



**REPORT ON
PAY AND BENEFITS RESEARCH STUDY
FOR THE
ASSOCIATION OF HIGHER CIVIL AND PUBLIC
SERVANTS**

**by the
INSTITUTE OF PUBLIC ADMINISTRATION**

MAY 2017

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	5
1. INTRODUCTION	7
2. TERMS OF REFERENCE	7
3. METHODOLOGY	7
4. CONTEXT FOR THE STUDY	9
5. JOB ANALYSIS AND COMPARATOR DATA – PRINCIPAL OFFICER AND ASSISTANT PRINCIPAL OFFICER POSITIONS.....	13
6. PENSION	23
7. CONCLUSION	25
APPENDIX 1 – JOB ANALYSIS QUESTIONNAIRE	27
APPENDIX 2 – PAS PRINCIPAL OFFICER LEVEL COMPETENCIES	29
APPENDIX 3 – PAS ASSISTANT PRINCIPAL OFFICER LEVEL COMPETENCIES.....	30
APPENDIX 4 – SALARY SCALES OF PRINCIPAL OFFICER, ASSISTANT PRINCIPAL OFFICER AND GOVERNOR POSITIONS	31
APPENDIX 5 - JOB ANALYSIS AND COMPARATOR DATA - PRISON GOVERNOR POSITIONS.....	33
APPENDIX 6 - PRISON GOVERNOR COMPETENCIES.....	38
REFERENCES	39

EXECUTIVE SUMMARY

TERMS OF REFERENCE

The AHCPS sought:

1. An objective evaluation of the work performed by the grades it represents in order to provide a solid basis to carry out a comparison with similar sized jobs in the private sector; and,
2. A report setting out the comparison of the pay and benefits of the grades in question with the private sector comparators.

CONTEXT

Government and public expectations of the civil and public service continue to grow. Decreasing resources in terms of staff numbers and an increasing and diverse population require major innovative shifts and pose challenges to the structure, systems and strategies of the civil service. There is now a more pressing demand for strong strategic and operational senior management. The skills required in this more complex environment by the holders of civil service grades covered by the study include the requirement to exemplify public service values, demonstrate resilience, accept accountability and manage cross cutting issues in a more fragmented political system.

- The resource decisions taken since the economic crisis have included three pay cuts, longer working hours, delayed payment of increments, redeployment and an embargo on recruitment.
- The resulting workload pressures have caused a significant reporting of work overload at senior levels.

These changes in the environment are impacting on the attractiveness of the civil service as a place to work for senior managers. A challenge for recruitment is that remuneration is a competitive issue and is higher in the private sector for senior positions comparable to senior civil service grades. TLAC and PAS conclude that civil service remuneration for senior management levels cannot compete with that on offer in the private sector. This has implications for the attraction of new senior talent to the civil service.

PAY AND BENEFIT ANALYSIS

The role of Principal Officer, Assistant Principal Officer, Campus Governor and Governor Grades 1, 2 and 3 were compared with similar sized roles in the private sector in terms of both Base Pay and Total Pay.

This study concludes that the remuneration for the grades covered by the study are not competitive when compared to equivalent Base Pay and Total Pay for comparator positions in the private sector. Private sector Total Pay is inclusive of both Base Pay and Bonus Payments.

The conclusions are that:

- The salary of Principal Officer would need to be increased by 38% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 38% rises to 60%.
- The salary of Assistant Principal Officer would need to be increased by 18% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 18% rises to 30%.
- The salary of Campus Governor would need to be increased by 30% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 30% rises to 50%.
- The salary of Prison Governor Grade 1, 2 and 3 would need to be increased by 21% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 21% rises to 43%.

PENSION

Over the last number of years, significant changes have occurred in relation to the provision of pensions in the public and private sectors. In the public sector, a significant development has been the increase in employee contributions. In the private sector, a significant development, which makes like with like comparisons difficult, has been the decline in defined benefits schemes.

A broader discussion and summary of changes to policy for civil service pensions and the position in the private sector is provided in Section 6 of this report.

The conclusion of the IPA research is that a more detailed study is required to accurately compare the provisions in both sectors.

1. INTRODUCTION

The Institute of Public Administration (IPA) was commissioned by the Association of Higher and Civil Public Servants (AHCPS) to carry out research to compare the pay and benefits of its members to that of similar positions in the private sector.

The AHCPS sought an objective evaluation of the work performed by the grades it represents in order to provide a solid basis to carry out a comparison with similar sized jobs in the private sector.

2. TERMS OF REFERENCE

The requirements of the AHCPS were outlined at a meeting with senior officials of the Association and representatives of the IPA. It was agreed that the requirements of the research study were as follows:

- To evaluate the positions of Principal Officer, Assistant Principal Officer and Prison Governor;
- To use the evaluations of these positions to identify similar positions in the private sector;
- To use published pay surveys (e.g. the Chartered Institute of Personnel and Development (CIPD) and Irish Business and Employers Confederation (IBEC) recent pay surveys) to determine the pay and benefits of private sector positions comparable to the grades in question;
- To prepare a report setting out the comparison of the pay and benefits of the grades in question with the private sector comparators.

3. METHODOLOGY

The methodology used in conducting this research is outlined below.

3.1 DESK RESEARCH

In the first instance the project team members familiarised themselves with background information relevant to the conduct of this research study e.g. previous benchmarking reports and AHCPS submissions and other relevant data. In particular, it was considered that any information on previous decisions relating to how civil service pay in general should be compared to private sector pay would be relevant.

3.2 JOB ANALYSIS AND EVALUATION

To evaluate the positions of Principal Officer, Assistant Principal Officer and Prison Governor it was decided to collect data by way of a Job Analysis Questionnaire. The aim was to get a measure of and understand the nature of the roles in terms of the knowledge required to carry out the functions, the typical types of decisions taken at these levels, the span of control in terms of resources managed

and the amount of autonomy each role enjoys. The Job Analysis Questionnaire is included at **Appendix 1.**

In response to the Job Analysis Questionnaire, replies were received from a range of Principal Officers, Assistant Principal Officers and Prison Governors. The respondents to the questionnaire were representative of a broad extent of Civil Service Departments and Public Sector Agencies.

This stage of the research also involved preparing role descriptors and a job sizing methodology so that the jobs could be compared with comparators in the private sector. This job sizing was used to determine which levels in the private sector are most comparable to the grades in question and which particular private sector jobs are suitable comparators.

3.3 ANALYSIS OF PAY SURVEYS

Armed with the job sizing methodology, current private sector pay surveys were examined to extract the pay and benefits data of the comparator grades. This involved discussions with the publishers of the surveys to gain information on their methodology and their advice on appropriate comparator data. A range of published surveys and unpublished data was available to the research team however, the primary source was the IBEC Salary Survey, 2016.

3.4 ANALYSIS

The analysis stage of the research study involved analysing data at various levels – base pay data, total pay data and data related to other benefits (e.g. share options, pension entitlements, car provision etc.) and determining the appropriate comparator information for the grades in question. This involved ranking the private sector data in terms of upper quartile, median and lower quartile and determining the appropriate comparator for the grades in question.

3.5 FINAL REPORT

The final report contains the findings and conclusions of the study in relation to this pay and benefits research study.

4. CONTEXT FOR THE STUDY

The following paragraphs set out the broad context within which the study has been conducted.

4.1 CHANGING CIVIL SERVICE ENVIRONMENT

Government and public expectations of the civil and public service have grown. The population of the state is also growing. At the same time, until recently numbers working in the civil and public service have been falling. In 2008, there were approximately 73 public service employees per 000 population. In 2016, the equivalent figure was 63 per 000 population (Boyle, 2016).

The net impact of the reduction in public sector employee numbers and in particular the reduction in civil service employee numbers has given rise to new challenges and places specific demands on managers at higher grades and for Principal Officer and Assistant Principal Officer post holders in particular. The challenge for the future is to address, within a smaller resource base, more complex and more difficult issues which require major innovative shifts in how the civil and public service operates.

