectors is difficult. This was confirmed by the Gleeson Commission in 1990. Military officers perform a diverse range of roles across a extensive range of specialist and operational roles in the Army, Air Corps and Naval Service. Accordingly, Section 6 of this submission examines pay, where appropriate, with a range of private sector equivalents, appropriate Garda ranks and international military professionals.

6.3 Comparisons are made with similar type of appointments in the private sector. In general, military professionals are exiting to take up the higher salaries available in the private sector. Securing a job that affords greater stability to worklife balance and family relationships are recognised as a key factor in these officers decisions.

6.4 Exit interview with officers voluntarily exiting the Defence Forces confirms that many specialist officers to include Naval Service Operations, Marine Engineers, Pilots, Air Traffic Controllers, IT and Engineers are exiting to higher paid salaries and benefits in the private sector.

6.5 Section 6 examines particular ranks of the Garda Síochána. Here basic levels of pay are similar to Defence Forces ranks but the additional benefits of allowances, to include overtime, significantly raises overall take home pay by sums up to 36.75% for Inspectors.

6.6 Comparators with other International militaries is particularly difficult due to the wide range of pay scales as a consequence when factoring the overall benefits provided by conditions of service. For this reason, Section 6 compares the support provisions of Defence Force service relative to other Public Sector and Foreign Military professionals.

6.7 Using various reports on employment terms and condition, 24 standard non-pay related benefits were identified in the other sectors. In order to inform the PSPC, Section 6 sets out whether or not these benefits have comparitors within the Defence Forces. Considering the range of these benefits, their applicability to commissioned officers is analysed identifying areas where Defence Force officers are at a disadvantage.

6.8 Since the last Benchmarking exercise in 2006, general conditons within the military have changed. Overall numbers have been reduced through cuts or retention issues, but operational outputs have greatly increased. This has increased the burden on

remaining officers. Additionally, factors like increased incidents of weekly commuting, the introduction of Lifetime Community Rating levies, removal and taxation of military specific allowances has significantly reduced the overall remuneration package for those serving.

- 6.9 Section 6 outlines the range of restrictions placed on those in service relative to other Public and Private Sector professionals. These include exemption from the Working-time Directives and Industrial Relations .

7.0 Evidence on recruitment and retention within the public service.

- 7.1 The current establishment for officers in the Defence Forces is 1,233. The current strength is 1,113. Prior to the 2012 reorganisation of the Defence Forces the establishment for officers was 1,437, with strength on 31 Dec 2011 being 1,303. However, the employment control framework (ECF) has further reduced the establishment of officers from 1,437 to 1,233 (a reduction of 14%).

- 7.2 During the period from 2006-2016, a total of 657 officers have exited the organisation¹. Of these retirements, 401 were of a voluntary nature. During the same period the 442 officers have been commissioned across the Army, Air Corps and Naval Service.

- 7.3 **Officer Turnover:** The Defence Forces is currently staffed with 90% of its officer strength (1,233). Over the last three years, on average, twice as many officers left the organisation as were commissioned (inducted). The current turnover rate of officers is minus 4% (see figure 1.1) The current turnover rate of officers is simply unsustainable.

	2014	2015	2016	Average
Exits	82	75	80	79
Commissioning	35	29	39	34.33333
Exits/commissionings	2.342857	2.586207	2.051282	2.3

Figure 1.1 Exits and Commissioning

- 7.4 Based upon current trends in the Defence Forces, is it probable that the actual strength of officers within the Defence Forces will fall below 1,100 by 31 Dec 2016. However, this figure does NOT reflect the actual operational 'day to day' availability of officers within staffs and units for reasons that are highlighted throughout this submission. *The effective strength in operational units on a daily basis is running at 50%.*

7.5 Cohort Analysis of officer retirements 2010-2016

- 7.5.1 410 officers retired between 2010 and 2016. The vast majority of these retirements were of Captain, Commandant and Lieutenant Colonel rank. Figure 1.1 shows how the number of Captains retiring trebled between 2010 and 2015. These statistics are, the Association contends, an indication of the difficult work life balance

¹ 503 from the Army (57% turnover), 85 from the Air Corps (51% turnover) & 69 from the Naval Service (38% turnover).

imposed on officers after the reorganisation of the Defence Forces as many of these retirees would have been extremely suitable for promotion to Commandant and further career progression. Not surprisingly, the exodus of Commandants peaked in 2011 just before the reorganisation of the Defence Forces.

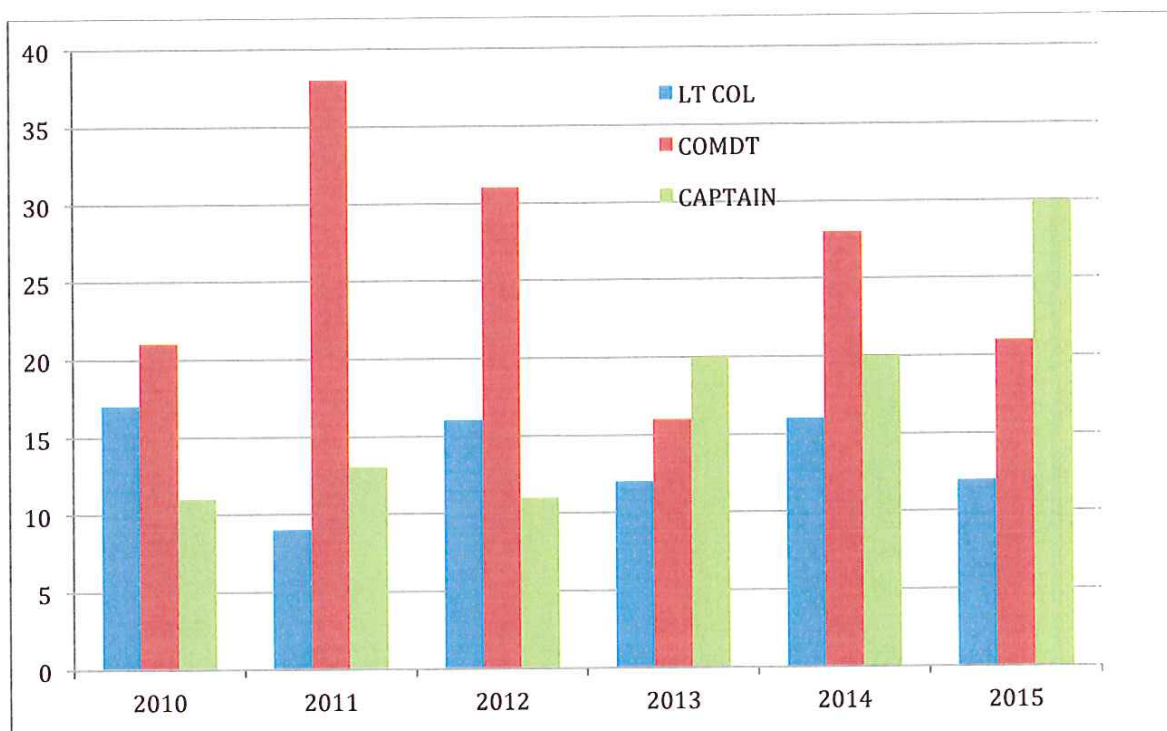


Figure 1.1 Officer retirements 2010 to 2015

7.6 In addition to the actual vacancies within the officer numbers, there are also a very significant number of operational and administrative factors that are impacting upon the actual number of officers available for operational duties on a daily basis. The following factors have a significant effect on the availability of officers:

7.6.1 Inaccurate Recognition of Numbers in ECF. Junior Officers on overseas duty are NOT factored as appointments in the ECF. In effect this means that there are currently 57 junior officers appointments VACANT on island as these officers are deployed overseas. This figure will increase to 68 upon the deployment of 109 Bn to UNIFIL in Nov 2016.

7.6.2 Inaccurate Recognition of Full Time Training Requirements. Students on Junior and Senior Command & Staff Courses. There is NO allocation on C.S.4 to take account of officers partaking of the JCSC or SCSC. Therefore for the duration of these courses 6.5 months and nine (9) months respectively the various Bdes/Fmns will carry those officers on their overall strength. For the forthcoming courses due to commence on 29 Aug 2016, this will necessitate 32 Cpts and 15 Comdts appts within Bdes/Fmns being vacant.

7.6.3 Officers on leave of absence (LOA). There are currently 28 officers on LOA for in excess of one (1) year. The DF is NOT authorised to promote or induct against these figures and they are carried on the overall DF strength.

7.6.4 Officers on Secondment. There are currently three (3) officers on long-term secondment both on and off island. Again the DF is NOT authorised to promote or induct against these figures and they are carried on the overall DF strength.

7.6.5 By November 2016, the effective day to day on island operational strength of officers will be 877.² This will result in 299 'real' vacancies within DF Bdes/Fmns for considerable periods into the future. The majority of these vacancies will affect the ranks of Capt/Lt (NS) and Comdt/Lt Cdr.

7.7 Future Manning Level Projections

7.7.1 The majority of officer exits from the DF over the last 10 year period are from the Army component. The average annual amount of officer exits from the DF over the period 2006-2016 has been 66 while (induction/recruitment) commissioning figures for the same period have averaged 44.

7.7.2 The average annual retirement rate over the last 10-year period is 66 officers per year. However, when the last three (3) years are analysed this rate increases to 77 officer retirements per year. This significant increase is likely to continue as strongly indicated in the 'Have your say' Climate Survey for the Defence Force published in 2016.

7.7.3 The ECF fails to accurately reflect current manning level requirements. The result is that operational units are currently operating with less than 50% of the designed strength of officers. In addition, the creation of additional overseas units has had 27 officer appointments that are NOT reflected in the Defence Forces ECF numbers.

7.7.4 In summary, the strength figure for Army Officers is at its lowest since at least 1969³. The current figure is 841. This figure will continue to decline until retention policies are developed and larger Cadet Classes are commissioned. What is also clear is that the shortage of officers at Lieutenant, Captain and Commandant ranks will continue for a significant period until larger Cadet Classes are promoted to the rank of Captain. In effect this will NOT be resolvable until at least 2024/5.

7.8 Implications

7.8.1 Commissioned officer numbers in operational units are running at 50% of actual designed strength. 38 vacancies exist in the commissioned officer ranks of the Naval Service and 32 vacancies exist in the commissioned officer ranks of the Air Corps. The additional burden of work is being conducted by those serving to a point where risk management, administrative and operational governance and the wellbeing of the commissioned officers is being continually challenged. *The Climate Survey 2016 provides context to these identified issues.*

² The current authorised ECF overseas figure is 77 officers in total.

³ J1 strength returns only go back as far as 1970.

- 7.8.2 To maintain operational output, the average number of postings for officers has increased to 8.82 times in a five-year period (2011-2016). The frequency and duration of these postings is alarming and has significant implications for the officers concerned.
- 7.8.3 17.6% of Army Officers are overseas continually.
- 7.8.4 Officer numbers will continue to fall over the next number of years even while providing for larger Cadet Classes. The critical shortage of Capts/Lt (NS) and to a lesser extent Comdts/Lt Cdrs will continue for at least the next eight (8) to ten (10) years, until the larger Cadet classes are promoted - if they remain in service.
- 7.8.5 The continued and growing overseas commitments will necessitate continued absences of Lts/Capt from home operational units. Formation Units are currently operating with considerable vacancies.
- 7.8.6 The “manning levels” of commissioned officers are clearly inconsistent with the Department of Defence Human Resource strategy of “timely provision of appropriately qualified personnel”.
- 7.8.7 Operational capability is inextricably linked to “trained manning levels”. The continued exodus of highly qualified and experienced professionals continues from the Defence Forces. To date no retention initiatives have been initiated.
- 7.8.8 Military skill sets can take considerable time to develop *safely and effectively and at considerable expense*. In the absence of effective and “fit for purpose” HR policies, the organisation and its members are exposed to greater risk, governance challenges and excessive workloads that compromise “well being”.
- 7.8.9 As stated, the ‘Wellbeing in the Defence Forces’ Climate Survey 2016 identifies, quantifies and contextualises many of these issues.
- 7.8.10 The benchmarking report recommendations in 2007 established rates of remuneration based on industry rank grade equivalent in consideration of sector specific factors of employment. *It is the position of the Association that Pay Restoration to levels applied by the 2008 Pay Scales should form the initial phase of pay consideration.*
- 7.8.11 The Defence Forces have delivered on all organisation objectives identified by Government. This statement is qualified by reference to Annual Reports from the Department of Defence during this period. The Defence Forces have reorganised, downsized numbers and reduced the geographic footprint, while optimising operational output in all dimensions of business. The performance and results are led and delivered by commissioned officers.
- 7.8.12 It is RACO’s position that the job profile of commissioned ranks has magnified in the grade evaluation since the last benchmarking in 2006. Sections 1-5 of this submission demonstrate the evolution of the Defence Forces during this period highlighting the strategic policy changes and implications of its introduction on the job and work of commissioned officers. Annex “O” demonstrates, as an example, the rank of Captain and the job specification changes during this period.

7.8.13 Since 2008, the introduction of FEMPI Acts, combined with Public Service Pay Agreements, has seen the continual diminution of service pay, pension and conditions of service. During the same period, the workload and magnitude of responsibility has increased across the commissioned ranks. The reduction in Army officer numbers in 2012 essentially resulted in “less doing more” which has been further compounded by the inadequate manning numbers designed in the Employment Control Framework 2009.

8.0 Providing objective analysis on the appropriate pay levels for officeholders’ pay and pensions- Term of Reference.

8.1 In consideration of the PSPC Terms of Reference, attention must be drawn to the organisations current trends and challenges with respect to the manning levels of commissioned officers. This reflection on manning levels reinforce the associations position that not only has the job profile of a commissioned officer significantly magnified since 2006, but the appropriate rate of remuneration and conditions of service has been significantly reduced.

9.0 Pay & Allowance Restoration - Lansdowne Road Agreement

9.1 From 2009, Government has introduced a series of FEMPI Acts resulting in the significant reduction to Public Servants Pay. The FEMPI Act 2015, underpinning the Lansdowne Road Agreement, provides for the partial restoration of Public Service remuneration extending out to 2018. The Lansdowne Road Agreement secures the efficiencies, enhanced performance and accountability of the earlier Agreements as well as commencing the process for the partial restoration of public service pay. The agreed phased restoration of remuneration to public servants is initially focusing on those on the lower end of the pay scale.

9.2 RACO accepted the terms of the Lansdowne Road Agreement with the understanding that the agreement would apply consistently to all stakeholders. RACO have queried the arrangements by which other Associations and Unions, who have not signed up to the LRA, have secured the restoration of allowances and working time arrangements as an encouragement to enter the collective Public Service Agreement. No such arrangements been provided for commissioned officers of the Defence Forces.

9.3 ***RACO request the full restoration to the designed 2008 pay and allowance schedules for our Members in order to reflect the relative professional rank remuneration designed by the Public Service Benchmarking Body Report in 2007.***

10.0 Claim for Future Pay Increase

10.1 The Defence Forces has continually delivered on all objectives set by modernisation agendas and Public Service Agreements. This has been continually confirmed by Department of Defence Annual Reports and Strategy Statements and further reinforced by comments attributable to Government Leaders.

- 10.2 Commissioned Officers, as the leaders and management of the Defence Forces, are the body that lead and manage the delivery of all objectives of transformation and policy implementation while continuing to deliver on operational tasking's, both domestically and internationally.
- 10.3 Since the previous benchmarking body report in 2006, the Defence Forces has introduced radical modernisation and policy changes all of which have had a significant impact on the roles, responsibilities and demands on commissioned officers. The White Paper 2000 and Government decisions made during the Economic Crisis provided the strategic framework that has shaped the organisation to date. These include and are not limited to;
- Single Force Concept
 - Live Firing Tactical Training
 - Barrack Consolidation- Closure of Six Barracks 2009
 - Reorganisation of Army Component 2012/2013- Major Organisation Restructure
 - Naval Vessel Replacement Programme
 - Armour Purchase Programme and Operational Deployment
 - Overseas Operational Deployment
 - Development of Information Technology Platforms
- 10.4 As stated, the Defence Forces have continually delivered on all aspects of policy implementation. The successful delivery on all organisation objectives is qualified by reference to Annual Reports of the Department of Defence. The delivery of these organisation objectives was led and managed by the commissioned officers of the Defence Forces.
- 10.5 ***RACO claim for an increase of pay as a consequence of the continued and successful delivery on all organisation objectives while increasing job productivity across all commissioned ranks consistent with the terms of the Toward 2016 Sustaining Progress Partnership Agreement and Modernisation Agenda.***
- 11.0 **Claim of Restoration and Increase of Compensatory Allowances**
- 11.1 **Military Service Allowance (MSA)**
There are eight (8) elements to MSA. See Annex E. The Department of Defence submission on allowances, as part of the Haddington Road review of allowances, suggests that MSA is paid as "overtime, shift allowance or other such premium payments are not available to members of the Defence Forces" and if these "overtime or shift payments were to be paid it would cost significantly more to implement, which has been the experience of foreign military operations".
- 11.2 These statements place a significantly greater value on this allowance. This value, comparative to payment to other Public Service Bodies and security forces, fails to take into account the nature, frequency, and professional competency of Defence Force Officers. In addition, the unsociable hours that are frequently worked by members of the Defence Forces, often in extreme circumstances, is a key consideration.

- 11.3 *Annex E provides the context and justification for an increase in this allowance relative to other Public Service Employees and the current demands of military service.*

12.0 Air Corps Service Commitment Scheme (SCS)

- 12.1 The reorganisation of the Defence Forces in 2012 has seen an incremental reduction in Air Corps appointments. Over the last decade the Air Corps' responsibilities have increased as evidenced by the significant number of Service Level Agreements created with other governmental bodies (see Annex F). Of the established posts, large percentages remain unfilled due to unprecedented numbers exiting the service on a voluntary basis. There are currently 32 vacancies in the Air Corps at commissioned officer ranks. The workload and responsibilities of Air Corps commissioned officers has continued to increase as a consequence. See Annex F.

GRADE	2016 STRENGTH	2016 Retirements	2016 newly qualified
PILOT	80%	PILOT 12	PILOT 9
ATS	50%	ATS 2	ATS NIL

In the five-year period between 2005 and 2009, there were 11 Pilot Officer retirements. This period coincided with a service commitment scheme, which ended in 2010.

In the six-year period between 2010 and 2016, there were 49 Pilot Officer retirements.

- 12.2 From 2010 to 2015, a combined flight time of 126,486 hours, equating to 681 years, of military flight experience has been lost, much of it through the loss of experienced Flying Instructors and Type Rating Examiners. This rises to circa 150,000 hours and 800 years when 2016 final figures are incorporated.
- 12.3 Within 18 months the first of the post-2004 AC pilots will emerge from their contractual obligations. This is likely to see an even sharper increase in the rate of retirement.
- 12.4 Air Traffic Services have now reached a level of manning such that significant operational restrictions will shortly be imposed to assure required levels of safety.
- 12.5 Retention of the remaining experienced pilots/ATS officers is a cornerstone of safe operational output. It also allows the AC to be self-sustaining; as it will retain the ability to train less experienced pilots/ATS officers using the cadre of senior experienced personnel.
- 12.6 On two separate occasions in the past the introduction of a Service Commitment Scheme proved successful in retaining key personnel in the medium term. This should be reintroduced in respect of key Pilot & ATS Officer grades.
- 12.7 *A claim for a review and reintroduction of a SCS is attached in Annex F.*

13.0 Patrol Duty Allowance

- 13.1 Since the Gleeson Commission Report, the Naval Service (NS) has evolved considerably over the last 26 years. The NS continues to operate in the inhospitable environment of the North Atlantic which provides arduous and varying challenges. The current rate of PDA is not reflective of the operational tempo at which the Naval Service operates. Since the 2006 PSBB the original rate of €53.32 that was originally proposed has now been reduced to €50.32 yet the operational demands placed on Naval Service units continues to rise.
- 13.2 Governments in other countries provide incentives to attract people to a seagoing career as the restrictions on freedom of movement and the longer unsociable working hours places a huge stress on the individual and family commitments.
- 13.3 Annex 'I' supports the argument for increasing the PDA Allowance to ensure the continued delivery of optimal operational capabilities. This claim reflects on the findings of the Gleeson Commission and illustrates the significant reductions that have occurred during the intervening period.
- 13.5 The increase of this allowance would have the potential of incentivising personnel to remain at sea thus ensuring that the organisation retains the personnel it has invested in at a fraction of the cost of continual recruitment and training. This payment is used in other international navies as a means to promote sea-going activity and the rates offered are higher than the current PDA rate in the Defence Forces. In addition, a Boarding Party Rate should be provided due to the risks associated with boarding operations at sea, including illegal fishery inspections and Maritime Interdiction Operations.
- 13.4 *A claim for a review and reintroduction of a SCS is attached in Annex G.*

14.0 Ordnance Duty Allowance Claim

- 14.1 In 1990, 'Gleeson' recommended that an allowance be paid to officers of the Ordnance Corps while performing what was then considered routine Explosive Ordnance Disposal duties. Since the events of 9/11, the Corps now qualifies EOD officers to a level 9 Masters course to mitigate identifiable the significant increases in the hazardous nature and range of threats associated with EOD incidents.
- 14.2 EOD officers now lead, not only the Defence Forces but the States response to Chemical, Biological Radiological Nuclear & Explosive threats.
- 14.3 Recent changes to promotion systems for EOD officers coupled with general cuts to pay and EOD allowances have resulted in large rates of early retirements of EOD officers. Reducing numbers have further perpetuated earlier departures placing an intolerable burden on those remaining.
- 14.4 RACO is claiming for a restoration of the EOD duty allowance to its pre-2008 rate, with the additional increase of 15% in the allowance in recognition of the additional education requirement but primarily the increase in threats faced daily by this vital group of specialists.

14.5 *Claim for restoration and increase is attached in Annex H.*

15.0 Specialised Instructor Allowance Claim - Reinstatement for Officers

"The Defence Forces instructor trains personnel to be self confident, disciplined, physically fit, well motivated. They equip the soldier with the skills to survive on operations and perform effectively as a member of a team or weapons system crew. The instructor influences a soldiers whole life development including Professional and Personal development." (<http://www.per.gov.ie/wp-content/uploads/Instructors-Allowance1.pdf>)

15.1 Specialised Instructors Allowance was introduced in 2005 as a result of recommendations from findings of the Independent Monitoring Group (IMG) (Doyle Report) which recommended the creation of a newly defined Defence Force Instructor. The IMG recommended that to qualify for an instructors appointment in any of the institutions in question, personnel would have to successfully complete a "Specialised 'Instructors Course" and should serve in such appointment for a limited period.

15.2 The Allowance was discontinued for officers in 2014 following the Haddington Road Agreement. The allowance continues to be paid to Non Commissioned Officers.

15.3 Commissioned Officers working in training establishments do not receive any instructor's pay for the personal and professional commitment they give towards the development of Defence Forces personnel. Officers in these institutions have either gone through a selection/interview process, e.g. Cadet School, or have completed an appropriate career course, e.g. Senior or Junior Command and Staff Course, to the required standard in order to be considered to be in a position to instruct on such courses. Training and education is an integral part of the personal and professional development of personnel in the Defence Forces and therefore the personnel staffing institutions tasked with facilitating this education and development should receive the appropriate allowance.

15.4 Given that the same conditions exist that saw the merits of the recognition and introduction of this allowance in the first instance, the fact that the allowance continues to be paid to non commissioned officers and in recognition of the additional demands now being placed on these institutions and staff due to the increased recruitment demands of the Defence Forces, a claim for the payment of the allowance for officers is merited.

15.5 RACO submits a *Claim for restoration of this allowance in Annex I.*

16.0 Fixed Period Promotion Reinstatement- Retention Initiative

16.1 The Gleeson Commission recognised the requirement to attract and retain qualified and experienced specialists across the diverse technical dimensions of the Defence Forces (Report of the Commission on Remuneration and Conditions of Service in the Defence Forces 1990).

- 16.2 The proven international military mechanism of Fixed Period Promotion to the rank of Commandant optimises the financial return to the organisation on the investment in training these officers. This model also provides the necessary minimum personal and professional career timeline to which military specialists would be attracted and retained.
- 16.3 Removal of this facility by the Department of Defence since 2013 has already seen a situation where critical Defence Force capabilities are now bordering on dysfunctional. This situation compromises operational capability while increasing “risk” not only for those serving in the Defence Forces but also the state and its citizens.
- 16.4 *Annex J claims for the reintroduction of this key Human Resource Policy to ensure the continued retention and delivery of optimal operational capabilities. This policy additionally attracts and retains the appropriate calibre of specialists securing the organisations optimal corporate experience and expertise at a fraction of the cost of continual recruitment and training.*
- 17.0 **Claim for Review of Change of Station Allowance Rate and Policy**
- 17.1 The allowances pertaining to Change of Station that are currently applied to Commissioned Officers of the Irish Defence Forces have been in effect for over 21 years (13 July 1995). These provisions are contained in a series of documents (DFR S3 Pay and Allowances, DFR S3 Amendment 291 & DFR Q10) for expenses that are incidental, miscellaneous or pertaining to special circumstances. These documents are out-dated and are in urgent need of review, in order to align regulations with modern day norms across the Public Service.
- 17.2 A review of the relevance and applicability of this allowance is long overdue. This claim is necessary because the contents of Part VI of DFR S3 is incongruous to the work demands, tasks and expectations on serving officers. It should be noted that RACO has previously requested reviews of this DFR on a number of occasions since 1995, where the association’s policies (numbers 40, 67 and 186) clearly illustrate the need for modernisation of this policy. It should also be noted that while the allowance operates on a similar basis to the practice outlined in Revenue’s Statement of Practice on removal /Relocations Expenses, it is more restrictive with regards to amounts paid and term of payments - a point that is fully acknowledged and accepted by the Department of Defence and Revenue Commissioners.
- 17.3 Due to the exigencies of Military Service, Officers are required to move appointments frequently, normally every 18 to 24 months. *The average instance of posting over the five-year period of 2011-2016 is 8.82 times.* These numerous appointment changes invariably involve a relocation of station for the officer concerned. No other grouping within the Public Service is subject to such frequency of change requiring relocation from home station.
- 17.4 For example, in the period 2011-2016, the cohort of 2/Lt to Lt Col rank comprising 1056 Officers, experienced 9315 posting which equates to an average of 8.82 posting changes. Consequent relocation changes arising from such postings. Under Defence Force Regulation S3, an officer is restricted to claiming an allowance for a maximum period of nine (9) month over a five-year period. These timelines do not take account of the duration that the individual may remain in appointment nor the

frequency of posting and thus a significant number of those relocated remain financially disadvantaged.

- 17.5 It is the position of the Association that the current change of station policy is out-dated and are unfit for purpose. Furthermore, it places commissioned officers at a distinct disadvantage relative to other Public Servants in spite of the significantly demands and costs associated with any relocation they are obliged to undertake.
- 17.6 *Annex K supports the Associations position for a review and increase in COSA.*

18.0 Single Force Concept- Claim for Reserve Force Allowance

- 18.1 Up to 2011, officers of the Permanent Defence Forces (PDF) assigned to Reserve Defence Force (RDF) Units were paid an allowance to compensate for additional expenses in lieu of subsistence (accommodation & meals) while performing their duties. Officers were paid a daily rate of €14.27. The introduction of the Single Force Concept in 2013 saw the merging of the former Reserve Defence Force Units into Permanent Defence Force Units. *The officers of the PDF, assigned to deliver the training and operational integration of the RDF, do not receive any additional compensation for the considerable unsociable hours and weekend duty.*
- 18.2 *Annex L supports the Association's position for a review and restoration of this allowance to compensate for unsociable hours in addition to normal duties.*

19.0 Lifetime Community Rating – Claim for Reimbursement or Waiver

- 19.1 Government introduced Lifetime Community Rating (LCR) Regulations with effect from 30 April 2015 (SI 312 of 2014). Commissioned Officers are adequately covered by the provisions of the Defence Forces Medical Scheme as a condition of their service. Those >34 years of age must now purchase a redundant domestic health policy to avoid future levies on retirement. This amounts to double and in some instances triple cover that is undoubtedly unnecessary and excessive.
- 19.2 Governments in other countries support military service and serving personnel, recognising the nature of military service and the requirements around occupational health care provision. Where insurance levies are applied by blanket legislation, respective Governments derogate those in military service in a cost neutral way. This is simply achieved upon retirement where a "certificate of service" is presented to the Health Insurance Provider negating the equivalent LCR levy.
- 19.3 An opportunity exists to address the anomalies created by implication of SI 312 in that a review is provided for in the statute to be conducted by 2017.
- 19.4 *The Association is requesting that recognition of the unique circumstances of service be factored or consideration given to the vouched reimbursement of the LCR costs now imposed on service members for the purchase of redundant policies. Previous pay determinations have negatively factored the provision of this Health Care.*
- 19.5 *Annex M supports the Association's position for a review and recompense for the purchase of redundant LCR policies while in service.*

- 20.0** When reaching its findings the Commission will be having regard to a number of factors identified in the original terms of reference. Observations by the Association in the context of these identified factors are outlined below.
- 21.0** The superannuation and other benefits applying in the public service- Term of Reference,;
- 21.1** Superannuation arrangements for the Defence Forces are consistent with the strategic intent to ensure the appropriate age levels for members employed in the security services. Meeting the established medical and fitness standards of the Defence Forces reinforces unique benchmarks of physical health standards where the organisation's members must be "fit for duty" to meet the physical demands associated with operational tasking's.
- 21.2** Superannuation Arrangements of the Defence Forces have changed considerably since 1995. There are now 4 classes of superannuation arrangement – see Section 2. Key changes of the superannuation arrangements have seen the movement from;
- I. Pre 06 April 1995 PRSI Class C.
 - II. Post 06 April 1995 – 01 April 2004 PRSI Class 'A'.
 - III. Post 01 April 2004 - 01 January 2013 Class 'A'
 - IV. Post 01 January 2013 Class 'A'- Public Service Single Pension Scheme
- 21.3** Movement to Class A has seen the introduction of employee contributions at a rate of 6%, and 7% for New Entrants to the Single Pension Scheme.
- 21.4** Similar to the occupational pensions of all public servants recruited after 05 April 1995, commissioned officers arrangements are now integrated with the range of social insurance entitlements such as the State Pension Contributory (the "old age" pension).
- 21.5** Mandatory rank retirement ages in the Defence Forces are significantly lower (54-60) than Public Servants (66-68 years of age). These restrictions of military service force limitations on the career earning potential of Defence Forces commissioned officers relative to grade equivalents of the Public Service, where all grades have the potential to serve to 66, moving out to 68. *The differential in career earning potential is between 25-35% less than equivalent Public Servants.*
- 21.6** This reduced career earning potential is a negative condition of service where 30 year mortgages are now the norm which is further compounded by the diminution of career potential due to reductions in organisation numbers since 2008. The Climate Survey 2016 notes the significance of these issues for currently serving officers with the consequential "retention" implications.
- 21.7** Retention of qualified and experienced staff has significant cost and organisational benefits relative to the costs and risk associated with continual recruitment and training. *Previous benefits of the 12 and 20-year pension option proved successful in maintaining career commitment to established benchmarks.*
- 22.0** Security of tenure, where it applies to public servants- Term of Reference,;

- 22.1 Tenure in the Defence Forces is significantly *less secure* than other sectors of the Public Service. Military service requires the highest levels of medical and physical fitness in order to ensure the optimal delivery of operational capability, reduction in risk due to the physical nature of activities and the physical and physiological capacity to endure testing operational conditions of service both nationally and while deployed on overseas tours of duty. *The Commission should factor the following unique aspects of modern military service;*
- 22.2 **Medical Standards:** Candidates must be in good mental and bodily health and free from any physical defect, abnormality, physiological condition or past history of serious illness likely to interfere with the efficient performance of his/her duties. High standards of physical health are a prerequisite for entry into the Defence Forces, annual retention, career progression (promotion), career courses, overseas duty; identified courses of training that require significant fitness and endurance levels. Failure to meet the established Fitness Level Requirements will result in a focused programme of rehabilitation and exit from the Defence Forces where standards cannot be achieved.
- 22.3 **Fitness Requirements and Testing:** It is a requirement that each person who wishes to join the Defence Forces must undergo a physical fitness test and thereafter undergo an annual physical fitness test. Body composition, local muscular endurance and aerobic capacity are tested annually where each member must reach established testing standards dependent on age and gender. Operational effectiveness, individual and unit, are dependent on the continual fitness for duty of personnel. Failure to meet the established Fitness Level Requirements will result in a focused programme of rehabilitation and exit from the Defence Forces where standards cannot be achieved.
- 22.4 **Relocation (Public Service Comparator)** This facility of redeployment across the Public Sector is not provided to commissioned officers or other ranks of the Defence Forces. A condition of service, reinforced by the Defence Act 1954, is that the Minister can post “by order” officers nationally and internationally.
- 22.5 This condition of service is highly restrictive relative to any other sector of the Public Service. This condition of service of commissioned officers has become more significant since the last benchmarking report in 2006 with the reduction in numbers of serving officers in addition to the further closure of regional barrack locations.
- 22.6 The obvious implications of military service conditions is that they are forcing many experienced officers to make future commitment decisions which factor potential career opportunity against family welfare and personal wellbeing.
- 22.7 Since 2006, this demand of service has been greatly influenced by the closure of regional barracks and reduction in officer numbers. The consequential impact of headcount reduction and high levels of vacancies (50% in operational units) is now forcing greater instance of posting for indefinite periods. The uncertainty of military service with respect to frequency and duration postings clearly impacts on the viability of career where relationships, family and home are factored. Relative to the norms in other Public Service Sectors, security of tenure for commissioned officers is very much dependent on factors outside the control of the individual.

23.0 Pay comparisons taking account of relevant characteristics- Term of Reference.;

- 23.1 The Pay Commission should reflect on the impact of modern military service recognising the scale of demands and the flexibility afforded to Management in staffing national and international appointments where they post officers "by order". Relative to other Public Service Sectors, this condition of military service has very significant personal and professional implications.
- 23.2 Section 3 & 4 notes the mounting scale of demands on the role and job of commissioned officers since 2006. Of particular note is the relative removal of necessary support provisions available to these officers. Many of the support provisions are out-dated having been valued at a time when there significantly less demands. Public service and international comparators support this claim. The impact of modern service, the instance and uncertainty of period of posting, the instance of absence from home while on temporary and overseas duty combined with the monetary impact of service on commissioned officers can be evaluated. These statistics are available from the Defence Forces.

24.0 The public service reform agenda Term of Reference.;

- 24.1 The Defence Forces have been acknowledged by Government as a model of Public Service Reform. Commentary by the Chair of the Public Service Reform (2005) stated that "a similar strategic approach saw significant changes in, for example, the Defence Forces where, in line with the terms of the White Paper on Defence, a reduction in numbers and a retrenchment of locations facilitated investment in better equipment, producing a more effective and efficient military capacity". Dermot McCarthy- Chairman Public Service Reform 2005.
- 24.2 The Defence Forces delivered on the 2012/13 reorganisation of the Army component in a 12-month timeframe. This reorganisation saw the closure of six (6) regional barracks, the disestablishment of regional operational units and the establishment of new operational units while reducing the organisation by one (1) infantry brigade. Defence Force officers were the main drivers, leaders and managers implementing radical change that saw very significant negative personal and professional demands.
- 24.3 Eight reviews/reorganisations have been implemented on the Defence Forces in just 22 years. On average, one every three years. The Defence Forces have created greater efficiencies through innovative operational activities supported by modern technology platforms. The Defence Forces have increased profile through operational output domestically while expanding international operational influence representing Ireland. The Defence Forces are participating in a broad range of Crisis Management and Peace Support Operations overseas through the auspices of UN/EU/OSCE & Nato PfP with a total of over 491 personnel serving on these missions currently.
- 24.4 A previous review process by external consultants (Price Waterhouse Cooper), commissioned by the Department of Defence, identified that Ireland's Force

Structure should be based on a Force consisting of Army, Navy & Air Corps with an overall strength of 11,500 personnel. Subsequent Government decisions up to 2012 have cut this force strength to the current 9,500 with a loss of 1 x Infantry Brigade (2,500 personnel).

- 24.5 The 2012/13 organisation reductions of the Army component, in contradiction to the external consultant's recommendations, were purely based on budget restraints that could only be resourced by reduction in headcount. *With the White Paper 2015 now emphasising the real and ever present threats to the State and its citizens, the requirement for additional financial resources to support a Defence Forces that is "fit for purpose" has never been more relevant in particular where essential operational capability is currently being compromised by the inadequate manning levels of operational units.*
- 24.6 Minister Coveney, as Minister for Defence, acknowledged the contribution made by the Defence Sector, where he stated the Defence Forces "has played its part in recent years in restoring stability to the national finances and to the public sector reform agenda". This was achieved through a significant reduction in associated public service numbers, reduced pay allocation and the introduction of major reforms including the re-organisation of the Defence Forces' structures. *Statement by the Minister for Defence, Mr. Simon Coveney, T.D., on Defence Budget 2015.*
- 24.7 The White Paper on Defence 2015 sets out a long-term and forward-looking approach to defence provision. The decisions taken in this White Paper will influence the development of defence capabilities for the next decade and beyond whilst acknowledging that the future is inherently uncertain. The maintenance of such flexible and adaptable military capabilities represents a very pragmatic and appropriate approach to dealing with such uncertainty.
- 24.8 Similar to the previous White Paper in 2000, the 90 projects identified for action in the White Paper 2015 will shape Defence capabilities in order to deliver on identified strategic and operational objectives. The officers of the Defence Forces will be a key stakeholder in the delivery of these objectives. The list of identified projects is available on the Department of Defence website.
- 25.0 Evidence on recruitment and retention within the public service Term of Reference;**

The rationalisation of the Defence Forces took place in a period of expansion in terms of personnel by other public sector groups during the period 2008 to 2016.

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Numbers by Vote Group Trend

	2008	2009	2010	2011	2012	2013	2014	2015
	Qtr 4	Qtr 4	Qtr 4	Qtr 4	Qtr 4	Qtr 4	Qtr 4	Qtr 4
Agriculture Group	6,401.68	5,760.41	5,477.88	5,207.58	4,889.28	4,575.58	4,428.49	4,379.1
Arts, Heritage,	1,479.59	1,393.47	1,363.89	1,750.41	1,664.49	1,588.63	1,564.13	1,555.5
Children & Youth				241.31	474.11	464.11	3,857.57	3,844.7
Communications,	1,068.58	1,043.08	1,267.45	1,235.32	1,150.90	1,139.30	1,096.49	1,102.7
Defence Group	11,567.04	11,111.48	10,666.63	10,473.64	10,308.95	10,139.58	10,127.94	9,988.7
Education Group	97,214.82	95,473.48	97,682.00	94,582.74	93,500.50	94,321.65	95,951.53	98,314.7
Finance Group	7,520.98	6,910.89	6,823.19	6,392.44	6,182.84	6,292.93	6,188.51	6,248.5
Foreign Affairs	1,543.95	1,564.55	1,521.85	1,442.70	1,415.50	1,359.30	1,356.72	1,392.7
Health Group	113,218.08	111,951.66	109,898.10	106,199.02	103,294.61	101,794.38	99,611.83	105,747.3
Housing, Planning,	37,230.32	34,093.04	32,729.21	31,121.23	29,824.29	28,868.16	28,184.41	28,031.4
Jobs, Enterprise &	5,550.68	5,094.31	2,981.94	2,821.52	2,661.60	2,519.05	2,376.73	2,158.7
Justice Group	25,914.58	24,900.65	24,063.83	23,629.76	22,642.87	22,350.31	21,954.03	22,119.7
Public Expenditure	2,621.50	2,380.48	2,283.48	2,534.07	2,498.52	2,602.85	2,664.98	3,048.7
Social Protection	4,815.69	5,090.60	5,130.29	6,162.58	6,877.19	6,703.99	6,762.48	6,613.4
Taoiseach's	2,160.98	2,070.37	1,999.39	1,977.94	1,880.69	1,827.45	1,865.32	2,024.6
Transport Group	1,138.81	1,092.18	1,054.91	1,550.00	1,575.55	1,550.78	1,451.71	1,632.6
U. Community,	809.95	798.51	1,023.03					
Total	320,387.15	310,747.14	305,967.28	297,327.24	290,861.87	288,218.99	289,642.87	298,198.6

Source: www.gov.ie

- 25.1 During the period 2008 and 2016 the Defence Group lost over 1,600 personnel.
- 25.2 Interestingly, it looks like while the Defence Forces have had to do more with less, other Sectoral Departments seem to have had the benefit of additional personnel during the economic downturn.
- 25.3 In 1980, there was nearly 60% more people associated with the Defence Sector than there is in 2016. Comparatively, 75% more personnel now work in the justice sector than worked in the sector in 1980. This suggests that Government's response in times of financial crisis has been to reduce disproportionately the Defence numbers. *Has this reduction in numbers now compromised operational capability?*
- 26.0 **Industrial Relations - Parallel Process and Defence Sector Conciliation and Arbitration Scheme**
- 26.1 **Defence Force Conciliation & Arbitration Scheme (C&A)**
- 26.2 The troubled history of pay and conditions of service within the Defence Forces compelled the introduction of legislation and the establishment of RACO in 1990. After much political unrest and public commentary on the Defence Forces, the Government directed the introduction of legislation for the establishment of representation. The Houses of the Oireachtas objective in the establishment of Representation was to provide "a representative voice on remuneration and other conditions of service" providing a scheme designed to deliver effective negotiation mechanisms.
- 26.3 RACO Members are the leaders and managers that have implemented and delivered every element of the Defence Forces change and output over the last twenty-five years. Unlike Public Service Unions, there are no industrial relations actions Representative Associations can take to influence decisions.

- 26.4 RACO accept this position for all the obvious reasons, but with that acceptance was the understanding that Management would be *transparent* in their actions and *engage* with the association on issues that affect their Members. The denial and frustration of process does not lead to harmonious relations. The C&A Scheme reinforced by Haddington Road Agreement and now Lansdowne Road Agreement provides that where there is a dispute on an issue, a 3rd Party is available to adjudicate or arbitrate.
- 26.5 Most reasonable commentators would agree that, where the *only* industrial relations tool is the reliance on agreements made between the parties, greater significance and respect should be placed on “process”. The continued denial and frustration of such basic process has now rendered this scheme dysfunctional.
- 26.6 A motion put to conference in 2015 by the National Executive requested an external review of the Conciliation & Arbitration Process as a consequence of this dysfunction. The Association submitted a request to the Minister for Defence in 2015 and again more recently in September 2016.
- 26.7 To date, RACO has received no response from management with respect to our request for a 3rd party review of both the C&A Scheme and Parallel Process. Members note the recent contrast by the approach of Government and the Department of Justice with respect to the Garda Associations. Meanwhile, members of the Defence Forces continue to suffer the unnecessary and protracted delays in concluding issues raised in the C&A process. Examples include items remaining on the agenda for 16 years without conclusion, 15 months timeline for an official response to claims submitted on behalf of Members and regular posting overseas of our members with inadequate financial support equivalent to that of other Public Servants.
- 26.8 The Members request that the Commission considers this request in light of the fact that the C&A Process has not been reviewed since its original introduction in 1990. In view of the shaping Industrial Relations landscape, the Defence Forces should not be left without examination.
- 26.9 Parallel Process**
- 26.10 RACO have expressed their concerns to the Official Side questioning the current relevance of the Parallel Process. Social Partnership, the structures under which the Parallel Process was introduced, is dead since 2009. The Association’s experience in the latest National Pay Talks has again brought into question the relevance of this current Parallel Process Structure where it was obvious that the only negotiations that were being conducted were with the Public Service Unions of the ICTU. This was evidenced by the large number of “side deals” that were negotiated by Public Service Unions and summarised in the Chairman’s Notes. This we learned, not at the pay talks, but in the Industrial Relations Journal IRN 22 published on 11 June 2015.
- 26.11 The continued absence of suitable negotiation status at such National Pay Talks places our Members at a significant disadvantage to Public Sector Unions. These Unions are negotiating and voting on pay & conditions that directly affect our Members and our Association has no credible negotiating influence. *Where RACO accept the Government’s position on Defence Forces Representative Association Membership of Trade Unions, how can the Association have confidence in a Parallel*

Process in which we are denied credible negotiation status? In the context of a changing Workplace Relation landscape, the Association and Government must now consider how best to address the current obvious imbalance of the Parallel Process and develop adequate mechanisms and structures through which to address Representative Associations.