The Civil Service Renewal Plan (Department of Public Expenditure and Reform, 2014) has had a significant impact on the culture and environment within which civil servants operate.

A number of trends impacting on the civil service, and in particular on management grades in the civil service, are discernible:

- One trend is the increased centralisation of power and control;
- A second trend is more open recruitment and an increasing emphasis on specialisation and professionalisation;
- A third trend is more use of commissioning and contracting out of services, allied with rationalisation and more use of shared services;
- A fourth trend is a greater use of new models of service delivery, and an increasing emphasis on digital governance;
- A fifth trend is a changing civil and public service collective bargaining environment with changed terms and conditions of employment.

As noted in the Senior Public Service (SPS) Leadership Development Strategy (Department of Public Expenditure and Reform, 2013, p.5), there is now a *'more complex environment that poses challenges to the structures, systems and strategies that have served us in the past. Factors such as the economic crisis, the increased importance of citizen orientation and quality of civil and public services, in addition to the need for permanent reform and change, demands strong strategic and operational top management'*.

These changes in the environment in which the civil and public services operate have impacted on the skills and competencies required of managers in the civil and public service. The environment is much more complex than previously and managers are often operating in a politically charged environment representing the department in fora such as the Public Accounts Committee where there is greater scrutiny, visibility and transparency called for. Managers are increasingly required to

engage with key external stakeholders and decision makers in the public and private sectors through various stakeholder fora on a continual basis.

More attention is being given to competencies such as exemplifying civil and public service values, resilience, accountability, managing crosscutting issues, and the relationship with the more fragmented political system. Compared to other European countries, senior civil servants in Ireland rate a focus on outcomes and results, transparency and open government as more important reform trends than their counterparts (Boyle, 2014).

4.2 CHANGING CIVIL AND PUBLIC SERVICE

At the same time as these changes in the environment are taking place, there are changes in the civil service itself. As noted in the Civil Service Renewal Plan (Department of Public Expenditure and Reform, 2014, p.7): *'In the next 6 years, 12.6% (4,400) of the Civil Service and 31.9% of senior management in the Civil Service (Principal Officer and above) will be over 60 years of age and have served 40 years or more. The rate of retirement during this period is likely to increase significantly'*.

With regard to pay and conditions, the Croke Park and Haddington Road Agreements saw the introduction of initiatives such as:

- Longer working hours;
- Delay in the payment of increments;
- 3 pay cuts;
- Reduced annual leave entitlement;
- Reduced sick leave entitlement.

The associated legislation (Financial Emergency Measures in the Public Interest Act, 2009, 2010 and 2013) was necessary to introduce pay cuts and a pension levy for all public servants in 2009 and 2010 and further pay cuts for those earning above €65,000 per annum in 2013. The Lansdowne Road Agreement began a partial and phased restoration of the pay cuts.

Looking beyond changes in pay and via retirements, there has been considerable redeployment of staff across the civil and public service in the context of reduced resources and numbers. Civil Service Departments and Public Bodies and individual civil and public servants have had to increase their flexibility and mobility to work together across sectoral, organisational and professional boundaries.

Such changes inevitably have implications for the workload and requirements placed on senior civil servants. With regard to the statement, *'I regularly feel overloaded or unable to cope'*: 43 per cent of Irish senior civil servants surveyed in 2014 rather agreed with this statement and 38 per cent rather disagreed. This response differed from the European average, where 60 per cent disagreed that they feel overloaded or unable to cope. This suggests that the impact of the downsizing of the civil and public service has put additional workload pressures on senior civil servants which have affected their views on being able to cope with the workload (Boyle, 2014).

There is a particular concern with regard to the grades of Principal Officer, Assistant Principal Officer, Governor and equivalent, as these are both important managerial positions in their own right, but

also a key source for top management recruitment. A study by PublicPolicy.ie (2014) of recruitment and retention of senior civil servants showed that:

“Since a significant majority of TLAC (Top Level Appointments Committee) appointments are, and are likely to continue to be, sourced from within the civil service, recruits at administrative officer/assistant principal level and those advanced to these levels should be viewed as the seedbed of candidates for the vast majority of top civil service roles. The ability to ensure the sourcing of high calibre graduates will be a key determinant of the quality of candidates ultimately available for top civil service positions.”

4.3 IMPACT OF CHANGES IN THE ENVIRONMENT ON RECRUITMENT

These changes to the environment and within the civil service are impacting on the attractiveness of the civil service as a place to work for senior managers. Some quotes from the Public Appointments Service (PAS) 2015 annual report illustrate this point with regard to remuneration:

“... there are some roles where PAS is finding it more challenging to source candidates. In 2015, PAS managed the recruitment process for a number of specialist roles primarily in HR, IT and Finance at a senior level in Government Departments and the broader Civil Service. Feedback from our executive search function suggests that candidates have been very interested in these roles, particularly given the opportunity to make a difference at a senior level in large scale organisations, such as Government Departments. However, the challenge has been that the remuneration (salary and benefits) the candidates currently earn is at least 30% higher than that on offer in the Civil Service (p.12).

Remuneration has become more of a competitive issue in public service recruitment as private sector organisations use remuneration as part of their overall approach to develop, attract and retain talent. This has now become a real disincentive to potential candidates from the private sector who are interested in working in the public service (p.12).”

PAS noted that the perceived reputational risk and impact of media scrutiny remains a significant barrier. These issues relate to the changing, more challenging, and complex environment within which senior civil and public servants must operate as detailed in section 4.1 above.

A TLAC report of 2016 further stresses the fact that a gap is opening up with the private sector in terms of the ability to recruit and retain high calibre staff at senior levels:

“The decreasing diversity of applicant pools in 2015 was mainly due to a significant reduction in applications from the private sector. Some reduction in applications from private sector candidates might be expected in the context of an improving economic situation. Nonetheless, the fall in applications from suitable candidates has been very sharp. Feedback from the executive search process indicates that the remuneration for these posts frequently cannot compete with that on offer in the private sector notwithstanding that senior Civil Service roles have attracted some quality private sector applicants previously due to factors other than the remuneration package (TLAC, 2016, p.18).

The Industrial Relations News (IRN 46/2016) article commenting on the Department of Public Expenditure and Reform (DPER) submission to the Public Service Pay Commission notes that the recruitment issues that may exist are at Senior Level and for specialist skills:

“A review of Senior Executive Campaigns completed by PAS in 2015 found that average number of applications for senior positions had declined from 29 in 2014 to 25 in 2015 and that private sector applications had declined from 45% to 22% overall. The number of appointments from outside the Civil Service continued to fall somewhat from previous years with 20% of appointees being non-Civil Service candidates, compared with 23% of appointments in 2014 and 24% of appointments in 2013.”

The Irish Times (28 March, 2017) reported on the submission of the Department of Transport to the Public Service Pay Commission that the department argued that *“the traditional “draw” of a good public service pension is no longer sufficient to attract potential employee”*. The article goes on to quote from the department’s submission that:

“We are beginning to experience recruitment, and more often retention, issues with general service staff in an increasingly competitive marketplace, where the traditional attractors to the Civil Service are no longer attracting the numbers of quality staff we need.”

“Although the salary has a large part to play in these issues, anecdotal evidence suggests that it is not always competitive with the Irish private sector packages in terms of pay, pension and additional extras, e.g. healthcare, pension contributions.”

5. JOB ANALYSIS AND COMPARATOR DATA – PRINCIPAL OFFICER AND ASSISTANT PRINCIPAL OFFICER POSITIONS

In analysing the positions of Principal Officer and Assistant Principal Officer the project team were anxious to understand each role in terms of the knowledge and skills required to carry out the jobs successfully, the breadth of leadership and management responsibility of each position, the complexity of issues being faced by each position and the results or outputs achieved.

5.1 ROLE OF PRINCIPAL OFFICER

In broad terms, the Principal Officer can be described as a pivotal role in the civil service. Reporting to an Assistant Secretary, a Principal Officer plays a key leadership role in the review, development and execution of government policy for a wide variety of national policy areas.