27.0 Climate Survey 2016 - Fair Pay and Conditions Extract

- 27.1 The Defence Forces Climate Survey was published in September 2016. The report is available on the Department of Defence website. With respect to pay and conditions of service, the report contains a number of findings.
- 27.2 A finding of the Climate Survey 2016 refers to Distributive Justice as *“to the perceived fairness of outcomes and the rewards that employees receive and in the Defence Forces it would be represented by pay and conditions”* (p.49). It is measured by aggregating the responses to five questions which consider work schedule, work load, overall rewards, job responsibilities and pay. When the overall measure is analysed by rank, the average level of perception of fairness (out of 5) is 2.65 for Junior Officers, 2.71 for Senior Officers and 2.69 for Cols and above (where 3 is the neutral midpoint). *This means that there is disagreement from all Officer ranks that pay and working conditions are fair. When pay specifically is examined, an overwhelming 79.9% disagree with the statement ‘I think my level of pay is fair’ (all ranks).*
- 27.3 The survey also noted *“In drawing conclusions from the analysis, it is clear that while pay and promotion are concerns in organisations of all disciplines, when expectations fall short of being met, employees may withdraw effort leading to poor performances or even decide to leave the organisation”* (p.98).
- 27.4 The final comments from the conclusions and recommendations section of the Climate Survey relate to pay and its potential impact on commitment to the organisation. *“While it is accepted that issues such as pay and other resources are outside the direct control of the DF, this is something which needs to be examined. If not, the DF will continue to lose highly qualified and skilled members”* (p.168).
- 27.5 The current manning level situation, as supported by statistics in this submission, highlights the seriousness of the retention issues in the Defence Forces. Recruitment in the DF is unable to match the outflow or replace the critical capability expertise at a safe and efficient rate. The additional burdens on those remaining pose significant organisational and personal challenges. The key factors being additional risk, governance and the wellbeing of individuals.
- 27.0 The submission by RACO focuses on four key pillars in the context of the very significant and additional demands of military service factored in remuneration and conditions of service. This submission supports our claim in seeking;
- I. Restoration of Pay to the 2008 Pay Scales- Pre FEMPI.
 - II. Pay Claim- Based on the additional demands of service and additional productivity delivered by the ranks of commissioned officers in line with the Towards 2016 Public Service Collective Agreement.

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- III. Allowance restoration and increase in consideration of significant productivity delivered by commissioned officers.
- IV. Review of the Defence Force Numbers – Employment Control Framework.

29.0 Foundation documents referenced in the development and understanding of the Defence Forces Pay and Conditions of Service include;

- i. Report of the Commission on Remuneration & Conditions of Service in the Defence Forces (Gleeson Commission) July 1990
- ii. RACO Submission to the Public Service Benchmarking 2001
- iii. RACO Submission to the Public Service Benchmarking 2006
- iv. Report of the Public Service Benchmarking Body December 2007

Section 1

Defence Forces- Organisation & Roles

1.1 INTRODUCTION

- 1.1.1 A fundamental principle of democracy is that the Armed Forces of the State must remain under the authority of those who have been elected by the people as the governing authority responsible for the conduct of the State's affairs.
- 1.1.2 In Ireland, the Defence Forces derives authority from, and owes loyalty to, the Constitution of the State. Article 15.6 of the Irish Constitution prescribes that the right to raise and maintain military or armed forces is vested exclusively in the Oireachtas.
- 1.1.3 This section will describe the organisational environment within which the Officers of the Defence Forces operate.
- 1.1.4 The mission, vision and roles of the Defence Forces will be outlined, as well as the main structural features of the organisation. The manner in which the Forces perform their roles will also be described.

1.2 HIGH LEVEL GOAL

- 1.2.1 The high level goal of the Defence Forces is;

“To provide for the military defence of the State, contribute to national and international peace and fulfil all other roles assigned by Government.”

(Defence Forces, Strategy Statement, 2015-2017, p 7)

- 1.2.2 This statement identifies the core activity of the Defence Forces, points to a diverse range of additional tasks that may be assigned by Government, and emphasises the importance of Defence Forces' human resources and the need for a flexible operational capacity.

1.3 ROLES

- 1.3.1 In the White Paper on Defence (2015), the Government set out the revised roles for the Defence Forces. These reflected the outcome of the defence and security environment analysis at that time and relate to five specific areas: Overarching Trends; Security Threats; Geopolitical Environment Assessment; Domestic Environment Assessment and Policy Implications. They are as follows;
 - i To provide for the military defence of the State from armed aggression;
 - ii To participate in multi-national peace support, crisis management and humanitarian relief operations in accordance with Government direction and legislative provision;

- iii To aid the civil power – meaning in practice to assist, when requested, An Garda Síochána, who have primary responsibility for law and order, including the protection of the internal security of the State;
- iv To contribute to maritime security encompassing the delivery of a fishery protection service and the operation of the State's Fishery Monitoring Centre, and in co-operation with other agencies with responsibilities in the maritime domain, to contribute to a shared common maritime operational picture;
- v To participate in the Joint Taskforce on Drugs interdiction;
- vi To contribute to national resilience through the provision of specified defence aid to the civil authority (ATCA) supports to lead agencies in response to major emergencies, including cyber security emergencies, and in the maintenance of essential services, as set out in MOUs and SLAs agreed by the Department of Defence;
- vii To provide a Ministerial air transport service (MATS);
- viii To provide ceremonial services on behalf of Government;
- ix To provide a range of other supports to government departments and agencies in line with MOUs and SLAs agreed by the Department of Defence e.g. search and rescue and air ambulance services;
- x To contribute to Ireland's economic well being through engagement with industry, research and development and job initiatives, in support of government policy;
- xi To fulfil any other tasks that Government may assign from time to time.

(White Paper on Defence, 2015, p 59)

1.4 VISION

- 1.4.1 The vision for the Defence Forces, as articulated in Defence Forces' Strategy Statements, is;

"To be a modern, loyal, highly disciplined, well-trained, well-resourced, interoperable force, which can deliver effective and flexible military capabilities at home and abroad."

(Defence Forces, Strategy Statement, 2005, p 5)

1.5 STRUCTURE / ORGANISATION

- 1.5.1 The Defence Forces comprises a Permanent Defence Force (PDF) and a Reserve Defence Force (RDF). In accordance with international best practice, they are

organised on conventional military lines in order to provide a sufficiently flexible structure to carry out all the roles assigned by Government.

- 1.5.2 The Permanent Defence Force includes the regular Army, Air Corps and Naval Service. It is a standing force and provides the primary capabilities for joint (multi-service - Army, Air Corps and Naval Service) military operations at home and combined (multi-national) military peace support operations and humanitarian missions abroad.
- 1.5.3 The White Paper on Defence (2000) provided for a maximum permitted strength for the Permanent Defence Forces of 10,500. This required a reduction of 1,000 (8.7%) in the strength of the Force and this has been achieved. This reduction was in addition to the earlier downsizing of 9.8% from 1997 to 2000. In addition to these reductions the White Paper on Defence (2015) provides for a maximum permitted strength for the Permanent Defence Forces of 9,500. The reorganisation of the PDF in 2012 established a revised army structure that consisted of two Army Brigades and both the Naval Service and Air Corps were also reduced in overall strength. This required a reduction of 1,000 (9.5%) in the strength of the Force and this has been achieved. This reduction of 9.5% was in addition to the earlier downsizing of 8.7% from 2000 to 2006.
- 1.5.4 The White Paper (2000) also authorised an addition to the strength of up to 250 to provide for personnel in training. This authority was withdrawn by Government in 2003 as part of their efforts to reduce overall Public Service numbers. This imposes further constraints on the organisation.
- 1.5.5 Radically restructured and reorganised in 2005, the Reserve Defence Force had an authorised strength level of 12,348. It is comprised of the Army Reserve (11,948) and the Naval Service Reserve (400). The RDF provides the necessary contingent conventional military capability to augment and assist the PDF, when necessary. In March 2013, another revised establishment of 4,069 personnel was introduced for the RDF in line with the recommendations of a Value for Money Review, which was published in November 2012. A new "Single Force" structure abolished the previous standalone AR Brigades and established Army Units with both Permanent and Reserve elements. This re-organisation reduced the number of Reserve Units and revised the establishment of the AR to 3,869 personnel. The NSR retained four Units with a revised establishment of 200 personnel, whilst retaining a nation-wide geographic footprint. On-going monitoring of the implementation process has indicated that the establishment of the NSR should be revised to 300 personnel (75 per Unit) and this will be implemented. This will revise the overarching establishment of the AR and NSR to 4,169 personnel.
- 1.5.6 There are also 510 civilian employees working with a variety of military units under direct military management. These include craftsmen, general operatives, stores personnel, clerk/typists, storekeepers, contract nurses, technicians, and social workers. This number has been reduced from 1,055 (reduction of 51.66%) since 2001, as part of the on-going rationalisation of the Defence organisation.

- 1.5.7 All elements of the Defence Forces are managed and led by a professional officer corps. The authorised strength of officers, i.e. the number determined by Government in 2015 as necessary for the effective discharge of this function, is 1,233. Currently there are only 1,113 officers in service (including overseas). This shortfall of 9.8% leads to resource constraints.

Permanent Defence Force.

- 1.5.8 The Permanent Defence Force (PDF), consisting of an Army, an Air Corps and a Naval Service, was fundamentally reorganised and restructured from 1998 to 2002 and underwent another significant reorganisation in 2012, which witnessed the restructuring of the army to a two Brigade structure.
- 1.5.9 The PDF has the following components;
- (i) Defence Forces Headquarters.
 - (ii) 1st Brigade.
 - (iii) 2nd Brigade.
 - (iv) Air Corps.
 - (v) Naval Service.
 - (vi) Defence Forces Training Centre.
 - (vii) Special Establishments.
 - (viii) Reserve Forces (Permanent Staffs)
- 1.5.10 Defence Forces' Headquarters (DFHQ) coordinates the implementation of the military aspects of defence policy. It acts as the strategic headquarters for the Army, Air Corps and Naval Service, and as the operational controlling headquarters for the Army.

Army

- 1.5.11 The Army has an authorised strength of 7,520 personnel and is the land component element of the Defence Forces.
- 1.5.12 Fundamentally restructured and reorganised from 1997 to 2013, with one layer of management eliminated entirely, the Army is now structured into two all-arms brigades, each of which has a designated territorial area of responsibility, specific garrison areas and recruitment area. Brigades have an average strength of 2,330 personnel and are organised as outlined in the table below:

Typical Brigade Establishment		
Brigade Headquarters	67	Brigadier General
Infantry Battalion x 3	470 each	Lieutenant Colonel
Artillery Regiment	211	Lieutenant Colonel
Logistics Support Battalion	299	Lieutenant Colonel
Cavalry Squadron	122	Commandant (Field)
Engineer Company	88	Commandant
Military Police Company	41	Commandant

Communications and Information Services (CIS) Company	71	Commandant
Brigade Training Centre	21	Commandant

- 1.5.13 The training and logistics functions of both the PDF and the RDF are supported by the Defence Forces Training Centre (DFTC), which comprises of three Colleges, the Defence Forces Logistics Base and operational units responsible for the full spectrum of military training and operations.
- 1.5.14 The Colleges are further subdivided into Schools, which specialise in specific areas of military expertise and provide a broad range of training and education. A number of courses qualify for external education awards up to and including **Masters Degree** level.
- 1.5.15 The current Defence Forces Logistics Base is in the Curragh.
- 1.5.16 The DFTC is located at the Curragh Camp, which is a garrison town providing educational, health and recreational facilities to the wider community.
- 1.5.17 There are also a number of specialist operational Army units, such as the Army Ranger Wing and the Air Defence Regiment, special establishments, such as the Army Equitation School and the Army School of Music and training installation staffs, such as those at the Glen of Imaal, Co. Wicklow, and Kilworth Camp, Co. Cork.

Air Corps

- 1.5.18 The Air Corps is the air component of the Defence Forces and supplies a variety of military and non-military air services to Government Departments. Its roles include: assistance to Army units in their operational and training functions, Aid to the Civil Power; Aid to the Civil Authority (such as island relief and flood assistance), maritime air patrol (for fishery protection), Emergency Aeromedical Service (EAS), the Ministerial Air Transport Service (MATS), and the provision of air support to An Garda Síochána, including the piloting of all Garda aircraft. The majority of these services are provided through formal Service Level Agreements (SLA), which is a unique aspect of Irish Defence outputs.
- 1.5.19 Fundamentally restructured and reorganised from 2001 to 2002 in line with an Implementation Plan approved by Government followed by a minor reorganisation in 2013, the Air Corps consists of a headquarters, two operational wings, two support wings, an Air Corps College, and a Communications and Information Services Squadron.
- 1.5.20 The Air Corps currently operates a fleet of 28 fixed and rotary winged aircraft. A major equipment replacement programme concerning Fixed Wing Utility Aircraft is commencing and a second project with regard to new Maritime Patrol Aircraft is expected to commence mid 2017. These will see high value aircraft with increasing complexity and sophistication being entered into service.

- 1.5.21 The Air Corps has an authorised strength of 880, a reduction of 5.38%, down from 930 since the implementation 2012 reorganisation. There are also 100 civilian personnel under direct military management. Its personnel are spread across diverse military aviation specialisations such as flying, engineering, training, logistics, administration, air traffic control and crash rescue.
- 1.5.22 It is based at Casement Aerodrome, Baldonnel, where the airfield is permanently operational, 24-hours a day, seven days a week. A permanent helicopter station was established in Custume Barracks, Athlone, which is now operational seven days a week in support of the national Emergency Aeromedical Service.

Naval Service

- 1.5.23 The Naval Service is the State's principal and only seagoing agency and provides the maritime element of the Defence Forces. Underpinned by the authority of international law, Naval Service vessels represent the expression of State sovereignty and political will at sea.
- 1.5.24 It is tasked with a variety of Defence and other roles, including fishery protection, drug interdiction (with the Gardaí and Customs and Excise), search and rescue, support to missions overseas, and participation in military training exercises.
- 1.5.25 The range of duties for the Naval Service at sea has increased significantly since 2001. The introduction of the Maritime Security Act 2004 has broadened the remit and role of the Naval Service extending Irish jurisdiction out into the high seas. In addition, the Criminal Justice Act 1994, as amended by the Criminal Justice (Illicit Traffic by Sea) Act 2003, directly authorises Naval personnel for drug enforcement operations at sea and the Naval Service is a member of the Joint Task Force on Drug Interdiction (JTF).
- 1.5.26 The Service operates from Haulbowline, Co. Cork, where both the Naval Base and the Naval Dockyard are located. Since 2001, it has also become directly involved through a strategic alliance with Cork Institute of Technology in the provision of maritime education through the National Maritime College of Ireland (NMCI) at Ringaskiddy, Co. Cork, which became operational in 2004.
- 1.5.27 Restructured and reorganised from 2001 to 2002 in line with an Implementation Plan approved by Government, the Naval Service consists of a headquarters, an operations command, a logistical support command and a Naval College which is now primarily located in the National Maritime College of Ireland, a joint PPP with Cork Institute of Technology. It had an authorised strength of 1,144, which was further reduced in 2012 to 1,094, a deduction of 4.38%. The current authorised strength is based on a seven-ship flotilla and was never increased in the White Paper on Defence (2000) to reflect the additional eight-ship in the NS fleet.
- 1.5.28 The flotilla, with a minimum of eight ships, consists of a helicopter patrol vessel squadron, large patrol vessel squadron and offshore patrol vessel squadron. The logistical support command is responsible for personnel and all logistical, engineering, and maintenance functions.

Reserve Defence Force

- 1.5.29 The RDF comprises of the First Line Reserve, Army Reserve and Naval Service Reserve and they provide a voluntary service in support of the PDF. In line with the 2012 Value for Money Review the RDF underwent another restructuring in March 2013, another revised establishment of 4,069 personnel was introduced for the RDF. This re-organisation reduced the number of Reserve Units and revised the establishment of the AR to 3,869 personnel. The NSR retained four Units with a revised establishment of 200 personnel, whilst retaining a nation-wide geographic footprint. On-going monitoring of the implementation process has indicated that the establishment of the NSR should be revised to 300 personnel (75 per Unit) and this will be implemented. This will revise the overarching establishment of the AR and NSR to 4,169 personnel.
- 1.5.30 A new “Single Force” structure abolished the previous standalone AR Brigades and established Army Units with both Permanent and Reserve elements. The integrated elements will train to operate effectively within the PDF units that they are assigned to, while the non-integrated elements will train to provide local defence and security in their own areas.
- 1.5.31 All major RDF units are commanded by PDF officers and PDF officers also continue to have primary responsibility for the training and administration of RDF personnel.

1.6 ROLE PERFORMANCE**To provide for the military defence of the State from armed aggression**

- 1.6.1 Defence is a core responsibility of the State and an expression of sovereignty. A major role of the Defence Forces is to defend the State against armed aggression from either internal or external sources. The capacity to fulfil this role is defined by the Government’s policy on defence. In the White Paper (2015) the Government have decided that there is a continued requirement to retain armed forces in order to exercise the right of self-defence, should this be required. The Government’s recent review of foreign policy confirmed that Ireland would continue to maintain a policy of military neutrality, which is characterised by non-membership of military alliances and non-participation in common, or mutual defence arrangements. In light of this policy, Ireland must adopt a posture of preparedness and, in the event of an attack, Ireland must be prepared to act alone until the United Nations Security Council has taken appropriate measures. The Defence Forces are tasked with being in a constant state of readiness to deliver a contingency end product.
- 1.6.2 The organisation must retain the flexibility to increase the level of its capability if the anticipated risks increase. This requires the maintenance of an organisation structure, equipment, and core skills and experience levels which provide the capability of rapid expansion through the application of increased resources to meet increased risks. However, the maintenance of this bedrock capability also allows the Defence Forces to fulfil its wide array of other roles.

To Aid the Civil Power (ATCP)

- 1.6.3 There is a continuing need for the availability of Defence Forces' personnel to support An Garda Síochána in undertaking security tasks. Currently, these tasks include the provision of Army troops for prisoner escorts, explosive escorts, specialist search operations, explosive ordnance disposal, military guards at vital installations, and the provision of specialist troops and equipment for counter terrorism operations.
- 1.6.4 An Garda Síochána is a predominantly unarmed police force and as a result the Defence Forces provide, on request, supports in aid to the civil power (ATCP) of an on-going and contingent nature. Historically, the provision of this support has been of critical importance in maintaining the security of the State. The defence contribution to security also encompasses defence inputs to domestic security, in particular in support of An Garda Síochána who has primary responsibility for protecting the internal security of the State.
- 1.6.5 The Air Corps provides an air support unit [rotary ("the Garda helicopter") and fixed wing aircraft] for An Garda Síochána, in addition to providing general air support to the Army in Aid to the Civil Power (ATCP) operations.
- 1.6.6 The flexible nature of the Naval Service and its vessels is such that, while fulfilling its normal Maritime Security and Defence patrols, a range of activities in other areas in which the Naval Service has responsibilities can be undertaken simultaneously. In respect of ATCP, NS Divers for specialist underwater search operations and recovery and the clearance of underwater mines and explosives.
- 1.6.7 In the context of the ever increasing global threat from terrorism, the Defence Forces plays a key role in working with the wider emergency planning community to develop comprehensive emergency plans for a wide range of contingencies. Through its role in the Office of Emergency Planning (OEP), which was established in 2001 following the events of 9/11, it supports the Minister for Defence as Chairman of the Government Task Force on Emergency Planning. The OEP, which consists of both military and civilian personnel, is responsible for the coordination of emergency planning across all Government Departments and agencies and oversees the emergency planning process in general.
- 1.6.8 Recent security related events within the greater EU and international domain required the Defence Forces to refocus their intelligence effort towards the threat of international terrorism. The organisation was reviewed, the Military Intelligence Section in Defence Forces Headquarters was further resourced, and new improved procedures for analysis introduced. The Defence Forces' intelligence effort is closely harmonised with that of An Garda Síochána and the Garda Commissioner and the Defence Forces' Chief of Staff jointly provide the national threat assessment to the Interdepartmental National Security Committee.

To participate in multi-national peace support, crisis management and humanitarian relief operations in accordance with Government direction and legislative provision

- 1.6.9 Participation in overseas peace support and humanitarian operations is the single largest military activity currently undertaken by the Defence Forces. Currently 675 personnel, including 139 officers (10.4% of total) are in service overseas in 19 countries. For some officer categories/ranks the percentage is much higher. Since 2015 there has been a succession of NS ships deployed to the Mediterranean Sea in response to a Government decision to provide Irish military assistance to the on-going migrant crisis. To date the NS have rescued approximately 15,000 migrants, not including 'assist operations', in arduous and challenging conditions.
- 1.6.10 Since the last benchmarking exercise, 2 Irish soldiers have died while on peace support operations overseas, bringing to 85 the total number of fatalities since Ireland first undertook such duties in 1958 and one Irish soldier remains missing in action since 1981.
- 1.6.11 The importance to the State of the continuing and increasing commitment of the Defence Forces to overseas peace support and humanitarian missions has been described by the Minister for Defence as follows;
- “I have witnessed at first hand the important work that the Army, Air Corps and Naval Service undertake both at home and overseas.”
- (An Taoiseach, Enda Kenny, T.D. White Paper on Defence, 2015)
- 1.6.12 Since 2001, the nature of peace support and humanitarian operations has changed radically. They are now more complex in their aims and execution and generally more dangerous. The manner in which such operations are led and conducted has changed fundamentally, with a move from directly led UN missions to UN mandated missions led and conducted by regional organisations on its behalf. As a result, Ireland now has personnel serving in missions that are led by the UN directly, the EU, NATO/PfP, and the OSCE. These developments have required a strategic shift by the Defence Forces in developing additional sets of capabilities through fundamental changes in training, education, equipment and methods of operation.
- 1.6.13 The White Paper 2015 outlines that inward migration to the EU arises for various reasons including as a response to political conflict, environmental or economic pressures. In such circumstances, large scale and illegal migration can raise significant challenges for host countries and for the EU more generally. According to the United Nations Office on Drugs and Crime (UNODC), the smuggling of illegal migrants is a highly profitable business in which criminals enjoy low risk of detection and punishment. As a result, the crime is becoming increasingly attractive to criminals and organised crime syndicates in particular.
- 1.6.14 The current deployment of Defence Forces personnel on overseas and humanitarian missions is as follows;

OVERSEAS MISSIONS - AS AT NOVEMBER 2016

COUNTRY	MISSION	MISSION CONTROLLED BY	OFFICERS	ENLISTED PERSONNEL
Syria	UNDOF	UN	34	298
Israel / Syria	UNTSO	UN	13	Nil
Western Sahara	MINURSO	UN	4	Nil
DR Congo	MONUC	UN	3	Nil
Ivory Coast	ONUCI	UN	2	Nil
Kosovo	UNMIK	UN	2	2
Lebanon	UNIFIL	UN	2	3
USA	UNNY	UN	2	Nil
Bosnia-Herzegovina	EUFOR	EU	15	44
Bosnia/Croatia/Serbia /Albania /Macedonia	EUMM	EU	5	Nil
DR Congo	EUFOR	EU	3	2
Mali	EUTM - Mali	EU	1	Nil
Sudan	DITF	EU	2	1
Belgium	ESDP / EUMS	EU	9	Nil
Kosovo	KFOR	NATO/PfP	27	185
Afghanistan	ISAF	NATO/PfP	4	3
Belgium	NATO/PfP Staff	NATO/PfP	3	Nil
Austria/Bosnia/ Serbia / Croatia / Albania	OSCE	OSCE	8	Nil
Mediterranean Sea	Humanitarian	Bilateral Agreement	6	54
TOTAL OVERSEAS			145	592

To contribute to maritime security encompassing the delivery of a fishery protection service and the operation of the State's Fishery Monitoring Centre, and in co-operation with other agencies with responsibilities in the maritime domain, to contribute to a shared common maritime operational picture

1.6.15 There has been a significant policy shift with respect to the maritime domain within Ireland since the last White Paper on Defence (2000). The publishing of the plan, *Harnessing Our Ocean Wealth* (2012), has emerged from the extension of Ireland's Extended Continental Shelf and the sustainable development of the marine resources over which the State has sovereign rights, in an area of approximately 1,000,000 square kilometres of sea, is a national interest. The protection of such resources is upheld principally through the fishery protection services delivered by the Naval Service, with the assistance of the Air Corps as patrolling is the common practice used to demonstrate sovereign intent.

1.6.16 The importance to the State of the continuing and increasing commitment of the Defence Forces to the protection of the States Maritime interests has been described by the Taoiseach as follows;

“We are a maritime nation. Whether we are from urban, rural or coastal communities, we all have a real interest in the social, cultural and economic impact of our coasts and seas.”

(An Taoiseach, Enda Kenny, T.D., 2012)

1.6.17 As the State's principal sea-going agency, the Naval Service provides a unique sea-going capability. As the White Paper on Defence (2015) recognised, Naval Service vessels carry with them unique characteristics as an expression of state sovereignty and political will at sea and in furthering policy objectives in the maritime domain.

1.6.18 Since 2001, annual “days at sea” patrols by the Naval Service have increased by approximately 20%, while offshore patrol “flight hours” by the Air Corps have increased by 28%.

1.6.19 The Naval Service operates, manages and bears full responsibility for Ireland's National Fishery Monitoring Centre.

To participate in the Joint Taskforce on Drugs Interdiction

1.6.20 The National Joint Task Force (JTF) was established in 1993 and comprises of the Naval Service, An Garda Síochána and Revenue as a measure to improve law enforcement in relation to drugs. In 2007 Ireland became a member of the Maritime Analysis and Operations Centre – Narcotics (MAOC-N), and this is an international co-ordination centre with access to national tasking agencies.

- 1.6.21 MAOC (N) has led to a greater focus on intelligence exchange amongst countries to tackle large drug shipments by sea. An Garda Síochána and Revenue have full-time officers based at the MAOC (N) Centre in Lisbon, but no Naval Service personnel are permanently located there.
- 1.6.22 The capabilities that the Defence Forces provide in these specialist areas are very important because the authorities with direct responsibilities in this area (An Garda Síochána and Revenue) do not have the operational capabilities for the kind of maritime interventions that the Defence Forces can provide. The NS provides the JTF with the capability to deliver Maritime Interdiction Boarding's (MIO) which is the strategic capability required for intercepting potential contraband smuggling vessels on the high seas.

To contribute to national resilience through the provision of specified defence aid to the civil authority (ATCA) supports to lead agencies in response to major emergencies, including cyber security emergencies, and in the maintenance of essential services, as set out in MOUs and SLAs agreed by the Department of Defence

- 1.6.23 Since the last benchmarking the demands being placed on the Air Corps have increased dramatically and the Air Corps now provides the Department of Health with the Emergency Aeromedical Service (EAS) and this service has become fully operational since 2015 and is located at Custume Barracks, Athlone. The Air Corps also provides the HSE with the Inter-Hospital Emergency Air Ambulance Service and this service has had significant success and has become a national strategic asset for the provision of emergency health services.
- 1.6.24 The Air Corps provide the Irish Aviation Authority (IAA) with the use of Baldonnell and Gormanston for air navigation assistance in the Dublin Control Area. The Air Corps also assist in the manning of the Civil/Military Co-ordination Unit at Dublin Air Traffic Control Centre.
- 1.6.25 Under the Framework for Major Emergency Management published in 2006, the Defence Forces have a support role to the lead agency in major national and local emergencies. The Framework also provides for their participation in major emergency exercises organised by the lead agency. Personnel from the Defence Forces who are members of the eight regional working groups, established under the Framework, will continue to act as liaison officers to the Local Authorities.

To provide a Ministerial air transport service (MATS)

- 1.6.26 The Air Corps is responsible for the provision of MATS and this provides the President and Government with independent and flexible air transport so that national and international obligations can be met.
- 1.6.27 This capability additionally allows the Air Corps to undertake missions that commercial aircraft cannot normally complete and as such, the Air Corp can operate at short notice into regions, access to which may otherwise be denied to

non-military aircrafts, due to conflict, security issues and natural disaster, including for Non-Combatant Evacuation Operations (NEO).

To provide ceremonial services on behalf of Government

- 1.6.28 The Defence Forces participate in a range of annual state commemorative ceremonies including the Anniversary of the 1916 Easter Rising at the GPO, the 1916 Commemoration Ceremony in Arbour Hill, the National Famine Memorial Commemoration, and the National Day of Commemoration

SLA/MOU	External Agency	DF Element
UK & IRL MOU between British Armed Forces and Irish Defence Forces	MOU	Army, Air Corps, Naval Service
Air Navigation Assistance	Irish Aviation Authority (IAA)	Air Corps
Garda Air Support Unit (GASU)	An Garda Síochána	Air Corps
Rapid Response Initiative	Irish Aid	Army
Emergency Civil Assistance Team (ECAT)	Department of Foreign Affairs and Trade	Army, Air Corps, Naval Service
Emergency Aeromedical Service (EAS)	Department of Health	Air Corps
Inter-Hospital Emergency Air Ambulance Service	Health Service Executive	Air Corps
Port Security	Department of Transport and Tourism	Naval Service
Fisheries	Sea Fisheries Protection Authority	Naval Service
Maritime Co-operation and Co-ordination	Irish Coastguard	Army, Air Corps, Naval Service
Natural Resources Computer Security Incident Response Team (CSIRT-IE)	Department of Communications, Energy, Natural Resources	Army
Veteran's Policy	IUNVA & ONE	Army, Air Corps, Naval Service
Joint Task Force	Marine Analysis and Operations Centre – Narcotics (MAOC-N)	Naval Service
Fisheries	Inland Fisheries Ireland (IFI).	Naval Service
REGULUS Programme	The Royal Canadian Navy (RCN).	Naval Service
Air Accident Investigation	The Air Accident Investigation Unit (AAIU).	Army, Air Corps, Naval Service

- 1.6.29 The ceremonial support provided by the Defence Forces to other government departments, including the rendering of honours to visiting Heads of State for state visits and presentation of diplomatic credentials ceremonies, are resource

intensive especially for the large state ceremonies given the planning and rehearsals required. This is an important and valuable service and maintains tradition and protocol within a changing world. This capability was positively observed during the visits to Ireland in 2011 by Queen Elizabeth II and the President of the United States.

To provide a range of other supports to government departments and agencies in line with MOUs and SLAs agreed by the Department of Defence

- 1.6.30 The Defence Forces has engaged with a significant number of national agencies and provides a vast array of services under the auspice of Service Level Agreements (SLA's), and an example of some of the key SLA's are outlined below:

To contribute to Ireland's economic well being through engagement with industry, research and development and job initiatives, in support of government policy

- 1.6.31 As outlined in the White Paper on Defence (2015), there is an on-going requirement to examine new and innovative means of improving capabilities in the security and defence domain so that the Defence Forces are in a position to undertake the roles assigned by Government. The Defence Forces have participated in a wide range of activities with Irish-based institutions in relation to the development of research, innovation, technology and education/training initiatives, which have the capacity to contribute to Defence Forces' capability and capacity development.
- 1.6.32 In pursuing its overall goal and consistent with capability requirements, the Department of Defence will be alive to the potential of such networks and give appropriate stimulation to these which may include state actors, institutes of higher education, research centres and progressive entrepreneurial companies. There will also be opportunities for cooperative-collaborative engagement between the Defence Forces and Irish-based enterprise and research institutes, including third level colleges. This will include information exchange and supporting indigenous industry in product/service development and evaluation where this contributes to Defence Forces' capabilities.

To fulfil any other tasks that Government may assign from time to time

- 1.6.33 The Defence Forces provide a range of additional services on an on-going or periodic basis as required by Government. These include maintenance of essential services (e.g. arising from industrial disputes such as bus, ambulance, fire, prison, fuel supply, water supply, or refuse strikes), air ambulance service, ministerial air transport service, military ceremonial service, search & rescue services (land, sea and air), assisting in combating oil pollution at sea, courier services (elections or referenda), technical and engineering advice, flood relief, catering and transport services, promoting Ireland and the Irish Competition Horse, and diving operations.
- 1.6.33 An example of a mission carried out in performance of this role was the support provided by the Defence Forces to the Easter Rising Commemorations 2016. The

contribution required by the Defence Forces was immense and required a high level of detailed planning and organisation. As part of the Flags for Schools initiative DF Officers and NCO's visited 3,300 schools and formally presented the National Flag to the School in a special ceremony. PDF personnel also taught the schoolchildren about how the National Flag should be cared for and the protocol that surrounds this vibrant symbol of our nation and during this initiative covered 50,000km.

- 1.6.34 In addition to this initiative DF personnel played a central role in manning 60 State Events and also attended 58 National ceremonies around the country. A further 100 events were also attended in supporting 31 local authorities and most of this support was provided over weekends through the year.
- 1.6.35 In addition to these requirements the Defence Forces also took part in the daily flag raising ceremony that has taken place on O'Connell Street since the start of 2016 and also provided personnel for the Merrion Square Guards of Honour, which required a 6-week commitment over the summer.
- 1.6.36 The most high-profile event was the Easter Sunday Commemoration which involved 2,700 DF personnel for the march past on O'Connell Street with a further 1,500 DF personnel providing support roles such as security, logistics, communications and liaison duties. All of the preparatory work conducted was done over weekends was in addition to these personnel's routine duties and responsibilities and no additional pay or subsistence was provided.

1.7 SUMMARY

- 1.7.1 The roles of the Defence Forces are assigned by Government.
- 1.7.2 The Defence Forces comprises a Permanent Defence Force (Army, Air Corps and Naval Service) of 9,500 personnel and a Reserve Defence Force of 4,169.
- 1.7.3 12.77% of the Permanent Defence Forces are officers and 87.23% are enlisted personnel.
- 1.7.4 The White Paper on Defence (2000) required a reduction of 8.7% in the strength of the Permanent Defence Forces and this has been achieved. This was in addition to earlier reductions of 9.8%. Due to another reorganisation in 2013 the Defence Forces was reduced to 9,500 a further reduction of 9.5% and this too has also been achieved.
- 1.7.5 The Army, Air Corps, Naval Service and Reserve Defence Forces have each been fundamentally restructured and reorganised since the last benchmarking exercise and have also undergo additional restructuring under the 2013 Defence Forces Reorganisation.
- 1.7.6 In addition to maintaining the capability to defend the State against armed aggression, the Defence Forces are also tasked by Government to contribute to

national, regional, and international security, provide a fishery protection service and support various Government Departments.

- 1.7.7 In the context of the ever increasing global threat from terrorism, the Defence Forces plays a key role in working with the wider emergency planning community to develop comprehensive emergency plans for a wide range of contingencies. Events post the 2015 terror attacks in the EU and the international rise of belligerent terrorist organisations have also required the Defence Forces to refocus their intelligence effort toward the threat of international terrorism and capabilities to mitigate such threats.
- 1.7.8 Currently, 17.6% of all officers and up to 25.45% of some senior ranks are serving abroad in 19 countries on missions led by the UN, EU, NATO/PfP and OSCE and there is also one ship deployed in the Mediterranean on a humanitarian mission. Since the last benchmarking exercise overseas peace support missions have become more complex in their aims and execution and generally with higher degrees of risk.

Note: Statistics are provided compliments of the Defence Forces

Section 2

The Profession & Pay Structure of Commissioned Officers

2.1 INTRODUCTION

- 2.1.1 We have described the Defence Forces organisation and roles and have seen that all elements of the Forces are managed and led by a professional officer corps.
- 2.1.2 This section will describe the profession of the military officer. The functions of officers within the Defence Forces will be outlined, together with the methods of entry into the profession and associated professional categories.
- 2.1.3 The particular professional expertise of officers and the manner in which this is developed will be discussed. Reference will also be made to the systems of performance management and promotion as they apply to officers.
- 2.1.4 The current remuneration structure applicable to officers, including basic pay, compensatory allowances and pension arrangements, will also be outlined.
- 2.1.5 For the purpose of clarity the military rank structure is included at Annex 'A'.

2.2 THE PROFESSION OF MILITARY OFFICER

- 2.2.1 An officer's "appointment" describes the particular post, or "job", to which he is assigned at any particular point in time. This may be:
 - (i) Within the Defence Forces in Ireland.
 - (ii) Within a unit of the Defence Forces serving overseas.
 - (iii) Within the strategic or operational headquarters of a multinational peace support force.
 - (iv) As a military observer or monitor within a multinational peace support force.
 - (v) At the United Nations Headquarters, New York.
 - (vi) At the headquarters of a regional organisation, such as the European Union (EU), Organisation for Security and Co-operation in Europe (OSCE), or the North Atlantic Treaty Organisation (NATO)(Partnership for Peace activities).
 - (vii) On-board a Naval ship in national or international waters.
- 2.2.2 Officers are regularly moved between appointments within the range appropriate to their rank and professional category. This is required to fill vacancies created by officers being posted overseas, attending courses, being promoted and retiring and for the individual's professional development.

- 2.2.3 The range of appointments for each rank is extremely wide. These range from commander of a military unit or State ship, through lecturer in one of the Defence Forces' schools or colleges, to staff officer in a range of functional areas at Brigade or Defence Forces headquarters levels and includes a variety of appointments overseas.
- 2.2.4 The range of appointments which may be filled by an officer of a particular rank is narrowed by the requirement that certain appointments may only be held by officers of a particular service branch (i.e. Army, Air Corps, Naval Service), or professional category (e.g. Infantry officers, pilots, Naval Service Operation Branch officers, Engineer Corps officers, Artillery Corps officers, and so on).
- 2.2.5 An officer is required to be capable of performing the duties of all appointments appropriate to his rank, service branch, and professional category, both at home and overseas and during his time in a particular rank can be expected to rotate through these various appointments.
- 2.2.6 Officers are also trained to and may be required to perform the duties of the next higher rank, both at home and overseas.
- 2.2.7 Because officers are responsible for and required to meet the obligations associated with such a wide range of appointments, a very high level of flexibility, interchangeability and general competence is required. This is in addition to a wide professional knowledge and skills base. *Accordingly, a single 'job description' does not apply and parallels with other private/public sector occupational categories are difficult for this reason.*
- 2.2.8 The military officer can more readily be described in the terms applied to members of professions such as engineering, accounting, law, or medicine. In these cases, the basic function is described by reference to the profession to which the individual belongs. Additionally his "job" describes the manner in which he is practicing the profession at a particular point in time. For example, a member of the medical profession may be a general practitioner, or a hospital doctor, or involved in a management function. Similarly, an accountant might be working in a general practice, or as a financial controller, or in a specialised area such as taxation. Likewise, the military officer is an officer and a manager.
- 2.3 LEGAL BASIS**
- 2.3.1 The importance which the State attaches to the officer's commission is acknowledged by the fact that, in accordance with the terms of the Constitution, officers obtain their commissions from the President acting on the advice of the Government. In addition, the President, the Taoiseach and the Minister for Defence must sign the commissioning parchment itself.
- 2.3.2 Any officer may only be retired or dismissed, for prescribed reasons, by the President acting on the advice of the Government.

- 2.3.3 The oath taken by an officer on being commissioned requires him to be faithful to Ireland and loyal to the Constitution, to obey all lawful orders issued to him by his superiors, and not to join or be a member of or subscribe to any political party or any secret society whatsoever.

2.4 FUNCTION OF THE OFFICER

- 2.4.1 The function of the officer in the Defence Forces is to command and control men under arms with the potential for the "use of force". Command and control involves management, leadership and direction. Officers, therefore, are the leaders and managers of the Defence Forces at junior, middle and senior levels.
- 2.4.2 Officers organise, equip and train forces at various levels, plan their activities, and direct and lead their operations, in both conflict and non-conflict situations. They provide the guidance, direction and motivation for the Forces.
- 2.4.3 All officers are expected to be able to perform in a variety of command, staff and instructor appointments appropriate to their rank and professional category, both at home in Ireland and overseas.

Command Function

- 2.4.4 In the military context the term "Command";

"...denotes not only personal authority over others (in the uniquely military sense) but managerial authority and responsibility for the direction and control of military forces. Officers who hold appointments that have command authority and responsibility are designated Commanding Officers and have special powers and duties imposed on them by the Defence Act which enable them to exercise specific disciplinary authority within the terms of the Act."

(Efficiency Audit Group, Working Group on the Military Review, 1992, p. 7).

- 2.4.5 As a commander, the officer is personally responsible for all that his subordinates do or fail to do and for the outcomes of their activities and operations. The commander has responsibility for the outcome of operational decisions which he must often make in isolation and which may have human, military, political, national or international consequences. This responsibility cannot be delegated.
- 2.4.6 The commander is at all times responsible for the personnel under his command, for their employment, safety, security, welfare, training, career development, morale, the maintenance of their health and fitness and, ultimately, for their lives.
- 2.4.7 The commander is equally responsible for the security, care and maintenance of the weapons, equipment, vehicles, buildings and installations under his control and for the uses to which they are put. He is also responsible for the safety and security of all persons entering the installations under his control.

Staff Officer Function

- 2.4.8 The staff officers' function, similar to that of the members of the management team in a civilian corporation, is to provide specialist advice, to plan, to supervise, to co-ordinate and to attend to all matters necessary to enable the commander to carry out the mission assigned to him.

Instructor Function

- 2.4.9 When acting as an instructor in one of the schools, colleges, or other training institutions of the Defence Forces, the officer's function is analogous to that of lecturers and administrators in civilian third level institutions. This role can range from delivering instruction in technical areas, such as weapons systems, transport, computers and aircraft to trainee technicians, to lecturing on management and defence related subjects to Masters Degree level. Due to the Defence Forces policy of seeking accreditation of courses with third level institutions, Officer Instructors have recently taken to developing these programmes in conjunction with third level institutions, including NUI Maynooth and IT Carlow amongst others.
- 2.4.10 Their unique function in controlling military assets on behalf of the State requires that officers of the Defence Forces be vested with exceptional authority. This includes judicial and quasijudicial powers over those under their command e.g. summary powers of a Commanding Officer, Courts-Martial, and Courts of Inquiry.
- 2.4.11 However, concomitant with this authority is the requirement that officers adopt an extremely demanding code of ethics, subject themselves to the demands of military law at all times, maintain their professional expertise at the highest level, and waive certain constitutional rights whether express or implied. These include the following:
- (i) His right to freely transfer his labour is restricted. Once awarded a permanent commission he must, if so required by the Minister for Defence, continue to serve up to the retirement age for his rank.
 - (ii) He may not join or be a member of or subscribe to a political organisation.
 - (iii) He may not become a member of a local authority.
 - (iv) If he becomes a member of either House of the Oireachtas he must immediately relinquish his commission.
 - (v) His freedom of expression is restricted.

2.5 ENTRY METHODS AND CRITERIA

- 2.5.1 There are two modes of entry to the officer profession. These are:

- (i) Graduation from the Cadet School, Military College (cf. 2.5.2).

- (ii) Direct entry (cf. 2.5.23 – 2.5.25).

Cadet School Graduates.