The position is varied in nature ranging from the specialist positions in the diplomatic service to heads of the staff functions of Human Resources, Finance, Corporate Services, and Information Technology to general civil service leadership functions.

Normally managing a large team, a Principal Officer is required to provide leadership, motivation and direction. The job encompasses a wide range of functions including – providing high level advice to the Government, managing complex policy development and execution, managing the operation of large scale national services and related policy initiatives, guiding legislation through the system and influencing critical stakeholders including the appropriate Minister. The position also involves financial planning, regulatory development, attendance at Oireachtas Committees and the implementation of governance standards across all state and semi-state organisations.

Principal Officers are key participants in the top management process of Departments/Offices with a critical leadership role in developing and implementing government policy and ensuring that the legislative and policy frameworks are in place in the economic, financial, international, environmental and social arenas etc.

Principal Officers are key drivers of the Civil Service Renewal Plan which outlines a vision for the Civil Service including practical changes that will create a more unified, professional, responsive, open and accountable Civil Service, providing a world-class service to the State and to the people of Ireland.

5.2 PRINCIPAL OFFICER COMPETENCIES

The Public Appointments Service (PAS) competencies for the position of Principal Officer level are: Leadership and Strategic Direction; Judgement and Decision Making; Management and Delivery of Results; Building Relationships and Communication; Specialist Knowledge; Expertise and Self Development; and, Drive and Commitment to Public Service Values. The competencies and the effective performance indicators are attached as **Appendix 2**.

5.3 ROLE OF ASSISTANT PRINCIPAL OFFICER

In broad terms, the role of Assistant Principal Officer is to participate in the development, implementation and review of national policies covering all areas of Government policy.

As is the case with the Principal Officer, the Assistant Principal Officer position is varied in nature ranging from the specialist positions in the diplomatic service to heads of the staff functions of Human Resources, Finance, Corporate Services, and Information Technology to general civil service leadership functions.

Reporting to a Principal Officer an Assistant Principal is involved in leading and motivating teams of people, analysis of public policy issues, provision of advice, engaging with and managing both internal and external stakeholders, delivering programmes and the management and delivery of services to the citizen.

While the demanding environment in which Assistant Principal Officers work is resource constrained and results focussed, the work is citizen driven and focused on the delivery of quality services. The Assistant Principal Officer is a senior managerial grade in the Civil Service and is a critical post in terms of ensuring effective service delivery to the public.

Assistant Principal Officers are key participants in the senior management process of Departments/Offices with a critical management role in implementing Government policy. In cooperation with Principal Officers, they are also key drivers of the Civil Service Renewal Plan. They play a central role in driving organisational change. They report to a Principal Officer but will also advise and interact with senior management in respect of their areas of responsibility. Assistant Principal Officers are required to act as representatives for their Departments/Offices and represent the country at European and International levels and in a range of stakeholder fora.

Assistant Principal Officers are also key participants in the top management process of Departments/Offices with a critical role in developing and implementing government policy and ensuring that the legislative and policy frameworks are in place in the economic, financial, international, environmental and social arenas etc. With the reduction in numbers at Principal Officer level Assistant Principal Officers are called on to play the key leadership role in developing and implementing policy.

5.4 ASSISTANT PRINCIPAL OFFICER COMPETENCIES

The Public Appointments Service (PAS) competencies for the position of Assistant Principal Officer level are: Leadership; Analysis and Decision Making; Management and Delivery of Results; Interpersonal and Communication Skills; Specialist Knowledge; Expertise and Self Development; and, Drive and Commitment to Public Service Values. The competencies and the effective performance indicators are attached as **Appendix 3**.

5.5 ROLE DESCRIPTORS USED FOR PRIVATE SECTOR COMPARISONS

To enable the project team to source private sector data for comparable roles to those of Principal Officer and Assistant Principal Officer a brief role descriptor was prepared for each of the positions. Of necessity, this descriptor had to be generic and allow for easy comparison with similar positions in the private sector.

The **role descriptor** prepared for the position of **Principal Officer** specified that the role required a seasoned professional with at least eight years' experience, a professional qualification or equivalent experience was seen as essential, strong leadership and management ability, strategic and operational capacity, deep knowledge of governance systems and procedures, strong decision making ability and strong negotiating and influencing ability.

The **role descriptor** prepared for the position of **Assistant Principal Officer** specified that the role required an experienced professional with at least five years' experience, a professional qualification or equivalent experience was seen as essential, as were management and operational experience, strong communications and influencing skills and strong decision making and analytical ability.

Using these profiles, the project team primarily drew on data from the IBEC Salary Survey, 2016 for positions which best matched the profiles.

The analysis that follows is based on comparing the average salaries of Principal Officer and Assistant Principal Officer with the median salaries of comparator positions in the private sector. The figures for Principal Officer and Assistant Principal Officer are an average figure and one based on salary scales as at 1 April 2017 as set out in **Appendix 4**.

5.6 PAY AND BENEFITS ANALYSIS

5.6.1 PUBLIC SECTOR AND PRIVATE SECTOR PAY – THE CONTEXT

The Central Statistics Office (CSO) and the Economic and Social Research Institute (ESRI) have reported that while average pay in the public sector is higher than that in the private sector those at the top earn more in the private sector.

Obviously, within the private sector the experience is very varied. Those working in construction or hospitality have pay rates today that are still below those of 2008 while those working in the IT sector and manufacturing, have, on average, higher pay rates than before the crash. The CSO report that since the crash IT salaries have increased by 10% and retail by 7%. Construction salaries on the other hand have decreased by 5% (CSO 2016).

Between 2008 and 2013 there was a two speed economy in regard to pay in the private sector – one covering larger companies and those in the high technology and electronic sectors where pay increases were being awarded at modest average rates, the other covering smaller traditionally low paying industries where a pay freeze was in operation. Pay increases where they were awarded ranged from 2 to 5%. (Public Policy Advisers Network 2014).

IBEC report that just under 70% of companies awarded median increases of 2% in 2016 with 30% reporting no increases. (IBEC 2016).

Salary markets continue to be sluggish and increases, where they are being paid, are at very modest levels. It should be said however, that in spite of the relatively stagnant nature of the market in general, salaries remain competitive for scarce skills and increases above the norm are evident particularly in larger corporations, multi-nationals and companies in high technology and electronic services.

5.6.2 SALARY COMPARISON AND ANALYSIS FOR THE POSITION OF PRINCIPAL OFFICER

Based on the role descriptors prepared for the position of Principal Officer the most appropriate comparator positions in the IBEC Salary Survey, 2016 are the private sector positions of Head of Regulatory Affairs, Finance Director, Head of Human Resources and Head of Quality Assurance and Quality Control in companies with between 250 and 400 employees.

Our experience in job matching suggests that this size of company is the most appropriate comparator because these positions in this size of company are the most appropriate match for the position of Principal Officer. For companies employing more than 400 employees the most appropriate matching positions would be lower in the managerial hierarchy.

Table 1 contains an extract of the data from the IBEC Salary Survey, 2016 relating to the four job titles. The table shows the title of the position, the number of positions and the market current basic salary at four distinct levels - the Upper Quartile, the Median, the Lower Quartile and the Median for companies employing more than 250 employees. The median of the private sector market is deemed the most appropriate point for comparison because, unlike an average figure, it is not distorted by “outlying” figures.

The Upper Quartile denotes the salary point which divides the market where 25% of the market pay above the point and 75% pay below that point. The Median denotes the salary point which divides the market where 50% of the market pay above the point and 50% pay below that point. The Lower Quartile denotes the salary point which divides the market where 75% of the market pay above the point and 25% pay below the point.