- 2.5.2 Cadets are commissioned as officers on graduating from the Cadet School, Military College.
- 2.5.3 In order to ensure that the officer induction system continues to meet the needs of the Defence Forces, in its new and more challenging environment, all aspects of the cadet system have been reviewed since 2006, with radical changes made in a number of areas.
- 2.5.4 The Defence Forces Human Resource Strategy aims to provide qualified serving soldiers with greater and more regular (i.e. annual) access to the officer ranks by increasing the number of serving soldiers in each cadet intake. Thus the Cadet Scheme is now the main method of entry for qualified serving soldiers, replacing the “commissioned from the ranks” scheme, which existed previously and which provided only occasional (i.e. approximately every 5–7 years) and restricted access to the commissioned officer ranks. The requirement for a special scheme to provide for older, more experienced enlisted personnel is provided through the periodic Potential Officer Course.
- 2.5.7 Historically, eligibility for the award of a Cadetship was confined to qualified Irish citizens. Consistent with Government policy, eligibility has been extended since 2006 to include qualified applicants who are refugees under the Refugee Act 1996 or nationals of EEA States or nationals of any other State, who are lawfully present in Ireland and have 5 years lawful residence here. The applications for Cadetships in 2006 include 46 individuals from these categories.
- 2.5.8 The selection system has been made even more rigorous and now includes physical fitness tests, psychometric testing, including aptitude tests and personality profiling, comprehensive medical and physical examinations, group assessments, realistic job previews, and competency based final interviews.

Army Cadets

- 2.5.10 The Cadet Syllabus was overhauled in 2010 to ensure it continues to meet the needs of the organisation. Army cadets now complete a physically and intellectually challenging 15-month residential course designed to equip them to command a platoon of 31 soldiers, the lowest formation commanded by an officer. On graduating they are awarded an Ordinary Bachelors Degree (Level 7 of the National Framework of Qualifications) in Leadership, Management and Defence Studies by NUI Maynooth. The Cadet Course was reduced from 21 months in 2005, but Cadet School graduates now complete a further 3-month course upon commissioning.
- 2.5.11 The Cadet Course includes weapons handling (to instructor level), tactics (conventional, internal security and counter-insurgency), military engineering,

human resource management, communications skills, military law, computer training in office information systems and physical education and training. It also includes professional academic studies, which are an indispensable part of the cadet education and provides the foundation for the study of the profession of arms that continues throughout an officer's career.

- 2.5.12 During the academic course, cadets are introduced to those critical issues that are essential for the modern officer to understand in order to operate successfully. These include the political and strategic context in which defence and security policy is made and focus on international relations and the constitutional and social dimensions of civil-military relations. They study the various theories of war and analyse different types of war by means of a study of modern campaigns.
- 2.5.13 Failure to successfully complete any element of the Cadet Course leads to the withdrawal of cadetship.
- 2.5.14 In addition, all academically qualified officers who do not already hold Honours Bachelors Degrees (Level 8 of the National Framework of Qualifications) are required to pursue primary degree level courses, mainly in National University of Ireland, Galway (NUIG). This is a fulltime programme that the officer begins shortly after being commissioned, and which was introduced in 1969 on the recommendation of the Commission on Higher Education. Officers must generally take degrees in Arts, Commerce, Law, Science or Engineering.

Naval Service Cadets

- 2.5.15 Naval Service Cadets are selected for either the Operations Branch (deck officers) or the Engineering Branch (marine engineer officers and electrical engineering officers) by a process similar to that for Army cadets. The cadets are trained to both military standards and recognised international maritime standards, which are the International Maritime Organisation (IMO) agreed conventions STCW 2010 (Standards of Training, Certification and Watchkeeping 2010).
- 2.5.16 In the case of each Branch, the cadet-training course is of 23 months duration divided into two stages, which include basic military training, basic naval training, sea training and academic studies. The latter includes the first year of a 3 year degree course in nautical science or marine and plant engineering and is conducted in the National Maritime College of Ireland (NMCI) in Ringaskiddy, Co. Cork.
- 2.5.17 After commissioning officers of both Branches must complete the final two years of their degree courses, in addition to further naval training, and the additional professional training requirements are outlined below.
- 2.5.18 As part of the IMO requirements the Operations Branch Officers must complete four months sea-time onboard commercial ships in order to qualify for the Department of Transport, Tourism and Sport written and oral examinations. Successful completion of these exams will result in the Officers being awarded their Officer of the Watch Certificates of Competency (Unlimited).
- 2.5.19 In order to fulfill IMO requirements the Engineer Branch Officers must complete twelve months sea-time onboard NS ships in order to qualify for the Department

of Transport, Tourism and Sport written and oral examinations. Successful completion of these exams will result in the Officers being awarded their Officer of the Watch Certificates of Competency (Class III).

- 2.5.20 On attaining this initial professional qualification the officers must complete an additional twelve months sea time, in an understudy role, in order to obtain their Naval Engineering Watchkeeping Certificate and then complete the Department of Transport, Tourism and Sport written and oral examinations. Successful completion of these exams will result in the Officers being awarded their Officer of the Watch Certificates of Competency (Class II/Chief Engineer).
- 2.5.21 Since 2005, Naval Service officers are initially given only a short service commission of 3 years. A permanent commission (commission without limitation as to time) is only awarded when the officer is fully qualified to perform all of the duties of his/her Branch.

Air Corps Cadets

- 2.5.19 Air Corps cadets also undergo a rigorous selection process that include professional aviation assessments and a comprehensive air medical examination.
- 2.5.20 After 9 months of basic military training in the Cadet School, an Air Corps cadet commences theoretical ground school training in the Flight Training School (FTS) of the Air Corps College in Baldonnel. The ground school involves 22 modules over 9 months and is accredited by the Irish Aviation Authority to Airline Transport Pilot Licence standard. Flying training is the final phase and usually takes 12 months. The course involves a minimum of 155 sorties on the Pilatus PC9 training aircraft equating to approximately 180 flight hours in addition to another 40 hours on a flight simulator that is located within FTS. Upon receiving the basic pilot qualification a newly commissioned officer will be streamed into turbo-prop fixed wing flying or helicopter flying, where a further 6 to 12 months of training is required before the new pilot is capable of delivering operational outputs for the Air Corps, usually as a co-pilot in a complex aircraft type. Progression to Aircraft Commander, Flight Instructor and Examiner will occur over the following decade.
- 2.5.21 Academic demands are high and the cadet must complete a full aviation syllabus with the aforementioned 22 subjects in addition to multiple flight examinations at various intervals leading to the award of Military Pilots Wings. The course syllabus contains elements of Command Leadership & Management in addition to other Military Aviation Skills and the standard is above that required for a civilian Commercial Pilots Licence.
- 2.5.22 Air Corps pilot officers are appointed initially on a twelve-year fixed term commission. After this period they may be granted a permanent commission (commission without limitation as to time) subject to the existence of a suitable vacancy and provided that the officer is recommended by the Chief of Staff and is medically graded suitable.

Direct Entrants.

- 2.5.23 There are a number of areas in which appointment holders are required to have a specific additional professional qualification in order to perform their function e.g. in the fields of science, engineering and medicine.
- 2.5.24 Where there are insufficient qualified personnel within the Defence Forces, qualified personnel are recruited externally and commissioned directly as officers. In all such cases graduate qualifications in the relevant discipline are required. Similarly, doctors, dentists and pharmacists are recruited directly as officers because it would not be cost efficient to train military personnel in these disciplines.
- 2.5.25 Officers recruited in this manner are known as Direct Entry Officers or Direct Entrants (DEs). All such officers, with the exception of doctors, dentists and pharmacists, are required on entry to complete comprehensive courses on the military application of their knowledge and expertise of up to 24 months duration. Until they have successfully completed these courses they hold temporary commissions only.

2.6 PROFESSIONAL CATEGORIES

- 2.6.1 The military organisation is an extremely complex one. The Defence Forces is organised on an "all-arms" basis, which means that it requires units that specialise in various specific military categories or disciplines, such as infantry, artillery, cavalry, military engineering, medicine, communications & information systems, transport, military police and ordnance. All units are led and managed by officers.
- 2.6.2 Units are categorised as "Combat" (Infantry), "Combat Support", (Artillery, Cavalry, Engineers and Communications & Information Systems), or "Combat Service Support" (Ordnance, Transport, Military Police and Medical), in accordance with their primary functions.
- 2.6.3 The provision of the back-up or support required to ensure that the organisation can perform its military function is managed by officers and includes the following;
- (i) **Engineering/Maintenance** The operation of a chain of garages, workshops and dockyards to maintain road transport, armoured vehicles, aircraft and ships.
 - (ii) **Logistics** The selection, purchase, distribution and maintenance of over 250,000 different items annually, including weapons, ammunition, vehicles, food, clothing, medical supplies, fuel and domestic equipment.
 - (iii) **Communications & Information Technology** The selection, purchase, maintenance and distribution of a range of sophisticated communications and information technology equipment and the operation and management of a countrywide radio and computer network.

- (iv) **Training & Professional Education** The operation of a range of educational establishments including military colleges, an aviation college, a naval college and several specialised technical schools.
- (v) **Medical** The operation of one small hospital and three military medical facilities and pharmacies, together with a countrywide network of doctors' and dental surgeries.
- (vi) **Facilities Management** The management of a nation-wide property maintenance and construction service.
- (vii) **Accommodation/Catering** The provision and management of catering and lodging facilities in military posts throughout the country.

2.6.4 While all officers are involved in the command and management of the activities and operations of the Defence Forces, the complexity of the military organisation and its activities requires that officers specialise in various areas. The two broad professional specialisation categories of officers in the Army, Air Corps and Naval Service are:

- (i) Line Officers (cf. 2.6.5 - 2.6.8).
- (ii) Special Service Officers (cf. 2.6.9 - 2.6.14).

Line Officers.

2.6.5 "Line" officers of the Army, Air Corps, and Naval Service are the mainstream of the officer corps, being the leaders and managers of the principal units and formations of the Defence Forces and the staff officers in most functional areas at all levels. They include the following;

- (i) **Army** Officers of the Infantry, Artillery, Cavalry, Transport, Communications & Information Systems and Military Police Corps.
- (ii) **Air Corps** Pilots, air traffic control officers and administration and logistics officers.
- (iii) **Naval Service** Operations Branch officers (deck officers).

2.6.6 All "Line" officers are either graduates of the Cadet School or were commissioned from the ranks under the scheme that existed prior to 2005, with the exception of a small number of Naval Service Executive Branch officers, who are Direct Entrants.

2.6.7 "Line" officers are not generalists. Rather, they are multi-specialists with expert knowledge in a variety of areas and the skills to successfully perform the duties of a diverse range of appointments in environments ranging from that of a unit in training in Ireland to a multinational formation operating in complex conflict situation overseas.

Special Service Officers (SSOs).

- 2.6.9 Special Service Officers (SSOs) are those who perform a role within the military organisation for which a specific external professional qualification is a prerequisite.
- 2.6.10 SSOs include: medical officers (doctors and dentists) and pharmacists of the Army Medical Corps; legal officers (barristers and solicitors) of the Defence Forces Legal Service; civil, mechanical, electrical, aeronautical and electronic engineers and scientists of the Engineer Corps, the Ordnance Corps, the Air Corps and the Naval Service; conductors of the Army School of Music and Defence Forces' psychologists.
- 2.6.11 The civilian professional education of the majority of these officers is augmented with specialist military training in their particular discipline. For example, engineers of the Corps of Engineers are trained in military engineering, including mine clearance, and officers of the Ordnance Corps are trained in weapons system maintenance, ammunition and explosives handling, control, storage, transportation and disposal. All except Medical Corps officers and officers of the Army School of Music also complete formal military career courses.
- 2.6.12 Doctors, dentists, pharmacists and officers of the Army School of Music are recruited externally, while legal officers and psychologists are recruited, on a voluntary basis, exclusively from the ranks of serving "Line" officers with the required additional professional qualification. All other SSOs, such as engineers, are recruited from both sources.
- 2.6.13 SSOs have different terms and conditions of service to "Line" officers, including pay and promotion arrangements. Since 2013, new entrant SSO's DO NOT have similar career progression and pay scale opportunities similar to those serving prior to June 2016. The cessation of the fixed career progression policy has negatively redefined the career expectation of SSO's in both service time potential and related pay earnings. See Annex J- Case for Reintroduction of Fixed Period Advancement.

2.7 PROFESSIONAL EXPERTISE

- 2.7.1 The expertise of a profession, which enables it to perform its particular service for society, involves a specialised knowledge, skill or ability that is acquired through extensive education and experience. What distinguishes professions is that its members have knowledge that is more than simply a practical skill. It is intellectual in nature and acquired through a continuing educational process.
- 2.7.2 The distinctive expertise of the military officers' profession has been described as "the management of violence". While the application of violence requires only specific skills and actions (non-professional) such as firing a rifle at an enemy, its management requires a conceptual, strategic understanding of the subject (professional).

- 2.7.3 The professional expertise of the military officer, like that of other professions, has three broad components, as follows:
- (i) Technical Component (cf. 2.7.4).
 - (ii) Theoretical or Intellectual Component (cf. 2.7.5).
 - (iii) Broad-Liberal Component (cf. 2.7.6 – 2.7.7).
- 2.7.4 The **technical component** of the officers' professional expertise is a knowledge of the weapon systems and other equipment used by the Defence Forces. The rapid pace of developments in military technology and the consequent changes in the conduct of military operations have reinforced the requirement for officers to have a comprehensive understanding of the technological "tools of the trade" that facilitate military activity. The critical importance of interoperability with other forces in the evolving international peace support architecture further reinforces this requirement.
- 2.7.5 The **theoretical/intellectual component** involves an understanding of the "how" and "why" of the technical component. It requires constant study and analysis of every aspect of military operations to arrive at a series of principles that could govern the conduct of future operations. This component permits the officer to adapt his technical knowledge to specific situations. It is this understanding that allows the officer to integrate the military assets under his control and apply them in the manner most likely to achieve success in any particular situations.
- 2.7.6 The **broad-liberal component** includes an understanding of the societal role of the Defence Forces and an awareness of the military profession in the context of the political-military interface. It also includes knowledge of behaviour, human relationships, standards of conduct, and human organisational structures, which allows the officer exercise his expertise in the human context. This is essential for the officer because he must be a leader.
- 2.7.7 Leadership, which implies the ability to understand human nature and the impact of one's actions on other people's lives, must be developed throughout the officer's career. This is achieved through a combination of training and education and practical experience. Throughout their careers, as they move upwards through the ranks, officers work with troops of progressively larger formations in a variety of operational and non-operational situations. Through this practical experience they develop their leadership skills. This experience is augmented by the inclusion on all career courses of modules on behaviour and leadership.
- 2.8 DEVELOPMENT OF OFFICERS' PROFESSIONAL EXPERTISE**
- 2.8.1 The officer's professional expertise is developed and maintained through a comprehensive system of continuous professional development including experience, education, and training.
- 2.8.2 The officer's training begins with the Cadet Course, conducted over 15 months. This is the foundation course for officers. The physical and mental demands that are integral to the course are designed to test cadets in a variety of simulated

operational environments and to give them the necessary skills and wherewithal to command troops on operations during their future careers as officers.

2.8.3 On an on-going basis throughout their careers, officers must undertake exacting training and education courses in various Defence Forces colleges and schools. As an illustration, in 2016 the Defence Forces will conduct 588 courses, of which officers will participate in 243. *This represents increases of 38% and 19%, respectively, over the figures in 2006.*

2.8.4 This increase in course activity is reflective of the increased complexity of the work of the Defence Forces and the requirement for advanced skills in a multiplicity of disciplines. Deployment on more robust peace support operations in multi-national force settings necessitated significant changes in doctrine, training and equipment and these had to be rapidly worked into the system, through courses at every level.

2.8.5 Military courses can be broadly categorised as follows:

- (i) **Career courses:**
Courses that must be successfully completed in order to become eligible to compete for progression through the ranks of the profession.
- (ii) **General courses:**
Courses which may be taken by officers of all professional categories and which are aimed at developing expertise in particular areas prior to filling a particular appointment type.
- (iii) **Specialist courses:**
Courses designed to equip officers with the requisite skills to perform a particular task or function.
- (iv) **EU & NATO/PfP related courses & seminars:**
International courses, workshops and seminars to improve the level of interoperability of the Defence Forces with EU and NATO and Partner Forces in order to prepare the Defence Forces for participation in EU or NATO led peace support operations.

Career Courses

2.8.6 During the period immediately after commissioning, officers will complete a 'Platoon Commander's Peace Support Course' of approximately 4-months duration, designed to reinforce and build on the training received in the Cadet School.

2.8.7 Immediately after completion of university education, officers will complete a 'Young Officers Course' designed to give each officer the requisite specialised skills peculiar to their Corps. These courses vary in duration up to twenty four months, with some accredited with third level institutions as Level 9 qualifications, depending on the particular Corps in question.

- 2.8.8 In order to qualify for promotion to Commandant, all Captains must successfully complete the Junior Command and Staff (JC&S) Course, a residential course of six months duration accredited as a Level 9 HDip by NUI Maynooth, and a Corps Standard Course, which takes 2-3 months.
- 2.8.9 At Commandant level the principal career course is the Senior Command and Staff (C&S) Course. This is a residential course of nine months duration, conducted in the Military College and aimed at preparing the officer for higher-level command and staff appointments. It is the senior management and leadership course of the Defence Forces and successful completion of the course is mandatory for promotion to Lieutenant Colonel. **Graduates are awarded a Masters Degree in Leadership, Management and Defence Studies**, in conjunction with the National University of Ireland, Maynooth.
- 2.8.10 The Junior and Senior C&S Courses are now internationally accredited and each course includes foreign students from a range of countries, including the USA.
- 2.8.11 Selected Irish officers also participate in Junior, Senior and Advanced Command and Staff courses conducted in the United Kingdom, United States, Germany and France.
- 2.8.12 All of the career courses described above have systems of assessment which include written examinations, continuous assessment, and practical examinations conducted "on the ground" in simulated operational situations.

General Courses

- 2.8.13 In addition to career courses, officers will undergo general courses on a regular basis during their careers. These courses are designed to train and educate officers in general skills prior to filling a particular military appointment or to update them on best practice in a particular area. Examples include human resource management, logistics, health and safety, transport fleet management, and communications. These courses are of two to eight weeks duration on a full time basis and conducted in the Defence Forces Training Centre (Curragh).

Specialist Courses

- 2.8.14 These courses are designed to equip officers with the skills necessary to perform particular tasks or functions and they cover a wide variety of subjects and skills. Many of these courses are corps specific and involve advanced or refresher training in areas specific to a particular corps e.g. mine clearance/special search courses (Corps of Engineers), flying instructor (Air Corps), gunnery officer (Naval Service) and specialist weapons instructor.
- 2.8.15 All corps training schools conduct a wide variety of such courses on an annual basis and many are pitched at 'instructor' level so that officers qualifying from the course have the expert level skills in their specialist area that are necessary for them to function effectively.

- 2.8.16 Selected officers also participate in specialist military courses abroad either as students or instructors.

EU & NATO/PfP Related Courses & Seminars

- 2.8.17 The majority of UN mandated peace support missions are now led by regional organisations such as the EU and NATO/PfP. Participation in such missions requires a high level of interoperability so that our units can fit seamlessly into a multinational peace support force. This requires common standards in every area, including doctrine and equipment. Levels of interoperability are improved through participation by Defence Forces personnel at international courses, workshops and seminars.
- 2.8.18 Because of the rapid pace of developments in the area of peace support operations, participation by Irish officers in these activities has increased substantially since 2001 and has now become a routine part of the job of officers at every level of the organisation.
- 2.8.19 A detailed individual course report is completed in respect of each student in the case of every military course. The report provides an input into further career development decisions, including those relating to postings and promotion.
- 2.8.20 All qualified officers, other than pilots, are required to complete Primary Degree level courses (Level 8 of the National Framework of Qualifications) in civilian colleges. Since 2003, graduates of the Senior Command and Staff Course (mandatory for promotion above Commandant) are awarded a Masters Degree (Level 9 of the National Framework of Qualifications). In addition, prior to undergoing this course a significant and increasing number of officers will have attained additional post-graduate qualifications in their own time.
- 2.8.21 Civilian academic qualifications achieved by an officer provide an input into further career development decisions. Such qualifications and the level of attainment achieved are among the criteria for assessment of officers for promotion.
- 2.8.22 Because of the heavy emphasis on ongoing professional development, by the time he is a Commandant in his early forties the officer will have completed a minimum of 4 years and up to 6 years of formal military education through courses. He will also hold both Primary and Masters Degrees. In this respect there are close parallels between the military officer and the members of other professions, such as barristers, solicitors, accountants and doctors.
- 2.8.23 The investment of the Defence Forces in the training and education of officers is high. However, it is consistent with international best practice and essential in view of the changing military environment and the professional expertise required of officers to meet the challenges that this presents.

2.9 PERFORMANCE MANAGEMENT

- 2.9.1 An extremely well developed system of performance management is in place for officers. This system, which resulted from a comprehensive overhaul of the existing system in 1996 and is constantly updated, has been designed to promote professional development and performance improvement.
- 2.9.2 Based on a detailed 'open' annual performance appraisal conducted by the officer's superiors, the system is used to inform and support decisions on postings, promotion, education, training, and other professional development requirements.
- 2.9.3 Under-performance in any period will lead to more intense and structured observation of the officer, with further formal appraisals being conducted on a three monthly basis. Continued under-performance will lead to formal disciplinary action.
- 2.9.4 The officer's performance record, as indicated by the performance appraisal reports, is also the primary material used by promotion boards in assessing candidates for promotion. The level of promotion achieved is a major determinant of the officer's salary level.
- 2.9.5 It can be seen, therefore, that the direct relationship between performance and career development decisions and promotion acts as a powerful motivator for the individual to ensure optimum performance.

2.10 SYSTEM OF PROMOTION

- 2.10.1 All promotions of "Line" officers to the ranks of Commandant and higher are by merit based competition, in which the key elements are performance, both at home and overseas, and potential. This system was introduced in 2004 following a comprehensive review of the existing system and makes officer promotions even more competitive than heretofore.
- 2.10.2 Special Service Officers (SSOs) are also promoted to Commandant and higher ranks on merit and through competition. In the case of promotion to Commandant, where no vacancies exist, some categories of SSOs are promoted on the basis of time served in the lower rank, (subject to military qualification, recommendation by Commanding Officers and a finding of suitability by a Board of military officers).
- 2.10.3 Promotion of all officers up to the rank of Captain is also on the basis of "fixed term" (subject to qualification and recommendation). The required period of service in the lower rank of Lieutenant is dependent on the method of entry and professional category of the officer, but is usually around four years.
- 2.10.4 The policy underlying this promotion system is that it should be progressively more competitive at the higher ranks, matching the pyramidal nature of the organisation's structure. The policy is to generate a pool of suitably qualified officers at middle ranks to generate healthy competition for promotion to higher ranks.

- 2.10.5 Promotion competitions are held annually or as required to fill anticipated vacancies in the higher rank. Qualified officers may apply to be assessed by a Promotion Board consisting of military officers and a civilian with expertise in executive selection.
- 2.10.6 The assessment of candidates includes a review of their personnel files, including performance appraisal reports, course reports and citations, and a competitive interview. The factors to be considered by the Promotion Board include leadership, performance, innovation, reliability, fitness, etc. Past performance overseas and willingness to serve overseas in the higher rank are particularly important criteria in the selection of officers for promotion.
- 2.10.7 For promotion above the rank of Lieutenant, successful completion of the relevant career courses (cf. 2.8.6 – 2.8.12) is a mandatory requirement.

2.11 EVOLVING ROLE OF THE OFFICER

- 2.11.1 As in all professions the officer must continuously update his professional expertise in order to function efficiently and effectively in an environment that is constantly changing.
- 2.11.2 The Defence Forces are required to conduct ongoing operations at home and overseas. Simultaneously, extensive training and education programmes must be conducted and what is a complex multifaceted modern organisation must be organised and managed. This demands that all officers be multi-skilled and capable of performing diverse roles in both operational and routine settings.
- 2.11.3 Over the period from 1990 to 2000 the organisation was transformed, with radical changes to its structures, equipment and systems. The design and implementation of these changes was the responsibility of officers at all levels, demonstrating the validity of the conclusion of the Gleeson Commission that;

“Officers provide leadership and direction for the Defence Forces and are critical in the design, development and implementation of change”.
(Gleeson Commission Report, 1990, p.28)

- 2.11.4 However, from 2000, the rapidly changing environment, particularly in the areas of peace support operations and countering the threat of international terrorism, meant that the pace, nature and depth of change within the Forces had to be significantly increased.
- 2.11.5 For much of the previous 30 years the main operational focus of the Defence Forces had been on internal security operations at home and traditional, static, peacekeeping missions abroad, mainly in Lebanon, and this had largely defined the arena in which officers had practiced their core professional skills.
- 2.11.6 The new defence environment, marked by the threat of international terrorism and more robust and complex peace support operations, required a seismic shift in Defence Forces’ doctrine, training, equipment, processes and systems and a

significant broadening and deepening of capabilities over a short time. Achieving this shift required the leadership of accomplished professional officers with the technical proficiency and intellectual capacity to adapt to the demanding and rapidly changing environment.

- 2.11.7 Peace support operations are now significantly wider in their scope and more sophisticated and complex than traditional “peacekeeping”. They involve a range of scenarios from the benign provision of humanitarian relief to the extremely dangerous separation of parties by force in a peacemaking situation. In conflict and post-conflict situations the emphasis is now on “nation building” rather than simply providing a buffer between the parties to the conflict. This new approach requires the military to work in an integrated way with politicians, civil and local authorities, police, NGOs and a range of other “players”.
- 2.11.8 The forces committed to these operations must be led by officers with a significantly wider skill-set than heretofore. They must have a deeper knowledge of the politics and history of the conflict and of the cultural and religious peculiarities of the factions involved in the conflict. They must have the skills, including language skills, to operate effectively within a multinational force and they must have the knowledge and skills necessary to work in a multiagency military/civilian setting. Over the past five years, officers at every rank have had to equip themselves with the additional skills now required, while simultaneously ensuring that the Defence Forces as a whole developed to the required levels in all areas.
- 2.11.9 The demands on the organisation will continue to increase as the peace support scenario evolves and the requirement to counter international terrorism grows. Our involvement in a Nordic Battlegroup as part of the EU’s Headline Goal 2010 commitments requires a rapid response capability, together with even greater levels of interoperability and sustainability. This requires officers at every level to continuously acquire new and updated skills and leadership and management techniques through a wide-ranging process of ongoing professional development.

2.12 REMUNERATION STRUCTURE

- 2.12.1 Current structures of officers’ pay are complex and are influenced by internal relativities, vertical and horizontal. The rigidities of the current structures can restrict the organisation’s ability to respond to market forces and skills shortages. Notwithstanding this, these structures have been modified in the last decade, within the limits imposed by the terms of national pay agreements.
- 2.12.2 Officers commissioned before 06 April 1995 are in the reduced PRSI Class C and do not make an explicit contribution towards their pensions. Those commissioned on or after that date, like established civil servants with similar service, are in full PRSI Class A (approximately 43% of officers). These officers also pay a contribution of 5% of salary towards their pensions. In consequence of this the salary of these officers was uprated by 1/19th.
- 2.12.3 An officer’s total remuneration can consist of a number of elements, as follows:

- (i) Basic (Regimental) Pay.
- (ii) Military Service Allowance.
- (iii) Additional Pay,
- (iv) Compensatory Allowances.

Basic (Regimental) Pay.

2.12.4 The basic, or regimental, pay of an individual officer is a function of:

- (i) Professional category (cf. 2.12.5
- (ii) Rank held (cf. 2.12.8), and
- (iii) Service in rank (cf. 2.12.9).

Professional Category

2.12.5 Officers fall into two broad professional categories, “Line” officers and “Special Service Officers”. Special Service Officers are further broken down into medical (doctors, dentists, and pharmacists) and non-medical. Non-medical SSOs include engineers and scientists, legal officers, psychologists and officers of the Army School of Music.

2.12.6 There are two main pay scales, known as Rates 1 and 2, with Rate 1 applying to “Line” officers of the Army and Air Corps (including pilots) and Rate 2 applying to non-medical SSOs, accountants, military analysts, and to officers of the Naval Service. Doctors, dentists and pharmacists each have separate pay rates. Current rates are shown at Annex ‘B’.

2.12.8 Each rank within each pay rate has a separate pay scale. The rank held by the officer is, therefore, a primary determinant of his basic, or regimental, pay.

Service in rank

2.12.9 Service in one rank dictates the point on the higher scale that the officer will start on upon promotion.

Military Service Allowance

2.12.10 Military Service Allowance (MSA) was introduced in 1979 to compensate Defence Forces personnel for the unique conditions and special disadvantages associated with military life. It is paid on a continuous basis to all personnel up to and including the rank of Colonel and is analogous to the UK Armed Forces’ ‘X’ Factor and the Canadian Forces’ ‘Military’ Factor.

2.12.11 The current annual rate for officers ranges from €4,124 to €4,627 (both Class C PRSI contributors) and those for enlisted personnel from €2,061 to €6,039.

2.12.12 Both the Gleeson Commission (1990) and the earlier Inter-Departmental Committee on Defence Forces Pay, Allowances and Conditions (The Brady

Committee - 1988) concluded that the unique conditions and special disadvantages of military life for which MSA is intended to compensate included the following:

- (i) Liability for duty 24 hours a day, 7 days a week.
- (ii) Long and unsocial hours of duty.
- (iii) Requirement to serve for a fixed term of engagement.
- (iv) Restrictions on personal liberty as a result of the code of military discipline.
- (v) Risk of personal danger / loss of life.
- (vi) Bad and uncomfortable conditions.
- (vii) Personal responsibility for use of lethal weapons; and
- (viii) Disruption of family life as a result of frequent absences from the home.

2.12.13 Military Service Allowance does not cover the net differences between the non-pay elements of the respective total remuneration packages of military personnel and civilian workers. It is intended to compensate only for the particular disadvantages that are unique to military service, such as those listed above. The Gleeson Commission stated that, in considering this issue and in determining the appropriate levels of this allowance, it was careful to avoid "double counting" to ensure that Military Service Allowance only reflected those factors not taken into account in arriving at basic, or "regimental", rates of pay. (Gleeson Commission Report 1990, paragraphs 3.7.16 - 3.7.19 and 3.8.1 - 3.8.3).

2.12.14 The Gleeson Commission recommended that a flat rate should apply to all personnel and that was the case until 1998, when it was changed as part of the outcome of PCW local bargaining negotiations. Further changes resulted from the recommendation of the Public Service Benchmarking Body in 2002 (PSBB 1) that the allowance should receive the benchmarking increases and the fact that the increases to the various ranks differed.

Additional Pay

2.12.15 Additional pay is confined to the Air Corps and the Medical Corps. To qualify for additional pay the officer must be posted to and filling one of the appointments specified as attracting the pay. These appointments, in turn, may only be held by officers with particular qualifications and of the appropriate rank e.g. flying officers' appointments in the Air Corps may only be filled by qualified military pilots of the appropriate rank.

2.12.16 Current additional pay categories and rates are as per Annex 'C'.

Compensatory Allowances.

- 2.12.17 Compensatory allowances i.e. allowances other than those paid as reimbursement for expenses incurred, may be payable at daily, weekly or annual rates on foot of performing duties or work of a particularly onerous or high risk nature and/or which require a particular qualification/skill. Examples include appointments in the Army Ranger Wing, Air Corps Air Traffic Control officers, border duties, overseas duties, diving duties and explosive ordnance disposal (bomb disposal) duties.
- 2.12.18 The majority of these allowances were either introduced or restructured as a result of recommendations of the Commission on Remuneration and Conditions of Service in the Defence Forces 1990 (The Gleeson Commission).
- 2.12.19 A list of the current compensatory allowances is included at Annex 'D'. Those that attract "special" pay increases, such as benchmarking awards, are indicated.

"Special" increase for Doctors & Dentists (2006).

- 2.12.20 By 2005 the inability of the organisation to attract and retain sufficient numbers of doctors and dentists had resulted in shortages of a degree that was compromising the efficient and effective operation of the Medical Corps, both at home and overseas in Liberia.
- 2.12.21 For this reason, in late 2005 the Official Side put forward proposals for increases in the basic pay of both categories of officers ranging from 4.9% to 20.86%. This proposal was modelled on increases awarded to Public Health Doctors in 2003, subsequent to PSBB 1 and following an industrial dispute involving that group.
- 2.12.22 Historically, Defence Forces doctors and dentists of equal rank had enjoyed pay parity. However, the Official Side's proposal included separate scales for each, with dentists being offered significantly less than doctors of equal rank. The new rates were introduced in May 2006.
- 2.12.23 Current deficiencies in the Medical Doctor category suggest that this Commission should review the "retention" issues surrounding all officer cohorts.

2.13 PENSION SCHEMES

- 2.13.1 As a result of a Government decision on the recommendations of the Commission on Public Service Pensions there are now four separate pension schemes for officers of the Defence Forces who joined the public service before 01 April 2004 (pre-2004 officers) and for officers who have joined since that date (post-2004 officers). Additional Pension Schemes have been developed for new entrants in on 01 January 2013.

Pre-2004 Officers

- 2.13.2 The pension scheme for pre-2004 officers of the Defence Forces is described in detail in the Final Report of the Commission on Public Service Pensions (2000).

2.13.3 There are three broad service categories for these officers for the purposes of pension benefits;

- (i) **Officers with 5 or more but less than 12 years service.**
These officers qualify for a gratuity (without pension) of 20 days' pensionable pay at date of retirement for each year of qualifying service.
- (ii) **Officers with between 12 and 20 years service.**
Officers in this category qualify for both pension and gratuity, at flat rates, depending on rank and service.
- (iii) **Officers with more than 20 years service.**
These officers qualify for flat-rate pension depending on rank, service in rank and overall length of service and for a flat rate gratuity depending on rank.

2.13.4 Maximum pension is 50% of maximum regimental pay plus an addition for Military Service Allowances (MSA). The maximum retirement lump sum gratuity is 1½ times basic pay plus an addition for MSA and is payable only within two years of retirement on age grounds. Other allowances in the nature of pay are not reckonable for pension or gratuity purposes.

2.13.5 There is no explicit contribution to the main pension scheme, except in the case of officers who joined the Defence Forces on or after 6 April 1995, who are in full PRSI Class A. The latter pay a contribution of 5% of remuneration. In addition, all officers who are members of the spouses' and children's contributory pension scheme pay a contribution of 1½ % of remuneration.

2.13.6 All pensions are based on "Rate 1" pay. However, officers in receipt of "Rate 2" pay, or flying pay, receive a 10% addition to their pension, while the addition is 20% in the case of doctors, dentists and pharmacists.

Post-2004 Officers

2.13.7 In 2003, the Government decided that in line with the recommendations of the Commission on Public Service Pensions the pension scheme for new entrant officers (i.e. officers recruited on or after 01 April 2004) should be fundamentally changed.

2.13.8 The main features were included in the Government decision and are not negotiable. These include the following;

- (i) The scheme will be the same for officers and enlisted personnel, except that it will be contributory (6½%) in the case of officers and non-contributory for enlisted personnel.
- (ii) Pensions are not be payable earlier than age 50. Preservation of benefits applies to personnel who leave earlier than this and who have two or more years service.

- (iii) Maximum pension will accrue over a period of 30 years.
- (iv) The scheme is subject to integration with the Social Insurance system.
- (v) Pensionable remuneration will include certain allowances (the full details of which allowances will be included for pension purposes have not yet been agreed. However, overseas allowances will not be included).

2.13.9 It can be seen that the new pension scheme represents a significant deterioration in conditions of post-2004 officers relative to those of officers who joined the Defence Forces before that date.

Public Service Single Pension Scheme -01 January 2013

2.13.10 This new scheme applies to all military personnel who are commissioned or enlisted in the PDF as first-time new entrants to the public service from 01 January 2013 onwards. Membership is compulsory and they are automatically covered under this scheme from the date they enter the PDF.

2.13.11 Main features of Single Scheme for members of the Permanent Defence Force are outlined hereunder.

2.13.12 Retirement benefits of all new entrants to the public service from 1 January 2013 including PDF members, are based on 'career-average pensionable earnings', rather than final salary at retirement, as applies to pre-existing public service pension schemes.

2.13.14 Members accrue money amounts ('referable amounts') towards pension and lump sum, calculated annually by reference to fixed percentages of pensionable earnings and linked to CPI increases. These amounts accumulate over the span of a career to produce the pension and lump sum on retirement or discharge.

2.13.15 As a Single Scheme member serving in the PDF, the minimum pension age is **50**, as already applies to PDF personnel recruited since April 2004. This means that your retirement pension and lump sum is only payable immediately on retirement or discharge from the PDF if:

- I. you serve to age 50; or
- II. regardless of age, you are compulsorily retired on medical grounds,
 - in either case, with the required minimum of 2 years' qualifying service.
- III. The Defence Forces, Gardai etc. will, along with earlier minimum pension ages than the norm, have an accelerated pension accrual rate of 1/70th a year but with increased pension contribution rates of 7.5% of pensionable pay;
- IV. For most new entrants, preserved benefits will be payable from the State Pension age of 68. Exceptionally, where compulsory retirement / discharge from the Defence Forces (other than medical grounds cases) is

before age 50 on HR policy grounds, preserved benefits will be payable from 60.

- 2.13.16 It can be seen that this new pension scheme represents a significant deterioration in conditions of post 2013 officers relative to those of officers who joined the Defence Forces before that date.

2.14 SUMMARY

- 2.14.1 The military officer can best be described in the terms applied to members of professions, such as accounting, medicine and law, rather than as a single “job”. During his period in a particular rank an officer can expect to rotate through the full range of appointments appropriate to his rank, Service Branch, and professional category, both at home and overseas.
- 2.14.2 Like the medical and legal professions, the military profession establishes, certifies and maintains standards of competence and appropriate conduct for its members.
- 2.14.3 The importance that the State attaches to the officer’s commission is acknowledged by the fact that, in accordance with the terms of the Constitution, officers obtain their commissions from the President and the commissioning parchment itself is signed by the President, the Taoiseach and the Minister for Defence.
- 2.14.4 The function of the officer in the Defence Forces is to command and control men under his command. Command and control involves management, leadership and direction. Officers organise, equip and train forces at various levels, plan their activities and direct and lead their operations in both conflict and non-conflict situations. They provide the guidance, direction and motivation for the Forces.
- 2.14.5 There are two modes of entry to the officer profession – graduation from Cadet School and Direct Entry. Specific measures were introduced in 2005 to increase the number of serving soldiers in each cadet intake.
- 2.14.6 Cadet School graduates are awarded an Ordinary Bachelors Degree (Level 7 of NFQ) in Leadership, Management and Defence Studies. They then complete Honours Bachelor Degrees (Level 8 of NFQ), mainly in National University of Ireland, Galway.
- 2.14.7 The complexity of the military organisation and its activities requires that officers specialise in various areas. The two broad categories of military professional specialisation categories of officers in all Service Branches are Line Officers and Special Service Officers (SSOs). Line officers are the mainstream of the officer corps, being the leaders and managers of the principle units and formations of the Defence Forces and the staff officers in most functional areas at all levels.
- 2.14.8 The officer’s professional expertise, which has technical, theoretical and broad-liberal components, is developed and maintained through a comprehensive system of professional development including experience, education and training. Initially

and throughout their career officers must undertake exacting training and education courses in various Defence Forces schools and colleges or abroad.

- 2.14.9 The main officer career courses, the Junior and Senior C&S Courses, are internationally accredited. Since 2003 Commandants who graduate from the Senior C&S Course, mandatory for promotion to Lieutenant Colonel and higher, are awarded a Masters Degree in Leadership, Management and Defence Studies (awarded in conjunction with National University of Ireland, Maynooth).
- 2.14.10 An extremely well developed system of performance management, based on a detailed 'open' annual performance appraisal by the officer's superiors, is in place. The system is used to inform and support decisions on postings, education, training, promotion and other professional development requirements. A direct relationship exists between performance and promotion.
- 2.14.11 The promotion of "Line" officers to Commandant and all promotions above that rank (in all professional categories) are based on merit. A new, more competitive, promotion system was introduced in 2004 and the key elements are performance and potential. The policy is to generate a pool of suitably qualified officers at middle rank to ensure healthy competition for promotion to higher levels.
- 2.14.12 Since the re-organisation of the Defence Forces in 1998, developments in the areas of peace support missions and international terrorism required a seismic shift in Defence Forces' doctrine, training, equipment, processes and systems and a significant broadening and deepening of capabilities over a short time. Achieving this required the leadership of officers with the technical proficiency and intellectual capacity to meet the demanding and rapidly changing environment.
- 2.14.13 Current structures of officers' pay are complex and are influenced by internal relativities, vertical and horizontal. Officers commissioned before 06 April 1995 are in the reduced PRSI Class C and do not make an explicit contribution towards their pension. Those commissioned on or after that date are in full PRSI Class A and also pay a contribution of 5% towards their pensions. In consequence of this, the salary of these officers was uprated by 1/19th.
- 2.14.14 The primary determinants of an officer's basic, or regimental, pay are his professional category, his rank and service in rank.
- 2.14.15 There are two main pay scales, known as Rates 1 and 2. Rate 1 applies to Line officers in the Army and Air Corps (including pilots). Rate 2 applies to non-medical SSOs and to Line officers in the Naval Service (Operations Branch), accountants and military analysts. Doctors, dentists and pharmacists each have separate pay rates, introduced in May 2006. Each rank within each Rate has a separate pay scale.
- 2.14.16 Additional Pay is confined to the Air Corps and Medical Corps and payable to officers filling an appointment specified as attracting the pay.

- 2.14.17 Military Service Allowance is paid to compensate Defence Forces personnel for the unique conditions and disadvantages of military life. It is paid at different rates to all personnel up to and including the rank of Colonel.
- 2.14.18 As a result of a Government decision on the recommendations of the Commission on Public Service Pensions (2000) and subsequently in 2013, there are now different schemes for pre-2004, post-2004 and post 2013 officers.
- 2.14.19 The diminution of Superannuation arrangements are quite significant on new entrants.

Section 3

Working Life & Conditions of Service

3.1 Introduction

- 3.1.1 We have described the profession of military Officer in Section 2. It is best described in the terms applied to other *professions*, such as accounting, medicine and law, rather than as a single job. The different categories of offices were outlined, together with entry mechanisms, initial and on-going professional development systems and performance management and promotion systems and criteria. The remuneration structure of Officers was also described.
- 3.1.2 This section describes the environment within the Defence Forces as it impacts on the lives of the Officers of the Forces. Reference is also made to the changes in the working life of officers since the last benchmarking exercise. The aim is to describe the general working life and conditions of the Officer.
- 3.1.3 The ranks represented by the Representative Association of Commissioned Officer (RACO) comprise the junior, middle and senior leadership and management of the Defence Forces. Only the Officers of General rank is outside the remit of the association.
- 3.1.4 The vast majority of command functions and managerial responsibilities in every area of the Defence Forces are, therefore, vested in the members of the ranks represented. These functions and responsibilities range from command of the lowest establishment of troops i.e. a platoon of 3 personnel, to responsibility at the highest level, as Director, for the major functions of the organisation, such as operations, training, intelligence, logistics and HRM.
- 3.1.5 As with the military forces of every State, membership of the Defence Forces requires that the individual commits to an extremely demanding lifestyle that permeates every aspect of his/her life, *including family life*. But this commitment and the often hidden cost it involves, is not necessarily understood or appreciated by the community served by the military.
- 3.1.6 The demands on the individual members of the Defence Forces have increased significantly since the last benchmarking exercise in 2006, due to developments within the organisation and the impact of the increase in the operational demand on the individual (the percentage of time spent away from home station).