Table 1 – Upper Quartile, Median and Lower Quartile for Comparator Positions in the IBEC Salary Survey, 2016

Job Titles & Number of Positions in IBEC Survey	TOTAL IBEC SURVEY SAMPLE – BASE PAY			Median for Sample of Companies with 250 + employees - €
	Upper Quartile - €	Median - €	Lower Quartile - €	
Head of Regulatory Affairs (10)	169,950	128,000	85,869	169,950
Finance Director (40)	130,360	105,572	92,040	126,200
Head of Human Resources (56)	127,213	112,477	100,011	117,460
Head of Quality Assurance/Quality Control (101)	115,414	91,000	65,000	108,171

SOURCE: IBEC Salary Survey, 2016

The IBEC Salary Survey, 2016 data includes data for companies employing between 100 and 249 employees and for companies employing more than 250 employees. However, it does not provide a median salary for the matching positions for companies employing between 250 and 400 employees. It is considered that salary data for positions in companies of this size (250 to 400 employees) would provide the basis for an appropriate comparison between positions in the public and private sectors.

For the purpose of this analysis, it was necessary to calculate an “adjusted median” for companies employing between 250 and 400 employees for the four private sector positions identified in Table 1 as described below.

In order to calculate the appropriate “adjusted median” it was necessary to exclude the top 25% of salaries on the assumption that these would cover companies employing more than 400 employees. We then constructed a scale using the upper quartile of the positions concerned as a maximum point and the median salary for positions in companies employing between 100 and 250 employees as the minimum point.

A new median was calculated by taking the mid-point between each of these observations. This median would best represent the median for companies employing 250 to 400 employees.

The calculations are set out in Table 2 below.

Table 2 – Calculation of the IPA Average Adjusted Median for Selected Private Sector Comparator Positions for the Principal Officer Position

IBEC Survey Positions	IBEC BASE PAY SURVEY DATA		IPA CALCULATED Adjusted Median - €
	Upper Quartile - €	Median (100-250 employees) - €	
Head of Regulatory Affairs	169,950	103,000	136,475
Financial Director	130,360	110,007	120,184
Head of Human Resources	127,213	107,500	117,356
Head of Quality Assurance /Quality Control	115,414	92,000	103,707
Average Adjusted Median for Comparison with Principal Officer Average			119,430

The **IPA average adjusted median** for comparator positions in the private sector from this analysis is **€119,430**.

The **current base pay comparison** of the average¹ of the Principal Officer salary on 1 April 2017 with the private sector for comparator positions **is as follows:**

Principal Officer Average	IPA Average Adjusted Median	% Difference
€86,266	€119,430	38%

This analysis shows that the base pay of Principal Officer would need to be increased by 38% to ensure parity with the comparator private sector positions. While base pay is the main component of remuneration in both the public and private sectors, the private sector positions also enjoy variable performance bonus payments which, when added to base pay constitute what is called Total Pay. Variable bonus payments are not part of the remuneration package of the Principal Officer grade.

Based on the IBEC data the average bonus paid to positions comparable with Principal Officer is 18%.

The **total pay comparison** between the average of the Principal Officer and the comparator private sector positions **is as follows:**

¹ The PO “average” figure used in the analysis in this section of the report is midpoint of the Pre & Post 1995 PO scale – see Appendix 4.

Principal Officer Average	IPA Average Adjusted Median by 18%	% Difference
€86,266	€138,480	60%

5.6.3 SALARY COMPARISON AND ANALYSIS FOR THE POSITION OF ASSISTANT PRINCIPAL OFFICER

Based on the role descriptors prepared for the position of Assistant Principal Officer the most appropriate comparator positions in the IBEC Salary Survey, 2016 are the private sector positions of Financial Controller, Information Technology Manager, Learning and Development Manager and Human Resources Manager in companies with between 250 and 400 employees.

Our experience in job matching suggests that this size of company is the most appropriate comparator because these positions in this size of company are the most appropriate match for the position of Assistant Principal Officer. For companies employing more than 400 employees the most appropriate matching positions would be lower in the managerial hierarchy.

Table 3 contains an extract from the data from the IBEC Salary Survey, 2016 relating to the four matching positions. The table shows the title of the position, the number of positions and the market current basic salary at four distinct levels - the Upper Quartile, the Median, the Lower Quartile and **the Median for companies employing more than 250 employees**. An explanation of the terms Upper Quartile, Median and Lower Quartile is contained in the analysis for Principal Officer set out above.

Table 3 – Upper Quartile, Median and Lower Quartile for Comparator Positions in the IBEC Salary Survey, 2016

Job Titles & Number of Positions in IBEC Survey	TOTAL IBEC SURVEY SAMPLE – BASE PAY			Median for Sample of Companies with 250 + employees - €
	Upper Quartile - €	Median - €	Lower Quartile - €	
Financial Controller (100)	91,234	77,858	65,000	94,718
Information Technology Manager (66)	86,694	74,629	61,500	85,463
Learning and Development Manager (16)	86,584	71,540	55,374	78.280
Human Resources Manager (102)	86,492	72,321	59,872	74,714

SOURCE: IBEC Salary Survey, 2016

As noted above, the IBEC Salary Survey, 2016 data includes data for companies employing between 100 and 249 employees and for companies employing more than 250 employees. However, it does

not provide a median salary for the matching positions for companies employing between 250 and 400 employees. It is considered that salary data for positions in companies of this size (250 to 400 employees) would provide the basis for an appropriate comparison between positions in the public and private sectors.

For the purpose of this analysis, it was necessary to calculate an “adjusted median” for companies employing between 250 and 400 employees for the four private sector positions identified in Table 3 as described below.

In order to calculate the appropriate “adjusted median” it was necessary to exclude the top 25% of salaries on the assumption that these would cover companies employing more than 400 employees. We then constructed a scale using the upper quartile of the positions concerned as a maximum point and the median salary for positions in companies employing between 100 and 250 employees as the minimum point.

A new adjusted median was calculated by taking the mid-point between each of these observations. This median would best represent the median for companies employing 250 to 400 employees.

The calculations are set out in Table 4 below.

Table 4 – Calculation of the IPA Average Adjusted Median for Selected Private Sector Comparator Positions for the Assistant Principal Officer Position

IBEC Survey Positions	IBEC BASE PAY SURVEY DATA		IPA CALCULATED Adjusted Median - €
	Upper Quartile - €	Median (100-250 employees) - €	
Financial Controller	91,234	80,000	85,617
Information Technology Manager	86,694	63,934	75,314
Learning and Development Manager	86,584	71,573	79,079
Human Resources Manager	86,492	71,500	78,996
Average Adjusted Median for Comparison with Assistant Principal Officer Average			79,751

The **IPA average adjusted median** for comparator positions in the private sector from this analysis is **€79,751**.

The **current base pay comparison** with the average of the Assistant Principal Officer salary on 1 April 2017 is as follows:

Assistant Principal Officer Average - €	IPA Average Adjusted Median - €	% Difference
67,711	79,751	18%

This analysis shows that the base pay of Assistant Principal Officer would need to be increased by 18% to ensure parity with the comparator private sector positions.

While base pay is the main component of remuneration in both the public and private sectors, the private sector positions also enjoy variable performance bonus payments which, when added to base pay constitute what is called Total Pay. Variable bonus payments are not part of the remuneration package of the Assistant Principal Officer grade.

Based on the IBEC data the average bonus paid to positions comparable with Assistant Principal Officer is 10%

The **total pay comparison** between the average² of the Assistant Principal Officer and the comparator private sector positions **is as follows:**

Assistant Principal Officer Average	IPA Average Adjusted Median by 10%	% Difference
€67,711	€87,726	30%

5.7 OTHER BENEFITS

IBEC data also shows that 29% of the organisations covered by the data analysis have share option schemes for the comparator grades and 12% have profit share schemes. It is difficult to include this data in the analysis because these are not universal schemes.

In the private sector there are a number of benefits which do not apply in the public sector. For example, for positions comparable to Principal Officer a company car to the value of €40,000 or a car allowance of €18,000 is provided. For positions comparable to Assistant Principal Officer, the figures are €34,000 and €11,000. This is standard in 60% of companies.

In addition, 60% of companies pay €1,500 towards medical insurance. Other perquisites may include the payment of professional subscriptions, club subscriptions, life insurance and income protection.

These benefits further enhance the remuneration advantages of the private sector comparator positions compared with the Principal Officer and Assistant Principal Officer positions.