3.2 Officers as the Leaders & Managers

- 3.2.1 A misconception among members of the general public around the role, duties and responsibilities of a commissioned Officer oftentimes exists – that he or she simply follows the orders they are given and gets things done just by giving orders to his/her subordinates.

- 3.2.2 This perception is far removed from the reality. Like managers in all organisations, Officers do receive orders or instructions on what the Commanders Intent is to be achieved. However, the officer has total responsibility for deciding how to fulfil the Commanders Intent and for ensuring that the objective is achieved.
- 3.2.3 The Defence Forces are governed by an extensive series of Defence Force Regulations, which are statutory instruments designed to regulate the manner in which the business of the organisation is conducted. They are analogous to Company Law, which regulates the conduct of the business of civilian corporations. Regulations are not instructions on how to do the job; rather they provide the legal framework within which the officer does the job.
- 3.2.4 The wide range of military areas covered by regulations illustrates the complexity of the organisation and the business that it is engaged in. It also means that, in order to ensure that the organisation conducts its business in the manner that Government has decided; officers must have a wide breadth of knowledge including all of the relevant statutory instruments.
- 3.2.5 In accordance with “best practice”, the organisation also makes use of a range of administrative instructions and directives in the various areas of its activities. These are developed by Officers operating at the strategic levels of the organisation and provide guidance to all Officers. They are analogous to the company manuals used by many civilian corporations.
- 3.2.6 In operational situations, particularly peace support operations overseas or humanitarian missions of the type currently being undertaken, little or no precedent is available to guide the commander. Each situation is unique and often rapidly evolving. The commander is aware of his/her mission and of the legal parameters within which it must be achieved, but relying on his/her own professional expertise and experience he/she must decide how the mission will be executed. High levels of independent initiative are required by commanders in applying broad principles for action to particular, often highly charged, operational situations, which present a wide variety of problems.
- 3.2.7 A major factor influencing the commander’s decisions will be the need to balance achievement of the mission with his/her duty of care for the personnel under his/her command. This duty of care remains, even in a conflict situation. While all Commanders conduct mission training prior to deployment there will still be times when the Commander has to rely on his/her own initiative in order to achieve a balance between these two often-conflicting requirements.
- 3.2.8 Officers are responsible for developing protocols and procedures for their subordinates, to guide them in their actions and to minimise the risks they face. Similarly, they must prepare contingency plans for dealing with new threats and ensure that their personnel are highly trained to deal with any situation they might face. Peace support operations and humanitarian missions are now more robust than heretofore and “peace enforcement” missions are becoming the norm. This significantly increases the reliance of personnel on the quality of their training and the professional expertise of their Officers for their safety.

- 3.2.9 In high-risk environments, Officers will direct and control activity by issuing direct orders. Such leadership and management are required because in high-risk situations, control is essential to the achievement of the mission and the safety of the personnel concerned.
- 3.2.10 Building a cohesive and effective force capable of executing the operational tasking's issued to it is an absolute responsibility that is placed solely on the Officer corps. Such a resilient capability cannot be built simply by giving orders, as it requires strong and dedicated leadership and management from the Officer.
- 3.2.11 Military organisations are complex and technologically advanced and dependent to a significant degree on specialists at various levels. In their day-to-day work these specialists work within the framework of feasibilities based on specialised knowledge rather than simply that of military authority.
- 3.2.12 The day-to-day reality, therefore, is that in managing the military organisation and its personnel, Officers use the full range of management skills and techniques that are required in any modern organisations. In addition, in operational situations, the confidence of personnel in the professional expertise and leadership of their Officers is vital to the achievement of the mission.
- 3.2.13 Since 2006 the Defences Forces has undergone a substantial re-organisation. The overall strength has been reduced from 10,500 to 9,500. This has included a 9.52% reduction in the strength of the Officer corps (114 appointments). The consequences of this include:
- (i) Increased workload, responsibility and governance challenges due to officers fulfilling multiple roles (Para 3.5).
 - (ii) Reduced career advancement opportunities due to fewer appointments.
 - (iii) Increased professional and personal demands on the Officer as a leader and manager - Officers are managing the problems of the reorganisation and counselling soldiers on issues relating to the reorganisation without support structures or resources.
 - (iv) Leading and managing operational outputs with a restricted resource envelope.
- 3.2.14 As a consequence of the public service moratorium on recruitment, the strength of the Defence Forces has fallen below the ECF established figure of 9,500. The current "trained strength" is substantially below 9,000. The Defence Forces has engaged in an on-going recruitment drive in order to restore the overall strength to the established figure designed to meet operational requirements. This has led to a considerable increase in the level of management and governance required of officers in accordance with the IMG Report- (Report of the Independent Monitoring Group, September 2004)
- 3.2.15 Since the reorganisation of the Defence Forces and the introduction of the "Single Force Concept", Reserve Defence Force (RDF) Units were integrated into Permanent Defence Force (PDF) units with overall command and control vested in

the PDF. The governance of RDF units was previously the responsibility of PDF Officers holding RDF Cadre appointments and in receipt of a Cadre Allowance. These appointments are no longer embraced into the ECF and the allowance is no longer payable. PDF Officers are now responsible for the governance and management of all RDF personnel in addition to their PDF responsibilities. PDF Officers are now expected to manage the integration of RDF personnel into PDF units and for these personnel to attain equitable standard of competence despite limited resources and exposure to formal training. (Need to quantify...)

- 3.2.16 The experience and expertise of Officers in this area is evidenced by the success of the Defence Forces in fulfilling its roles at home and overseas, at sea, on land and in the air. The demand for such expertise is high among civilian employers for personnel with military backgrounds and this has been evidenced by the amount of Officers departing the PDF for middle to high-level management positions in retail organisations, aviation authorities and maritime companies.

3.3 Transfers/Postings/Movements

- 3.3.1 Due to the exigencies of military life, Officers are required to be flexible due to the ambulatory nature of postings that will require them to move away from where the family home is based in order to take up new appointments. This applies, in particular, to Army "Line" officers primarily because of the geographical locations of installations occupied by the Army and the integral management role of the "Line" Officer in commanding the main units and formations of the Defence Forces at all levels.
- 3.3.2 Army "Line" officers can expect to be posted to a variety of appointments in different locations over the course of a career and the instances of these movements is increasing – currently 8.82 times over the last 5 year period. Such movements place considerable demands not only on the Officers themselves, but also on their families.
- 3.3.3 Traditionally, until the Celtic Tiger era of house prices in the mid 2000's, the accepted norm was that when Officers were transferred the family moved with them to the new location and Change of Station Allowances, based on the Civil Service Scheme, were provided in such cases. However, as applies in society generally, the spouses of most Officers now have their own careers. For this reason and because of the high cost of housing it is now rare if not economically impossible for an Officer's family to move with him/her on transfer.
- 3.3.4 Previously postings were normally for a minimum period of 3 years. However this timescale has significantly decreased and Officers are now spending 18-24 months in postings. Furthermore the officer can expect to serve overseas and to attend residential courses during this period. However, the nature of the deployment of the Forces and particularly the fact that the more senior Officers' appointments are concentrated in relatively few locations, means that many officers transferred from their "home" station on promotion to Commandant or Lieutenant Colonel will never again serve in that location. Clearly, this separation from family has a most significant impact on every aspect of family life. A large number of officers,

therefore, face the prospect of being separated from their families during each working week for the last 10 – 15 years of their military careers.

- 3.3.5 Consequently, large numbers of Officers now commute to and from their homes, generally on a weekly basis, due to distance and work demands and the resultant impact is an adverse disruption to family life. Officers who decide to commute weekly rather than moving home are paid return travel costs to their homes once per week and have their dining costs subsidised, however, this provision expires after 9 months and all subsequent costs are borne by the Officer. This is further discussed in Section 6.
- 3.3.6 All Defence Force Officers, and particularly Army “Line” officers, are affected by postings involving change of station. Because of the pyramidal hierarchical nature of the organisation, there are significantly fewer appointments available at the higher levels. In addition, the majority of Officers’ overseas appointments are for the Army “Line” ranks of Commandant and Lieutenant Colonel. Consequently, substantial numbers of postings and transfers must take place to fill the vacancies in the organisation as they arise. This is further compounded by the high levels of voluntary retirement, as there are now a significant numbers of vacancies throughout all branches of the Defence Forces.
- 3.3.7 An implication of the reorganisation of the Defence Forces and the immediate closure of barracks was the reduction and further centralisation of Officer appointments to the Dublin/Kildare area. The imposed relocation of Officers was magnified to fill staffing vacancies.

The reorganisation saw the loss of one (1) x Brigade Headquarters with the loss of 114 Officer appointments and the resultant loss of Officer vacancies for both the Naval Service and Air Corps. The inadequate ECF introduced in 2009 failed to factor full time and continual Officer appointments to include:

- (i) Career courses for Captain & Commandant ranks (applicable to Army, Air Corps and Naval Service),
- (ii) Lieutenant and Captain numbers posted overseas,
- (iii) Naval Service Officers posted overseas,
- (iv) Air Corps Officers posted overseas,
- (v) Battle Group participation,
- (vi) Numbers of Officers on secondment and leave of absence.

The severe impacts of these inadequacies on serving members mean that;

- (i) There is a reduced strength in manning levels in operational units.
- (ii) Increased instances of posting resulting in increased numbers commuting greater distances and forcing greater numbers to live in barracks away from the family home.
- (iii) Reduced career advancement opportunities - reduced numbers of appointments and career potential to optimise superannuation.

- (iv) Officers are expected to be capable of relocating at minimal notice due to the increased fluidity of postings, without due consideration to personal circumstances.

3.4 Overseas Service

- 3.4.1 Service as an Officer carries with it a requirement to serve overseas in fulfilment of one of the roles assigned to the Defence Forces. Irish Officers are currently serving on overseas or humanitarian missions in 19 countries, with the UN, EU, NATO/PfP and OSCE and one maritime mission in the Mediterranean. There is an extremely high and consistent level of demand from these organisations for the services of Irish Officers and the authorities here refuse many requests because they cannot be met within the limits of the available resources.
- 3.4.2 Service overseas is essential for operational and professional development purposes and, since 1997; performance overseas has been one of the criteria for the selection of officers for promotion. Since 2004, indicated willingness to serve overseas in the higher rank has been added to the criteria for selection for promotion, in order to service the significantly increased frequency of overseas missions for the Defence Forces.
- 3.4.3 There are generally sufficient volunteers to fill all overseas appointments for Officers on an on-going basis. However, all Officers are liable to serve overseas and where sufficient volunteers are not available the authorities select and post the required number of the ranks and professional category needed. Since 2016 there have been a rising number of instances of "Mandatory Selection (Stats)" to fill the vacancies. The reduced numbers at various ranks has taken away the "capacity" for voluntary participation. Over 33% of the Lieutenant Colonel ("Line" – Army) rank are overseas at any onetime.
- 3.4.4 Approximately 17.6 % of Defence Forces Officers are generally overseas at any one time. In respect to certain ranks, the percentages are even higher. For example, with respect to the Army "Line" ranks included on List 'A' the following figures currently apply:

LIST 'A' ARMY "LINE" OFFICERS – PERCENTAGE SERVING OVERSEAS

RANK / CATEGORY	SERVING OVERSEAS
Captain ("Line" – Army)	11%
Commandant ("Line" – Army)	13%
Lieutenant Colonel ("Line" – Army)	33%

- 3.4.5 For the individual Officer, overseas missions can range in duration from 4 months (Chad) to 3 years (Brussels/New York), with the principal missions, i.e. those involving units of Irish troops (Syria, Lebanon), being of 6 months duration. The Officer may serve as part of a unit of Irish troops, or as part of an international

staff, or as part of a military observer or monitor group. In the latter case he/she may be the sole Irish officer in the group.

- 3.4.6 The significant increase in Ireland's overseas and humanitarian commitments – to UN, EU, NATO/PfP, and OSCE – has meant that since 2006 the tempo or frequency of overseas missions for the individual Officer has increased significantly. The Chief of Staff has stated that Army "Line" officers can now expect to serve overseas approximately every 2 – 3 years. However, the current reality for some "Line" officers is an even higher frequency than this.
- 3.4.7 The work which Officers are engaged in while on overseas or humanitarian service varies depending on the mission itself and the Officer's appointment or designated "job" within the mission. The latter is determined by the Officer's rank and professional category.
- 3.4.8 While serving with an Irish Unit overseas i.e. a "with troops" mission, the Officer's function is to lead the troops under his/her command. These can range in number from a platoon of 30 in the case of a Lieutenant, to a battalion of around 650 in the case of a Lieutenant Colonel. A Commandant will lead a company of 117 personnel.
- 3.4.9 The norm in "with troops" missions is that because of the inherent dangers in the operational situation there is a "no walking out" policy. This means that personnel are confined to their camp at all times except when carrying out specific duties such as patrols. So, on missions such as those in Syria and Lebanon personnel remain confined to camp for the full 6 month duration of their tour of duty, with the exception of a 2 week leave period out of the mission area.
- 3.4.10 For the duration of the overseas tour of duty the Officer is responsible for directing, controlling, leading and managing the personnel under his/her command and for ensuring their safety. He/she plans and manages their operations on an on-going basis. Throughout the tour of duty he/she is effectively on 24-hour duty.
- 3.4.11 Increasingly, Irish Officers are also involved in the higher-level military headquarters of International Organisations, such as UN, EU, or NATO/PfP and in this role they are involved in developing strategy and in policy formulation.
- 3.4.12 In addition, Officers are now involved in the strategic headquarters of overseas missions under the Combined Joint Task Force concept. So, for example, a number of Irish Officers are part of the EU Strategic Headquarters staff, based in Potsdam, Germany, controlling the EU's military mission to the Congo.
- 3.4.13 In the case of the majority of overseas and humanitarian missions and in every case where he/she is serving as part of an Irish Unit the Officer is unaccompanied, i.e. his/her family remain at home in Ireland. However, for a small number of missions of longer duration, e.g. Brussels – EU Military Staff – 3 year posting / Middle East - military observer - 18 month posting, he/she may be accompanied by his/her family. However, because of the career situation of many spouses, few

Officers can now be accompanied overseas by their families, for the full duration of the deployment.

- 3.4.14 Overseas service places very significant demands on the family of the Officer and can often strain relationships. The absence of a spouse/parent for prolonged period's means that the burdens of raising a family and running a home fall for the period on the remaining partner. If the mission is operationally tense or difficult, as many overseas or humanitarian missions are by definition, it is a time of stress and worry for the family. In the course of a career, every Officer will be absent for significant family occasions such as birthdays, first communions and national examinations, due to being on overseas service. The temporary removal of one parent from the family environment can also increase the childcare costs accrued by the family as the other parent may have their own independent career.
- 3.4.15 Despite the increased demands placed on Officers they have been experiencing difficulties in gaining access to adequate overseas support packages commensurate with other public services and other nationalities.
- 3.4.16 Since 2014 the Allowance paid to officers serving overseas has decreased by 10%.
- 3.4.18 The public perception of the precise nature of overseas service and the demands that it places on personnel may not always reflect the reality. It is the policy of the Defence Forces when making public comment on overseas missions to "down play" the dangers involved.

3.5 Sea Going Service

- 3.5.1 Service as an Officer carries with it the requirement to serve at sea in fulfilment of one of the many roles assigned to the Defence Forces. The Naval Service (NS) is the primary sea-going agency of the State and are in essence Ireland representatives on the high seas as outlined in UNCLOS.
- 3.5.2 Service at sea is essential for operational and professional development purposes and forms one of the key criteria for the selection of Officers for promotion.
- 3.5.3 Approximately xx% of NS Officers serves at sea at any one time.
- 3.5.4 Sea rotations have a duration of two years and during that time the length of time spent at sea can vary from the normal 4 week out, two week in cycle to 12 week deployments when engaged in humanitarian missions on behalf of the State. During humanitarian missions NS Officers may also serve on-board other international ships for the duration of the deployment. Naval Services ships spend approximately 185 days at sea each year and this is an increase of 20% since 2000 and reflects the increased operational output of the Naval Service.
- 3.5.5 The NS has significant commitments to complete on behalf of the State and through SLA's with other State agencies such as the Sea Fisheries Protection Agency (SFPA) the NS must meet certain performance related criteria with respect to fishery boarding inspections and NEAFC commitments.

- 3.5.6 The work which Officers are engaged in while on sea-going service varies depending on the nature of the deployment and the officer's appointment or designated job within the mission. The latter is determined by the officer's rank and professional category but all Officers since 2005, irrespective of branch, are now qualified in both military and civilian maritime competencies as outlined by the international STCW and IMO regulations.
- 3.5.7 While serving at sea, the officer's function is to lead the sailors under his/her command. This can range from a crew 39 on the smaller coastal patrol vessels in the case of a Lieutenant Commander, to a crew of 84 on the largest patrol vessel within the NS in the case of a Commander. When operating in Maritime Interdiction Operations the Officer in charge of the task group will be in command of all units within the task group and this can range from 39 personnel up to 123 personnel.
- 3.5.8 The nature of sea-going service presents the individual and crew with arduous and restrictive conditions and there is frequently a limit placed on one's personal space and personal freedom as they are restricted to the confines of the ship. This is particularly evident during deployments on humanitarian operations because of the inherent dangers associated within the area of operations.
- 3.5.9 For the duration of the Maritime Security and Defence Patrols (MSDP) and humanitarian deployments the Officer is responsible for directing, controlling, leading and managing the personnel under his/her operational command and for ensuring the safety of their crew. The Officer plans and manages the operations of the State vessel on an on-going basis. Throughout the MSDP and humanitarian deployments the officer is effectively on a 24-hour duty.
- 3.5.10 Due to the nature of sea-going rotations, which can last for two years and during, that time the ship will be at sea, away from the Naval Base for 185 days per annum. This effectively means that the Officer cannot be accompanied and must be away from his/her family and this disruption continues for the duration of the sea posting.
- 3.5.11 The public perception of the precise nature of sea-going service often remains unknown as much of the operational activity of the NS occur 'over the horizon' and the demands that are placed on personnel serving at sea may not always reflect the reality.
- 3.6 **Multiple Roles (Monetary Value - Benchmark)**
- 3.6.1 Because of the complex and multi functional nature of the Defence Forces, Officers of all ranks are required to perform multiple roles in the normal course of their duties.
- 3.6.2 The range of roles which an Officer is routinely required to perform include:
- (i) **Strategy and policy development:**
As a member of project teams or military boards at all levels nationally up to and including Defence Force HQ and internationally as part of EU

Integrated Development Teams covering the full range of areas of organisational activity.

- (ii) **Human Resource Management:**
Including selection of personnel for recruitment, training courses, promotion and overseas service as well as career and performance management and performance appraisals. Recruitment has become a huge focus of the HRM function. Officers are responsible for the supervision and governance of inducting civilians into military life. This includes, interviewing, fitness testing, medical screening, security clearance, attestation, preparation, conduct and administration of training, academic instruction, conduct of assessment, accreditation with third level institutions and assignment.
- (iii) **Logistics:**
Including procurement and maintenance of weapons, accommodation, office equipment etc., procurement and distribution of food and fuel and inventory management.
- (iv) **Judicial or quasi judicial roles:**
As unit or sub-unit commander with powers to adjudicate in disciplinary hearings and award punishments, including fines and detention, as a member of a court-martial with powers to award punishment including discharge from the Forces and imprisonment, as a defending Officer in a court martial, or as a member of a Court of Inquiry.
- (v) **Training and Education Management:**
Including strategic planning and the determination of needs viz. resources for the purpose of conducting military training exercises, weapons training, firing practices and instruction, in a military training or educational establishment.
- (vi) **Operations Management:**
Including managing and leading a range of military operations, on the ground, at sea or in the air, either at home or overseas.
- (vii) **Risk Management:**
Due to advances in DF Doctrine the Officer routinely performs the role of risk manager; analysing, mitigating and supervising a myriad of Risk Factors in order to produce a safe and realistic training output.
- (viii) **Public Relations**
Officers are expected to take the lead in the promotion of a positive image of the DF. This includes ceremonial tasking's, schools visits, transition year programs, employment engagement scheme as well as support to community events, demonstrations and talks. These types of tasks, which often take place outside of normal working hours disproportionately, affect Officers.

(ix) **Education**

Officers are expected to engage with continuous profession education and development as well as interface with third level institutions in order to ensure a consensus is achieved in curriculum, pedagogy and assessment in the managing of career courses for both Officer and NCO leadership courses.

- 3.6.3 This broad range of roles requires considerable flexibility from the Officer, who is also required to have a significant breadth and depth of knowledge in all of the areas of activity, which the organisation is involved in.

3.7 **Professional Development Benchmark**

- 3.7.1 Every Officer is required to undergo a range of formal military courses throughout his/her career. These include professional development courses required to operate in particular ranks, general management courses in functional areas such as human resources or logistics, and specialist courses such as weapons instructor, mine clearing, ship-borne fire fighting, or, in the case of pilots, aircraft conversion flying courses.

- 3.7.2 By their mid-forties an Officer will have spent up to four years in total on such courses. This is excluding to the cadetship programme, which is, 15-months for Army, 24-26 months for Air Corps and 23 months for the Naval Service and any civilian education courses undertaken (e.g. university degree).

- 3.7.3 Significant change in the professional development of all personnel has occurred since 2006. Officer Career courses are accredited with IT Carlow, Cork Institute of Technology, Dublin Institute of Technology and NUI Maynooth. Officers are responsible for the governance of these courses as well as the staffing of the accreditation process. The implication of this is that Officers now have an increased workload and additional responsibilities with regard to interaction with these third level academic institutions.

- 3.7.4 Such courses, which can extend for up to thirty-six weeks, are carried out at centralised educational establishments, generally in the Defence Forces Training Centre, in the Curragh. Because of this and their intensive nature, they are residential and the Officer is required to remain in situ on weekdays for the duration of the course.