² The AP “average” figure used in this section of the report is the average of the two mid points 3 & 4 of the Pre & Post 1995 AP scale – see Appendix 4.

5.8 ANALYSIS OF CAMPUS GOVERNOR AND GOVERNOR GRADES 1, 2 AND 3 IN THE PRISON SERVICE

For an analysis of the position in relation to the Campus Governor and Governor Grades 1, 2 and 3 in the Prison Service see **Appendix 5**.

6. PENSION

6.1 PUBLIC SECTOR

The pension and lump sum provisions applying to Principal Officers and Assistant Principal Officers are based on a defined benefit pension scheme and is calculated on 1/80th of gross pensionable remuneration for each year subject to a maximum of 40/80ths or half salary. The lump sum is calculated on 3/80ths of gross pensionable remuneration for each year of service subject to a maximum of 120/80ths or one and a half times salary. A spouse's pension is 50% of the pension entitlement in the event of death after retirement and there is also a life cover scheme which covers 1.5 times salary in the event of death in service.

6.2 PRIVATE SECTOR

In the private sector the position in regard to pensions is complex. The Pensions Authority Annual Report, 2015 shows that there are 67,125 Defined Contribution schemes and 715 Defined Benefit schemes registered. There has been a continuing fall in the number of defined benefit schemes because of the increasing cost of funding such schemes.

Those participating in defined contribution schemes are entitled to all investment returns while bearing an investment risk. 25% of the pension fund is payable tax-free on retirement (subject to not exceeding 1.5 times salary) and the remainder can be re-invested in an annuity or approved retirement fund.

In the context of superannuation benefits, it is recognised that they should be referenced in reaching any findings. Traditionally, comparisons for marker grades in the public service with their private sector counterparts applied a 5% 'discount' to public service pay rates in recognition of the value of public service pension arrangements. However, the 2007 independent Benchmarking Body applied a 12% discount.

Consequently, 2007 is the last time that the value of Public Service Pensions was looked at on a substantive basis. It is therefore considered reasonable for us to place this cost of 12% on the value of the employee contribution of Public Service Pensions in keeping with the independent findings of the Benchmarking Body.

6.3 CHANGING LANDSCAPE

In any event, the situation has changed significantly and the value of public service pension arrangements has declined substantially in recent years.

- All staff appointed since April 1995 pay a 6.5% pension contribution – obviously a much higher number and a greater percentage of staff overall than in 2007.
- All staff appointed since 2004 have a raised retirement age of 65.

- All staff appointed since 2013 are in a career average scheme (with reduced benefits in many cases) with an effective minimum retirement age of 68.
- In a career average scheme the pension is calculated based on an average of an individual's salary throughout his / her career. Consequently, time served at low salary points or at more junior entry grade positions will have a bearing on pension entitlement.
- In the civil service the majority of staff of over 19,000 are post-1995. 17% of staff are post-2004 employees and 10% of staff are already covered by the 2013 'career average scheme'. This is a substantial reform that it could be argued has reduced the cost of civil service pensions to the Exchequer.
- In his Introductory Statement at the meeting of the Select Sub-Committee on Public Expenditure and Reform on the Public Expenditure and Reform Group of Estimates, Paschal Donoghue TD, Minister for the Department, proposed a net provision of €359.9m for superannuation. This represented a decrease of some €32m or an 8% drop on the 2016 net estimate. The Minister directly attributed this to an increase in contributions from the Single Public Service Pension Scheme.

7. CONCLUSION

The complex demands on public servants coupled with decreasing staff resources (*as outlined in section 4.1*) and an increasing and diverse population are posing serious challenges to existing structure, systems and strategies. The requirement of senior management to keep abreast of these demands is requiring the development of new skills and competencies. In a significant number of cases the result of the demands is a pressurised environment with a significant number reporting work overload. This coupled with a reported lack of competitiveness at salary levels for senior management (*as noted in section 4.3*) means that the numbers applying for senior civil service positions from the private sector is decreasing.

The role of Principal Officer, Assistant Principal Officer, Campus Governor and Governor Grades 1, 2 and 3 were compared with similar sized roles in the private sector and salaries were compared on the basis set out in the report.

This study concludes that the remuneration for the grades covered by the study are not competitive when compared to equivalent Base Pay and Total Pay for comparator positions in the private sector. Private sector Total Pay is inclusive of both Base Pay and Bonus Payments.

The conclusions are that:

- The salary of Principal Officer would need to be increased by 38% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 38% rises to 60%.
- The salary of Assistant Principal Officer would need to be increased by 18% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 18% rises to 30%.
- The salary of Campus Governor would need to be increased by 30% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 30% rises to 50%.
- The salary of Prison Governor Grade 1, 2 and 3 would need to be increased by 21% to match the equivalent in terms of Base Pay in the private sector. When the value of Total Pay in the private sector is factored in the 21% rises to 43%.

Other benefits enjoyed by the private sector including car provision and payment of health insurance, which are not enjoyed by the civil service equivalent grades, would add further to the differences shown in base pay and total pay.

In relation to pensions, it is noted that significant changes have occurred in relation to the provision of pensions in the public and private sectors in the last number of years. For instance, in the public sector, a significant development has been the increase in employee contributions. In the private sector, a significant development, which makes like with like comparisons difficult, has been the decline in defined benefits schemes.

The report, while explaining pension provision in both sectors, recommends an actuarial study to allow for an expert comparison between the two sectors.

APPENDIX 1 – JOB ANALYSIS QUESTIONNAIRE

JOB ANALYSIS SURVEY QUESTIONNAIRE FOR PRINCIPAL OFFICER, ASSISTANT PRINCIPAL OFFICER AND GOVERNOR POSITIONS

INTRODUCTION - COVER NOTE

The Institute of Public Administration (IPA) has been engaged by the Association of Higher Civil and Public Servants (AHCPS) to:

- Analyse and evaluate the positions of Principal Officer and Assistant Principal Officer in the Civil Service and the positions of Governor in the Prison Service;
- Prepare a report setting out the comparison of the pay and benefits of the grades in question with private sector comparators.

In light of this, the IPA Research Team would like your cooperation in completing this Job Analysis Survey Questionnaire. All information returned will be treated in strict confidence and all conclusions presented will be reported in a manner that protects the confidentiality of those participating in the survey.

A number of those who complete the Job Analysis Survey Questionnaire may subsequently be invited by the IPA Research Team to participate in Focus Groups to:

- Verify and validate the Job Analysis Survey findings and conclusions;
- Seek further clarity on the nature of the roles etc. as required.

The closing date for return of completed questionnaires is: Monday the 5th of December 2016.

Thank you in anticipation of your cooperation in completing this questionnaire.

Edwin Maguire

Senior HRM Consultancy Specialist,
Institute of Public Administration.

JOB ANALYSIS SURVEY QUESTIONNAIRE

- 1 TITLE AND GRADE OF JOB HOLDER:**
- 2 DEPARTMENT AND SECTION:**
- 3 NAME OF RESPONDENT:**

- 4 PURPOSE OF YOUR JOB**
Please give in one or two sentences the basic reason why your job exists.

- 5 DIMENSIONS**
Please quote figures which give a picture of your job, as follows:
 - (a) Annual budgetary amounts which your job directly or indirectly controls or influences.
 - (b) Number and grades of people reporting to you.
 - (c) Any other statistics relating to your work.

- 6 PRINCIPAL ACCOUNTABILITIES** *(Restricted to 200 words maximum)*
Please list the principal accountabilities of your job specifying the areas of responsibility and the outcome required. The Principal Accountabilities (otherwise known as Principal Objectives or Key Result Areas) are statements of the ongoing end results required of a job.

- 7 HARDEST PART OF YOUR JOB** *(Restricted to 200 words maximum)*
Please describe the most difficult, complex or challenging parts of your job.

- 8 SCOPE FOR IMPACT** *(Restricted to 200 words maximum)*
Please describe the impact of your work by giving two or three examples of past actions and their outcomes which illustrate what your job accountabilities mean in practice.

- 9 ORGANISATION**
Please show your job's position within the organisation structure by clearly indicating with full job titles (or attach an organisation chart showing):
 - your job,
 - jobs reporting to you,
 - your immediate manager and their manager,
 - others who report to your manager.

- 10 JOB CONTEXT** *(Restricted to 200 words maximum)*
Please describe the context or working environment and the setting within which your job operates.

- 11 KNOWLEDGE AND EXPERIENCE** *(Restricted to 200 words maximum)*
Please list the qualifications/training, skills, knowledge and experience which are necessary to enable you to perform your job fully and effectively. Only include what is required for your job; this may not be same as all the qualifications, skills etc. that you have.

- 12 ADDITIONAL INFORMATION** *(Restricted to 200 words maximum)*
Please briefly explain any aspects of your job which you think have not been adequately covered in previous questions and which you feel are important to fully understand it.

APPENDIX 2 – PAS PRINCIPAL OFFICER LEVEL COMPETENCIES

Effective Performance Indicators	
Leadership & Strategic Direction	Leads the team, setting high standards, tackling any performance problems & facilitating high performance
	Facilitates an open exchange of ideas and fosters an atmosphere of open communication
	Contributes to the shaping of Departmental / Government strategy and policy
	Develops capability and capacity across the team through effective delegation
	Develops a culture of learning & development, offering coaching and constructive / supportive feedback
	Leads on preparing for and implementing significant change and reform
	Anticipates and responds quickly to developments in the sector/ broader environment
	Actively collaborates with other Departments, Organisations and Agencies
Judgment & Decision Making	Identifies and focuses on core issues when dealing with complex information/ situations
	Assembles facts, manipulates verbal and numerical information and thinks through issues logically
	Sees the relationships between issues and quickly grasp the high level and socio-political implications
	Identifies coherent solutions to complex issues
	Takes action, making decisions in a timely manner and having the courage to see them through
	Makes sound and well informed decisions, understanding their impact and implications
	Strives to effectively balance the sectoral issues, political elements and the citizen impact in all decisions
Management & Delivery of Results	Initiates and takes personal responsibility for delivering results/ services in own area
	Balances strategy and operational detail to meet business needs
	Manages multiple agendas and tasks and reallocates resources to manage changes in focus
	Makes optimum use of resources and implements performance measures to deliver on objectives
	Ensures the optimal use of ICT and new delivery models
	Critically reviews projects and activities to ensure their effectiveness and that they meet Organisational requirements
	Instils the importance of efficiencies, value for money and meeting corporate governance requirements
	Ensures team are focused and act on Business plans priorities, even when faced with pressure
Building Relationships & Communication	Speaks and writes in a clear, articulate and impactful manner
	Actively listens, seeking to understand the perspective and position of others
	Manages and resolves conflicts / disagreements in a positive & constructive manner
	Works effectively within the political process, recognising & managing tensions arising from different stakeholders perspectives.
	Persuades others; builds consensus, gains co-operation from others to obtain information and accomplish goals
	Proactively engages with colleagues at all levels of the organisation and across other Departments/Organisations and builds strong professional networks
	Makes opinions known when s/he feels it is right to do so
Specialist Knowledge, Expertise and Self Development	Develops and maintains skills and expertise across a number of areas that are relevant to his/her field and recognised by people internal and external to the Department/ Organisation
	Keeps up to date with key departmental, sectoral, national and international policies and economic, political and social trends that affect the role
	Maintains a strong focus on self-development, seeking feedback and opportunities for growth
Drive & Commitment to Public Service Values	Consistently strives to perform at a high level
	Demonstrates personal commitment to the role, maintaining determination and persistence while maintain maintains a sense of balance and perspective in relation to work issues
	Contributes positively to the corporate agenda
	Is personally trustworthy, honest and respectful, delivering on promises and commitments
	Ensures the citizen is at the heart of all services provided
	Is resilient, maintaining composure even in adverse or challenging situations
	Promotes a culture that fosters the highest standards of ethics and integrity

APPENDIX 3 – PAS ASSISTANT PRINCIPAL OFFICER LEVEL COMPETENCIES

Effective Performance Indicators	
Leadership	Actively contributes to the development of the strategies and policies of the Department/ Organisation
	Brings a focus and drive to building and sustaining high levels of performance, addressing any performance issues as they arise
	Leads and maximises the contribution of the team as a whole
	Considers the effectiveness of outcomes in terms wider than own immediate area
	Clearly defines objectives/ goals & delegates effectively, encouraging ownership and responsibility for tasks
	Develops capability of others through feedback, coaching & creating opportunities for skills development
	Identifies and takes opportunities to exploit new and innovative service delivery channels
Analysis & Decision Making	Researches issues thoroughly, consulting appropriately to gather all information needed on an issue
	Understands complex issues quickly, accurately absorbing and evaluating data (including numerical data)
	Integrates diverse strands of information, identifying inter-relationships and linkages
	Makes clear, timely and well-grounded decisions on important issues
	Considers the wider implications of decisions on a range of stakeholders
Management & Delivery of Results	Takes a firm position on issues s/he considers important
	Takes responsibility for challenging tasks and delivers on time and to a high standard
	Plans and prioritises work in terms of importance, timescales and other resource constraints, re-prioritising in light of changing circumstances
	Ensures quality and efficient customer service is central to the work of the division
	Looks critically at issues to see how things can be done better
	Is open to new ideas initiatives and creative solutions to problems
	Ensures controls and performance measures are in place to deliver efficient and high value services
Effectively manages multiple projects	
Interpersonal & Communication Skills	Presents information in a confident, logical and convincing manner, verbally and in writing
	Encourages open and constructive discussions around work issues
	Promotes teamwork within the section, but also works effectively on projects across Departments/ Sectors
	Maintains poise and control when working to influence others
	Instils a strong focus on Customer Service in his/her area
	Develops and maintains a network of contacts to facilitate problem solving or information sharing
	Engages effectively with a range of stakeholders, including members of the public, Public Service Colleagues and the political system
Specialist Knowledge, Expertise and Self Development	Has a clear understanding of the roles objectives and targets of self and the team and how they fit into the work of the unit and Department/ Organisation
	Has a breadth and depth of knowledge of Department and Governmental issues and is sensitive to wider political and organisational priorities
	Is considered an expert by stakeholders in own field/ area
	Is focused on self-development, seeking feedback and opportunities for growth to help carry out the specific requirements of the role
Drive & Commitment to Public Service Values	Is self-motivated and shows a desire to continuously perform at a high level
	Is personally honest and trustworthy and can be relied upon
	Ensures the citizen is at the heart of all services provided
	Through leading by example, fosters the highest standards of ethics and integrity

APPENDIX 4 – SALARY SCALES OF PRINCIPAL OFFICER, ASSISTANT PRINCIPAL OFFICER AND GOVERNOR POSITIONS

Note that Post 1995 personnel are making a 6.5% contribution in respect of personal superannuation benefits.

PRINCIPAL OFFICER and ASSISTANT PRINCIPAL OFFICER SCALES – 1 April 2017

Principal Officer		
Point on Scale	Pre 1995	Post 1995
	Basic (€)	Basic (€)
1	77,849	81,767
2	81,004	85,091
3	84,140	88,392
4	87,302	91,716
5	89,965	94,521
LSI 1	92,728	97,428
LSI 2	95,487	100,333

Assistant Principal Officer		
Point on Scale	Pre 1995	Post 1995
	Basic (€)	Basic (€)
1	62,966	65,093
2	65,257	66,271
3	65,760	67,962
4	66,874	70,249
5	69,026	72,530
6	70,281	73,846
LSI 1	72,465	76,149
LSI 2	74,657	78,451

Note that PO “average” figure used in the analysis in Section 5 of the report is midpoint of the Pre 1995 and Post 1995 PO scales. The AP “average” figure used is the average of the two mid points 3 & 4 of the Pre 1995 and Post 1995 AP scale.