3.8 **Short Absence Duties**

- 3.8.1 The nature of the Defence Forces organisation and roles means that, in addition to overseas and humanitarian service and professional development courses, all Officers spend a considerable time away from their duty stations and/or homes on "short absences" in the course of a year. The frequency of such absences in individual cases is largely dependent on the Officer's rank and appointment, or post.

- 3.8.2 Junior Officers (Second Lieutenant, Lieutenant, and Captain) will perform up to sixty 24-hour security duties in a year. Senior Officers (Commandant) will perform

up to 18 24-hour security duties in a year. The Officer is responsible for the security of his/her barracks/base during this period and so is required to remain in barracks and alert throughout the full duty period. Recent changes in the global security environment have directly led to the establishment in 2016 of a number of new duties whereby Officers are on standby in barracks to respond to security situations throughout the country at immediate notice to move. This means that the Officer needs to be ready to deploy within 2-4 hours once the intention to deploy has been issued.

- 3.8.3 Participation in training exercises; short courses and project teams will involve the junior Officer being away from station for further extended periods. These demands of service have increased dramatically in the last 10 years with senior Officers spending an average of 52% of their time away from home station and junior Officers up to 70%. This does not include time deployed to overseas or humanitarian missions. *Alarmingly, not one support provision has been developed in the same period. In fact critical support schemes have been removed or reduced by Government and Department of Defence initiatives during this period.* This has increased significantly since 2006 because of the increased focus on collective training to meet the required international standards (EU and NATO/PfP) for participation in overseas peace support operations and humanitarian missions.
- 3.8.4 The major role played by senior Officers (Commandant, Lieutenant Colonel, Colonel) in policy formulation, change management and organisational performance management, through participation in project teams, military boards and inspection teams, means that they will be away from their duty stations for a significant number of days each year. Activities in these areas have increased significantly since 2006, as the Partnership Goals agreed as part of our Individual Partnership Programme (IPP) with NATO have become more challenging.
- 3.8.5 Prior to deployment on EU or NATO/PfP led peace support missions participating Forces are now subject to assessment and validation by international assessors. In addition to being subject to such assessment ourselves, Irish Officers now participate in this process as assessors, requiring visits abroad of approximately one week's duration.
- 3.8.6 Since 2006, there has also been a very significant increase in the demand for Officers to attend PfP related short courses, seminars and exercises abroad, either as participants or as instructors. In 2016, Officers will participate in up to STAT required such events.
- 3.8.7 Participation as members of EU Integrated Development Teams requires the Captains, Commandants and Lieutenant Colonels involved to spend periods of 3-4 days per month in Brussels. Some groups, such as the Helsinki Task Force, which include Irish Officers based in Ireland, meet for 2-3 weeks of every 4, in Brussels.
- 3.8.8 Portlaoise Security Prison Duty.
- 3.8.9 Air Corps officers also spend a considerable amount of time away from home station;

- (i) A CASA (maritime patrol) pilot can expect to spend between 20-70 overnight duties away from base on an annual basis.
- (ii) Ministerial Air Transport, CASA maritime crews and engineer Officers spend considerable time away from base on operational, training or scheduled tasks.
- (iii) When aircraft are abroad undergoing major servicing there is a requirement for Air Corps engineering Officers to be present on a full-time basis, sometimes up to 3-4 months at a time.
- (iv) Pilots on one of the Government jets routinely spend up to 100 overnights away from base in a year. However, this figure can be as high as 200.

3.8.10 As a consequence of the recruitment drive to restore the DF strength to the designed establishment figure of 9,500, the number and scale of recruitment and induction training courses has greatly increased since 2015. In addition, the number and scale of career courses for Officers has increased in an effort to achieve the ratio of three personnel qualified for each vacancy as stipulated by the IMG Report. These courses are intensive in nature and require a large amount of 'out of hours' training and exercises numbering many days in duration. As a result the number of short-term duties supporting these activities away from Officer's home stations has increased.

3.8.11 For all officers, i.e. Army, Air Corps and Naval Service, this 'Personal Tempo', or the percentage of time spent away from the home station, has increased significantly since 2006 due to the increased demands on the organisation. These types of duties are disproportionally affecting officers. In addition the notice given that these duties must be performed is often very short or immediate.

3.9 Hours of Work & Leave

3.9.1 The terms of the Organisation of Working Time Act 1997 do not currently apply to members of the Defence Forces and under the terms of the Defence Act 1954 all personnel of the Permanent Defence Forces are liable for duty at all times.

3.9.2 All military personnel must, therefore, work whatever hours their duty/profession requires of them. While additional allowances are paid in respect of some duties, this is because of the nature of the duties themselves, rather than the hours worked. No overtime payments apply to members of the Defence Forces.

3.9.3 The hours actually worked will depend on the nature of the work being carried out. Training exercises, for example, can typically take place over a 96-hour period. In such cases, personnel will be on duty for the full period, although rest periods will be provided for. Prior to deployment on peace support missions or humanitarian missions it is compulsory for units and ships deploying to undergo pre-deployment training and assessment. In the case of land-based missions this is done through a Mission Readiness Evaluation (MRE) and for the two-week

period all personnel are on duty, and for maritime missions there is a 10-day Maritime Readiness Evaluation and Training during which all crewmembers are on duty.

- 3.9.4 Normal barracks routine will provide for a nominal working day of eight hours. However, every barracks operates on a 24-hour basis and the actual working day is dictated by the job to be done at any particular time.
- 3.9.5 The obligation to be available for duty 24 hours per day impinges to a much greater extent on Officers working directly with troops, in units and training establishments. Command of troops cannot be effectively exercised within "normal" office hours and a 5-day week. Unsocial hours of work are a matter of routine for these Officers.
- 3.9.6 Since 2006 the instance of leave restrictions being imposed of Officers due to reduced strength and operational commitments have increased. It is normal for Officers to have more leave to carry over at the end of the year than is permissible under regulation and therefore Officers routinely lose annual leave every year. – Evidence required
- 3.9.7 There is no entitlement to leave for Defence Forces personnel. Leave is considered a privilege that may or may not be granted depending on the exigencies of the service. Of course, every effort is made to facilitate all personnel in availing of leave.

3.10 Health & Fitness Demands of Military Service

- 3.10.1 All members of the Defence Forces are required to meet stringent standards of health and physical fitness on an on-going basis. This requirement has increased significantly since the last benchmarking exercise because our new international commitments that includes a rapid reaction capability that means personnel must be ready to deploy overseas with 5 to 30 (+) days notice.
- 3.10.2 All personnel are subjected to a comprehensive and rigorous medical examination and physical fitness tests annually. Similar examinations and tests must be passed prior to serving overseas and at sea. These examinations and tests form part of the Officer's annual performance appraisal.
- 3.10.3 Failure to meet the required standard in either area can have severe consequences for the Officer's career progression and, ultimately, could lead to discharge from the Defence Forces.
- 3.10.4 A programme of Compulsory Random Drug Testing was introduced for all military personnel, including all Officers, in 2002. Under this programme, which is managed by Army "Line" officers, up to 10% of the members of the Defence Forces, selected on a random basis, are tested each year. Because of the unacceptability of drugs in a military environment, a positive test will result in the dismissal of the individual concerned.

3.11 Compulsory Retirement Ages

- 3.11.1 Military service provides a shorter career to Officers vis-à-vis the norm in both the public service and the private sector. Current compulsory retiring ages are as follows and these also apply to Naval Service and Air Corps Officers:

Lieutenant	47	Captain	54
Commandant	58	Lieutenant Colonel	59
Colonel	60	Brigadier General	61
Major General	62	Lieutenant General	63

- 3.11.2 In Ireland and elsewhere, the trend is towards later retirement ages, as health standards and life expectancy improve and as labour markets tighten. For new entrants to most areas of the Public Service (i.e. recruited on or after 01 April 2004) compulsory retirement ages have been removed altogether. However, this provision does not apply to Officers of the Defence Forces.
- 3.11.3 Retirement at such relatively early ages constitutes a major disability of military service for the majority of Officers. Relative to his/her counterparts in much of the rest of the public service or in the private sector an Officer retiring as a Commandant has a career that is at least nine years shorter than the statistical norm. When pension for this period is taken into account this represents a minimum “loss” or reduction in career earnings relative to his counterparts of 4½ years salary.
- 3.11.4 This “loss” is magnified by the fact that earnings towards the end of a career, when the individual is at a more senior level, tend to be higher than at any other time. Retirement at such an early age also deprives the individual of opportunities for further promotion and even higher earnings and pension entitlements.

3.12 Physical Working Conditions

- 3.12.1 The physical conditions in which Officers work is variable over a wide range from very good to extremely harsh. They are entirely dependent on the work to be done and the location at which the duty is being performed. Every Officer must be able to function effectively regardless of the physical conditions.
- 3.12.2 Conditions for an individual may vary from relative comfort to significant discomfort depending on the duties that are being undertaken and the associated working environment. Conditions in barracks have improved significantly in recent years as a result of investment under the modernisation programme but since 2008 there has been a dramatic reduction in capital expenditure on new or capital projects. Conditions during field exercises are, of course, harsh.
- 3.12.3 When serving overseas, a greater variation in physical working conditions apply. An Officer attached to a headquarters may work from reasonably comfortable offices, while a military observer or monitor may live in and work from a tent in a desert.

- 3.12.4 When serving at sea an Officer will work in confined areas and will experience the inhospitable nature of the North Atlantic during poor weather conditions. During MDSP patrols an Officer will experience harsh working conditions when embarked on small to medium sized fishing vessels and will encounter significant hazards and dangers during boarding operations and when inspecting these vessels equipment and fish holds.

3.13 Officially Provided Accommodation

- 3.13.1 Historically, all single Officers were required to live in official accommodation unless they were given permission to live outside barracks. While this distinction on the basis of marital status no longer applies it is still the case that junior Officers require permission to live outside barracks.
- 3.13.2 The organisation has a requirement to have personnel, including Officers, available at all times to be called out for duty. Consequently the number of junior Officers granted permission to live outside barracks is limited. However, the number of such Officers applying to "live out" has increased in recent years. This is in part for social reasons and because of the restrictions which living in barracks imposes on an individual, but also due to the poor state of accommodation provided for Officers in many locations.
- 3.13.3 Charges for official living-in accommodation are increased in line with general increases in pay.
- 3.13.4 The terms of the Landlord and Tenant Act do not apply to Officers living in officially provided accommodation.
- 3.13.5 Due to the rise in the instance of postings since 2006, the number of Officers availing of accommodation away from home station has remained constant. Unlike other Public Servants there is no provision for rent allowance. In fact, the current Change of Station Allowance (COSA) is punitive relative to other Public Servants. Defence Forces personnel can only secure COSA for a period of 9 months out of a five year period, irrespective of the number of postings away from home station. Demands for accommodation will dramatically increase as the large intakes of Cadets in 2016 and 2017 are posted to different barracks around the country on completion of their training. The Department of Defence policy is to phase out this type of accommodation despite the impending acute spike in future demands. ---Check Section 6 on this
- 3.13.6 In addition to the demand placed on official accommodation by junior Officers in the coming year, there will also be an increased demand due to the increasing number of married Officers currently living-in due to the location of their postings away from the family home, as the commuting distance is too far from home.
- 3.13.7 In accordance with Government policy, the provision of "married quarters" generally is being phased out. This is a significant differentiator with how foreign militaries support their Officers to facilitate the extreme posting policies inherent

in military service. Currently, less than 30 Officers' married quarters remain. As part of the phasing out programme, as a quarters is vacated it is transferred to an alternative use. Consequently married quarters have extremely limited capacity and waiting lists are used to determine the next occupant.

3.14 Limited Application of Family Friendly Policies

3.14.1 National Pay Programmes over the past decade have recognised and emphasised the importance of proactive family friendly policies. Employers use such policies as an aid to retention and to improve staff motivation. For employees they can help towards achieving a better balance between working and family life and greater gender equality in the workplace.

3.14.2 Existing legislative provisions for maternity leave, adoptive leave, force majeure leave, carers' leave and parental leave apply equally to the Defence Forces. A Career Break Scheme and Term Time Scheme have also been introduced, although these are subject to the exigencies of the service and have relatively little application.

3.14.3 However, the nature of the military organisation and the roles that the Defence Forces play mean that there is limited potential for the introduction of further family friendly policies, such as job sharing, flexi-time and working from home.

3.14.4 Since 2016 a small amount of overseas appointments have been split into two appointments labelled "family friendly". Appointments that were previously six months in duration were divided into two consecutive three-month appointments. The uptake on these has been very low as there is a lack of clarity on how these appointments will be viewed in the future when it comes to assessing performance prior to promotion boards.

3.14.5 The reality is that the nature of the work of Officers, including as it does frequent short separations from family and regular long-term separation, on-call availability at all times and high risk, means that it is not and cannot be family friendly. Innovative solutions are required and when put in place need to be adequately resourced and fully communicated throughout the organisation.

3.15 Multiple Appointments In Addition

3.15.1 All Officers are required to operate on a multi-role basis. At any one time a large number of Officers are serving overseas, at sea or engaged on full-time courses. As a result many officers, particularly Army "Line" Captains and Naval Service Operations and Engineering Branch Officers, must routinely operate in a multi-appointment situation. This means that while they have one appointment, or post, they are also fulfilling the functions of another appointment, or job. In such situations the legal responsibilities the one Officer must meet attaching to both appointments.

3.15.2 The current numbers of vacancies across all dimensions of the organisation has seen an obvious increase in the burden of responsibility on Officers. With this

trend due to continue to rise into 2025 based on current trends, the frequency of Officers holding multiple appointments will continue to magnify. The implications of these issues are very evident in the climate survey as Officers felt that they were being put in the impossible position of having to do the work of many with very significant implications on the management of risk, governance (administrative and operational) and wellbeing (personal and professional).

3.16 Risk Management

- 3.16.1 All members of the Permanent Defence Forces have an unlimited liability to risk their own lives in the performance of their duty.
- 3.16.2 The risk of death or injury is most pronounced in the course of military operations, particularly in a conflict situation. The majority of the overseas peace support missions undertaken by the Defence Forces in the past five years have involved peace enforcement, rather than the more traditional peacekeeping. While all peacekeeping missions carry a risk of death or injury, peace enforcement missions are, by definition, more robust and dangerous. 85 members of the Defence Forces have died on overseas service since Ireland first undertook peacekeeping duties in 1958. Two of these have been killed since 2001.
- 3.16.3 Military operations and training exercises at home, whether on land, at sea, or in the air, by their very nature also involve a high degree of risk to the personal safety of Defence Forces personnel. They involve the use of lethal weapons and much of the work is of an extreme physical nature. Specialist training such as, flying instruction, naval boarding operations training, parachuting and Special Forces training (Army Ranger Wing) involves significant additional risks.
- 3.16.4 The provisions of the Safety, Health and Welfare at Work Act do not apply to members of the Defence Forces when they are engaged in peace support operations or humanitarian missions overseas, aid to the civil power operations at home, when on Maritime Security and Defence Patrols, or while engaged in training directly related to any of these.
- 3.16.5 In line with international military best practice and to meet the the required international standards (EU and NATO/PfP) for participation in overseas peace support operations the Defence Forces has significantly increased the scope and level of Live Fire Tactical Training (LFTT) undertaken by all DF personnel. LFTT is a high risk activity whereby personnel are exercised in a realistic, simulated, combat, scenario using a wide range of weapon systems and live ammunition.

“LFTT is as close to combat as any soldier will get, involving all the chaos of a live fire situation while aiming to create a safe environment for troops to learn”

(Source: www.military.ie, 2016).

The consequences of this development for Officers are as follows:

- (i) Increased workload for the LFTT Range Conducting Officer (RCO) as Officers are predominantly the RCOs.
- (ii) Increased responsibility for LFTT RCOs in terms of the safe planning and conduct of LFTT. The preparation and application of safety statements, Range Action Safety Plans, Weapons Danger Area Traces are the sole responsibility of the LFTT RCO.
- (iii) All DF personnel are now required to successfully complete LFTT as part of their Annual Personal Weapons Test (APWT). This represents an increase in the minimum-qualifying standard for operational service overseas and at home. LFTT is tested appropriate to role and rank; as such Officers are required to exhibit a higher standard of LFTT while maintaining a high standard of command and control.
- (iv) Officers are responsible for the preparatory training of all DF personnel to achieve an appropriate level of tactical proficiency and safe weapons handling to undergo LFTT and are responsible for the certification of same.

3.16.6 The liability of Officers also extends to the requirement to risk the lives of personnel who are under their command. This is an aspect of the Officer profession that bears heavily on all its members. In operational situations Officers are required to make objective decisions in the knowledge that they may result in death or serious injury to themselves or the personnel for whom they are responsible.

3.16.7 Officers hold the sole responsibility for assessing, mitigating and managing risk in the Defence Forces. By virtue of the fact that there are fewer Officers and that the number of commitments and high-risk activities have increased; each Officer is managing more risk than ever before.

3.17 **Disciplinary Code**

3.17.1 The nature of the work in which military forces are involved and their operating methods require that they have a strong code of discipline.

3.17.2 Officers play a key role in this area by administering the legal disciplinary system within which they also have judicial and quasi-judicial functions.

3.17.3 However, an even more important role for Officers in this area is in leading by example and ensuring that at all times, whether on or off duty, they live within the letter and spirit of the disciplinary code.

3.17.4 Members of society generally have the freedom to conduct their affairs in accordance with wider societal customs and laws. Officers, however, in addition to being subject to civil law, are further restricted by the demands of the Defence Act and ancillary legislation.

3.17.5 They are required and expected to maintain exacting standards of behaviour and protocol in their everyday dealings and contacts, both on and off duty. For

example, what might be regarded as mere discourtesy in the wider community could amount to a serious breach of discipline in the military context. Such a breach would carry with it consequent, often severe sanctions.

3.18 SUMMARY

- 3.18.1 The ranks represented by the Representative Association of Commissioned Officers (RACO) comprise the junior, middle and senior leadership and management of the Defence Forces. Only Officers of general rank are outside the remit of the association. The vast majority of command functions and managerial responsibilities in every area of the Defence Forces are, therefore, vested in the members of the ranks represented.
- 3.18.2 In order to ensure that the Defence Forces conducts its business in the manner, which Government has decided, Officers must have a wide breadth of military knowledge, including all of the statutory instruments. In managing military personnel Officers use the full range of management skills and techniques that apply in all organisations. The experience and expertise of Officers in this area is evidenced by the fact that there is a high demand among civilian employers for personnel with a background as military Officers.
- 3.18.3 Officers are required to be highly mobile. Army "Line" Officers can expect to be posted to appointments in different locations between 5 and 10 times in the course of a career. Many Lieutenant Colonels ("Line") will spend the last 10 to 15 years of their careers posted to locations away from their families. This migratory pattern places considerable demands on the Officers and their families.
- 3.18.4 Service as an Officer carries with it a requirement to serve overseas. Officers can expect to serve overseas on average every 2-3 years; although for some Officer ranks the frequency is even higher. Frequency of overseas service has increased significantly since the last benchmarking exercise. 17.6 % of Army "Line" Officers are overseas at any one time.
- 3.18.5 Because of the complex and multi functional nature of the Defence Forces, Officers of all ranks are required to perform multiple roles in the normal course of their duties.
- 3.18.6 As well as training carried out at unit level and full-time university degree courses, in the course of his/her career every Officer is expected to undergo a range of professional development courses. By their mid-forties officers will have spent 4 to 6 years on such courses.
- 3.18.7 The nature of the Defence Forces organisation and roles means that in addition to overseas service and professional development courses, all Officers spend a considerable time away from their home stations on short absences in the course of a year. This demand on the individual has increased significantly since the last benchmarking exercise.

- 3.18.8 The Working Time Act 1997 does not apply to military personnel. Leave is considered a privilege that may or may not be granted.
- 3.18.9 Failure to meet the required stringent standards of health and fitness on an on-going basis can have severe consequences for the officer's career progression and, ultimately, could lead to discharge from the Forces. Since the last benchmarking Compulsory Random Drug Testing has been introduced for all personnel.
- 3.18.10 Military service as an officer provides a shorter career vis-à-vis the norm in both the public and private sectors. Retirement at relatively early ages constitutes a major disability of military service for officers. Relative to his counterparts in the rest of the public service or in the private sector an Officer retiring as a Commandant has a career that is at least nine years shorter than the norm. For this reason alone his/her career earnings are considerably less than his/her counterparts in other organisations. While the trend generally is towards later retirement ages there are no plans to extend Officers' retirement ages.
- 3.18.11 The physical conditions in which Officers work is variable over a wide range from good to extremely harsh, both at home, overseas and at sea.
- 3.18.12 Junior Officers require permission to live outside barracks. Charges for living-in accommodation are increased in line with general increases in pay. Married Quarters are being phased out and few remain despite the demand increasing. The terms of the Landlord and Tenant Act do not apply to Officers living in officially provided accommodation.
- 3.18.13 Existing legislative provisions for maternity leave, adoptive leave, force majeure leave, carers' leave and parental leave apply equally to the Defence Forces. However, the nature of the military organisation and the roles of the Defence Forces mean that military life is not and cannot be family friendly.
- 3.18.14 Many Officers, particularly Army "Line" Captains and Naval Service Operations and Engineering Branch Officers, must routinely operate in a multi-appointment situation. This includes filling appointments, which previously carried allowances including the RDF Allowance and Instructor Allowance.
- 3.18.15 All members of the PDF have unlimited liability to risk their own lives in the performance of their duty. Overseas peace enforcement missions have become more dangerous. The provisions of the Safety, Health and Welfare at Work Act do not apply to military personnel on operations or directly related training.
- 3.18.16 The nature of the work in which military forces are involved and their operating methods require that they have a strong code of discipline. Officers play a key role in this area by administering the legal disciplinary system and by leading by example. Members of society generally have the freedom to conduct their affairs in accordance with wider societal customs and laws. Officers, however, in addition to being subject to civil law, are further restricted by the demands of the Defence Act and ancillary legislation.