GOVERNOR SCALES – 1 January 2017

Campus Governor	
Point on Scale	Pre 1995
	Basic (€)
1	115,447
2	118,136
3	120,501

Governor 1 - Pre 1995						
Point on Scale	Basic (€)	Operational Allowance	Governor 1 Allowance	Rent Allowance	Plainclothes Allowance	Total (€)
1	77,360	6188.80	7,094	4,017	440.59	95,100
2	81,404	6512.32	7,094	4,017	440.59	99,468
3	85,500	6840.00	7,094	4,017	440.59	103,892
4	89,697	7175.76	7,094	4,017	440.59	108,424
Max	94,026	7522.08	7,094	4,017	440.59	113,100
LSI	96,350	7708.00	7,094	4,017	440.59	115,610

Governor 2 - Pre 1995						
Point on Scale	Basic (€)	Operational Allowance	Governor 2 Allowance	Rent Allowance	Plainclothes Allowance	Total (€)
1	70,258	5,620.64	7,094	4,017	440.59	87,430
2	73,421	5,873.68	7,094	4,017	440.59	90,846
3	76,621	6,129.68	7,094	4,017	440.59	94,302
4	79,790	6,383.20	7,094	4,017	440.59	97,725
5	83,056	6,644.48	7,094	4,017	440.59	101,252
Max	86,364	6,909.12	7,094	4,017	440.59	104,825
LSI	88,495	7,079.60	7,094	4,017	440.59	107,126

Governor 3 - Pre 1995						
Point on Scale	Basic (€)	Operational Allowance	Governor 3 Allowance	Rent Allowance	Plainclothes Allowance	Total (€)
1	66,933	5,354.64	7,094	4,017	440.59	83,839
2	70,117	5,609.36	7,094	4,017	440.59	87,278
3	73,278	5,862.24	7,094	4,017	440.59	90,692
4	76,458	6,116.64	7,094	4,017	440.59	94,126
Max	79,746	6,379.68	7,094	4,017	440.59	97,677
LSI	81,605	6,528.40	7,094	4,017	440.59	99,685

APPENDIX 5 - JOB ANALYSIS AND COMPARATOR DATA - PRISON GOVERNOR POSITIONS

In analysing the positions of Prison Governor the project team were anxious to understand each role in terms of the knowledge and skills required to carry out the jobs successfully, the breadth of leadership and management responsibility of each position, the complexity of issues being faced by each position and the results or outputs achieved.

ROLE OF PRISON GOVERNOR

There are four grades of Governor – Campus Governor of which there are three, Governor Grade 1 of which there are two, Governor Grade 2 of which there are ten and Governor Grade 3 of which there are also ten.

The grade of Campus Governor was created in 2012 to facilitate the development of an agreed new Campus structure in the prison service whereby eight separate prison management structures were combined into three consolidated Campus management structures.

The position of Campus Governor is at the most senior operational level in the Irish Prison Service. As well as being head of the Campus, the Campus Governors are key members of the Prison Service management team.

The Campus Governor position provides visible leadership on all aspects of Prison Service reform with a particular focus on reform of processes, structures, organisation and administration. The position is required to bring deep experience in organisation, project, programme and stakeholder management, as well as leadership and people skills in order to ensure the mission of the Irish Prison Service to provide safe, secure and humane custody for people who are sent to prison is achieved.

The accountabilities of the position include:

- Ensuring the efficient and effective use of resources including staffing and the care and maintenance of the Campus buildings, plant and service;
- Maintaining efficient and effective management systems and practices across the prison Campus including those relating to prisoner, human resources, and financial management systems in order to ensure the provision of regular management information to the Director General and other functional Directors within the Irish Prison Service;
- Providing leadership, guidance and support to all staff thereby ensuring high standards of performance, quality service, fairness and courtesy across the Campus;
- Implementing the public service reform agenda, implementing strategies for change, and ensuring that through the Campus structure the Irish Prison Service achieves its objectives.

The other three grades of Governor are required to:

- Manage the prisons and places of detention to which they are assigned;
- Receive into their custody persons committed to custody either directly by the courts or on transfer from other institutions, produce, when required, to relevant courts, persons in their custody who are on remand, or awaiting trial or sentence, or required to face further charges, release persons in their custody under sentence on lawful expiration of sentence or sooner if so directed by the courts or ordered by the Minister;
- Provide and manage a level of security and control in prisons appropriate to the offender population in care, ensure that offenders are accommodated in conditions which are specified as a matter of policy, i.e. in regard to such matters as food, clothing, bedding, heating and sanitation;
- Manage effectively, efficiently and economically the additional hours' system, promote and oversee management arrangements for staff under their control to achieve optimum efficiency and effectiveness, promote among their staff an ethos for the correct management and care of persons in their custody and promote and develop a satisfactory industrial relations climate;
- Establish, direct, control and manage services and activities directed towards the well-being of persons in their custody and towards leading them to a more constructive life in the community on release. This involves ensuring that offenders have a broad range of work, education and recreational activities, that offenders receive appropriate levels of care from the medical, psychological and chaplaincy services to meet their physical, mental and spiritual needs and developing, directing and managing programmes specifically geared towards the rehabilitation of offenders;
- Drawing attention as necessary to the need for systems improvement and to plan and manage the process for their achievement and implement agreed financial management and control measures so that the financial resources allocated are employed for optimum efficiency and effectiveness.

PRISON GOVERNOR COMPETENCIES

The competencies for the position of Prison Governor are – Strong People Orientation, Calmness Under Pressure, Understanding of Operations, Up to Date Knowledge of Policy and Legal Issues, Authentic Leadership, Capability to Delegate, Empower and Support, Strategic Capability and Networking and Relationship Building Skills. A list of the competencies and underlying behavioural traits are set out in **Appendix 6**.

ROLE DESCRIPTORS USED FOR PRIVATE SECTOR COMPARISONS

To enable the project team to source private sector data for comparable roles to those of Prison Governor a brief role descriptor was prepared for the position of Campus Governor and for the positions of Governors in the other three grades. Of necessity, this descriptor had to be generic and allow for easy comparison with similar positions in the private sector.

The **role descriptor** prepared for the position of **Campus Governor** specified that the role required a seasoned professional with a third level qualification or equivalent experience. At least 10 years' experience in a senior management position with a strong focus on leading people in a dynamic and changing environment was deemed a minimum requirement. Experience of decision making and analysis of problems where a significant degree of managerial discretion and innovation is required was deemed essential. Strategic and operational capacity together with deep knowledge of governance systems was also required. A strong degree of networking ability and highly developed interpersonal skills were also seen as being a requirement of the position.

The **role descriptor** prepared for the position of **Governor Grades 1, 2 and 3** specified that the role required a seasoned professional with at least eight years' experience, a professional qualification or equivalent experience was seen as essential, strong leadership and management ability, strategic and operational capacity, deep knowledge of governance systems and procedures, strong decision making ability and strong negotiating and influencing ability.

Using these profile role descriptors, the project team drew on data from the IBEC Salary Survey, 2016 for positions which best matched the profiles as outlined below.

SALARY COMPARISON AND ANALYSIS FOR THE POSITION OF CAMPUS GOVERNOR

The Pre 1995 salary scale for the Campus Governor is set out in **Appendix 4**.

From our experience of job matching and job evaluation the most appropriate match for the position of Campus Governor from the data analysed from IBEC Salary Survey, 2016 is the private sector position of Head of Regulatory Affairs in companies employing between 400 and 800 employees.

The IBEC survey data do not provide a median salary for this matching position for companies employing between 400 and 800 employees.

As noted above, the IBEC Salary Survey, 2016 data includes data for companies employing between 100 and 249 employees and for companies employing more than 250 employees. However, it does not provide a median salary for the matching positions for companies employing between 250 and 400 employees. It is considered that salary data for positions in companies of this size (250 to 400 employees) would provide the basis for an appropriate comparison between positions in the public and private sectors.

In order to calculate an adjusted median a scale was constructed using the upper quartile of the position concerned as a maximum point and the median salary for positions in companies employing between 250 and 400 employees as the minimum point

A new median was calculated by taking the mid-point between each of these observations. Given the data available, this median would best approximate the median for companies employing 400 to 800 employees.

The calculations are as follows:

IBEC Survey Position	IBEC SURVEY DATA – Base Pay		IPA CALCULATED Adjusted Median - €
	Upper Quartile - €	Median (250 and 400 employees) - €	
Head of RA	169,950	136,475	153,213

The **IPA adjusted median** calculated from this analysis is **€153,213**.

The **base pay comparison** with the average Pre 1995 salary of the Campus Governor Grade on 1 April 2017 is as follows:

Campus Governor Average	IPA Adjusted Median	% Difference
€118,136	€153,213	30%

This analysis shows that the comparison in relation to base pay of Campus Governor would need to be increased by 30% to ensure parity with the **base pay for the comparator** private sector position.

While base pay is the main component of remuneration in both the public and private sectors, the private sector positions also enjoy variable performance bonus payments which, when added to base pay constitute what is called Total Pay. Variable bonus payments are not part of the remuneration package of the Campus Governor grade.

Based on the IBEC data analysed the average bonus paid to positions comparable with Campus Governor is 16%.

The **total pay comparison** between the average salary of Campus Governor and the comparator in the private sector is as follows:

Campus Governor Average	IPA Adjusted Median by 16%	% Difference
€118,136	€177,727	50%

SALARY COMPARISON AND ANALYSIS FOR THE POSITIONS OF PRISON GOVERNOR GRADES 1, 2 AND 3

The Pre 1995 salary scales for the Governor Grade 1, 2 and 3 positions are set out in **Appendix 4**.

In the opinion of the project team the grades of Prison Governor 1, 2 and 3 are equivalent to the grade of Principal Officer. The salary analysis carried out for the grade of Principal Officer therefore applies to these grades.

The **IPA average adjusted median** calculated from comparator private sector positions to the Principal Officer is **€119,430**.

The **base pay comparison** with the average of the mid-points of the Pre 1995 salary of the three Governor grades (including allowances) on 1 April 2017 is as follows:

Prison Governor 1, 2 and 3 Average	IPA Adjusted Median	% Difference
€98,764	€119,430	21%

This analysis shows that the pay (including allowances) of the three Governor grades would need to be increased by 21% to ensure parity with **base pay for the comparator private sector positions**.

While base pay is the main component of remuneration in both the public and private sectors, the private sector positions also enjoy variable performance bonus payments which, when added to base pay constitute what is called Total Pay. Variable bonus payments are not part of the remuneration package of the three Governor grades.

Based on the IBEC data analysed the average bonus paid to positions comparable with the Governor grades is 18%.

The **total pay comparison** between the average mid-points of the salary of the three Governor grades (including allowances) on 1 April 2017 is as follows:

Prison Governor 1, 2 and 3 Average	IPA Adjusted Median by 18%	% Difference
€98,764	€140,927	43%

OTHER BENEFITS

IBEC data also shows that 29% of the organisations covered by the data analysis have share option schemes for the comparator grades and 12% have profit share schemes. It is difficult to include this data in the analysis because these are not universal schemes.

In the private sector there are a number of benefits which do not apply in the public sector. For example, for positions comparable to Prison Governor a company car to the value of €40,000 or a car allowance of €18,000 is provided. This is standard in 60% of companies.

In addition, 60% of companies pay €1,500 towards medical insurance. Other perquisites may include the payment of professional subscriptions, club subscriptions, life insurance and income protection.

These benefits further enhance the remuneration advantages of the private sector comparator positions compared with the Prison Governor positions.

APPENDIX 6 - PRISON GOVERNOR COMPETENCIES

Authentic Leadership	<ul style="list-style-type: none"> • Presence and visibility for staff and prisoners • Leads by example and is a good role model for others • Has clear focus and direction and fosters inclusiveness • Willingness to take responsibility • Even handedness (fair & firm) • Credibility, integrity and honesty and fosters an environment built on trust • Reflective and has a continuous openness to learning • Fosters team-based working • Takes an active role in developing the potential of managers and staff
Capability to Delegate, Empower and Support	<ul style="list-style-type: none"> • Takes a developmental approach to staff • Capability to set clear challenging deliverables for staff • Willingness to empower and trust staff • Capability to display a mentoring and coaching demeanour • Ability to help people enjoy and take pride in their work
Strategic Capability	<ul style="list-style-type: none"> • Consistently aligns with the overall IPS corporate focus and values • Displays an understanding of the people aspects of change management • Capability to step above the day to day operational issues and apply big picture thinking • Anticipates consequences down the line and has a clear future focus • Client and stakeholder driven • Innovative in supporting and generating new ideas
Networking and Relationship Building Skills	<ul style="list-style-type: none"> • Good awareness of the need to develop critical relationships with support & service areas • Fosters positive working relationships throughout IPS with other Governors & IPS Managers • Develops good external relationships that are critical for success • Displays awareness and understanding of the priorities of other areas within IPS
Strong People Orientation	<ul style="list-style-type: none"> • Well-developed people skills • Displays excellent communication skills • Shows understanding and displays empathy with staff and prisoners • Presents a non-Judgemental demeanour • Open and Approachable • Openness to ideas and fosters an inclusive culture • Understands and displays active listening skills
Calmness under Pressure	<ul style="list-style-type: none"> • Tough mindedness • Exudes confidence and has visibility and presence within the prison • Displays the ability to deescalate difficult situations • Decisive and good negotiator • Actively seeks and takes on board the views of others • Is comfortable taking responsibility for outcomes
Understanding of Operations	<ul style="list-style-type: none"> • Constant awareness and situational assessment • Is tuned in to the “mood” of the prison • Good working knowledge of security and safety issues and keeps abreast of developments in other jurisdictions • Systems view approach to the achievement of operational effectiveness • Effective planning and optimal use of resources to achieve outcomes
Up to Date Knowledge of Policy and Legal Issues	<ul style="list-style-type: none"> • Displays a good working knowledge of prison policies • Keeps abreast of developments and is an advocate for new policies • Is fluent and authoritative on relevant legal issues

REFERENCES

- Association of Higher Civil and Public Servants, *Submissions by the AHCPs to the Public Service Benchmarking Body - 2001 and 2006*, Dublin: Association of Higher Civil and Public Servants.
- Boyle, R. (2014) *Public Sector Reform in Ireland: Views and Experiences from Civil Service Senior Executives*, IPA COCOPS Working Paper No. 1, Dublin: Institute of Public Administration.
- Boyle, R. (2016) *Public Sector Trends 2016*, Dublin: Institute of Public Administration
- Department of Public Expenditure and Reform (2013) *SPS Leadership Development Strategy*, Dublin: Department of Public Expenditure and Reform.
- Department of Public Expenditure and Reform (2014) *Civil Service Renewal Plan Background Data*, Dublin: Department of Public Expenditure and Reform.
- IBEC Salary Survey (2016), Irish Business and Employers Confederation Research Unit, Dublin.
- Public Appointments Service (2015) *Annual Report 2015*, Dublin: Public Appointments Service.
- Public Appointments Service (2016) *Competencies for Principal Officer and Assistant Principal Officer*, Dublin: Public Appointments Service.
- PublicPolicy.ie (2014) *The recruitment, retention, performance and development of senior civil servants in Ireland*, Dublin: publicpolicy.ie
- Public Service Benchmarking Body (2007) *The Report of the Second Public Service Benchmarking Body 2007*, Dublin: Government Publications.
- Sheehan, B, (2016) "Room for extra restoration "extremely limited", pay still attractive – DPER" (IRN 46), Dublin: Industrial Relations News.
- The Irish Association of Pension Funds (2014) *The Irish Association of Pension Funds Survey 2014*, Dublin, The Irish Association of Pension Funds.
- The Pensions Authority (2015), *Annual Report of the Pensions Authority 2015*, Dublin: The Pensions Authority.
- TLAC (2016) *Fourth Report to the Minister for Public Expenditure & Reform: 2015 Developments & Trends*, Dublin: TLAC.