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THE NATION

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**Independent Review Panel,
Senior Public Service Recruitment and Pay Processes**

DEFENCE FORCES SUBMISSION TO INDEPENDENT REVIEW PANEL

Dear Review Panel Members,

I would like to express my fulsome appreciation to the Panel for providing Defence Forces Officers of General Rank with an opportunity to make this submission on what will be a significant review process. I wish you and your team every success in what, I am sure, will be a complex and difficult endeavour. I would also like to formally acknowledge the deadline flexibility afforded to the Defence Forces, which has accommodated this submission.

It is the Defence Forces' understanding that this is a qualitatively different process to that undertaken by previous Review Bodies on Higher Remuneration and that this review is seeking to establish appropriate processes and, presumably, grounding principles to deliver an effective and equitable pay determination process across the Public Sector and Civil Service.

Since the date of the last high-level pay review in 2007, national defence policy and the employment of the Defence Forces has evolved significantly in response to global, and common, security and defence developments. Our submission to the Panel highlights some of these developments. The current threat environment incorporates increasing levels of competition between conflicting states, which are exceedingly complex, transnational, interconnected, more diverse and less predictable than heretofore. That environment is also marked by the emergence of non-state security actors that are enabled by technological and hybrid warfare advances. These growing threats, and the decision-making and problem-solving responses they require, place acute demands on military leadership. The quality and competence of Irish Officers of General Rank is frequently reflected by the number of EU/UN





**Óglaigh
na hÉireann**
IRISH DEFENCE FORCES

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**Submission from the Defence Forces Officers of
General Rank to**

**The Independent Review Panel on Senior Public
Service Recruitment and Pay Processes**

31 AUGUST 2022

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1. Introduction

This submission is taking as its starting point the Terms of Reference provided by the Independent Review Panel (IRP).

The understanding is that this is a qualitatively different process to that undertaken by Review Bodies on Higher Remuneration in the past. Those Review Bodies were required to come up with specific recommendations on pay levels for specified categories of posts. This review, it is understood, is looking to establish appropriate processes and, presumably, grounding principles to deliver effective and equitable pay determination, in addition to appropriate recruitment, end of tenure processes and accompanying considerations.

It is noted that a substantial amount of the focus of the IRP relates to Recruitment. The Appendices of the Terms of Reference specify the posts which are inside and outside of scope with regard to the recruitment element. Accordingly, this submission focuses, as instructed, on a pay determination process in respect of the senior Defence Forces ranks. However, noting that the Officers of General Ranks are now facilitated through the TLAC recruitment process the General Staff would welcome the opportunity to offer additional views on any emerging developments as part of that process.

2. Executive Summary

The Defence Forces (DF) is a unique State organisation, accountable for significant resources and personnel whilst operating in an increasingly complex and challenging geo-political, technological and human resource environment. In the light of the changing demands on Defence matters nationally and internationally, the organisation is continuing to progress a once-in-a generation programme of modernisation and change, with substantially increased Government support in the form of resources and budgets. The Officers of General Rank, who are the subject matter of this submission, are the leadership cadre driving this process of cultural change and organisational modernisation. A more detailed, but brief, overview is set out in **Part 3**.

Pay determination for the General Staff of the Defence Forces has evolved in piecemeal fashion over the course of the work of successive Review Bodies and accompanying Government decisions. This current review is a very welcome development, with a fresh analysis that should put that process on a firm footing.

It is appreciated that the Independent Review Panel (IRP) has a complex task in balancing existing relativities within the public service and / or recommending variations in such relativities. This submission acknowledges and respects those complexities by taking a rational approach to proposing relativities that are reasonable, pragmatic and informed by best practice.

Given the strategic changes that are occurring in the DF, and those that will intensify in the near future, it is now imperative to develop a pay determination process that is both equitable and transparent and one that will motivate and reward the key leadership cohort of the Force.

The DF are an intrinsic part of the Irish Public Service; it is therefore appropriate to provide comparisons and relativities between the pay processes and salaries applicable to DF Senior Ranks and those of comparable Public and Civil Sector equivalents. In particular, the processes

and remuneration levels and proportionalities applying within the senior ranks of An Garda Síochána (AGS) and the senior civil service ranks of the Department of Defence. Consideration should also be given to 'best practice' within progressive military organisations internationally, when it comes to pay proportionality between the three senior ranks under consideration in this submission.

The relationship between the remuneration of the top level Rank in DF (i.e. Chief of Staff) and the AGS (i.e. Commissioner) has fluctuated over time from a position of parity to a current relativity of some 72%. The rationale for the current relativity was not clearly set out in previous reviews and, it is submitted, is inequitable, and therefore should be examined as part of a detailed job evaluation exercise.

Pay levels in most organisations take the position of the most senior role as the benchmark paygrade and it is submitted that this should also be the point of reference for the DF Officers of General Rank. Thereafter, the size of the pay gap, in percentage terms, for two applicable General Ranks below the Chief of Staff (COS) Rank (i.e. Lt. General Rank) should be designed to reflect the wide range of responsibility, risk and accountability that is commensurate with those appointments. By addressing this concern appropriate value and reward can deliver effective future workforce planning succession. A simple analysis drawing on progressive military structures internationally is advanced for consideration and explored later in this submission.

Part 4 of this submission sets out some further thoughts on appropriate methods of determining relativities for pay purposes for the senior staff concerned. In essence, there are two grounding propositions which underlie these thoughts. Firstly, a core element of previous Review Bodies methodology (i.e. the detailed evaluation of selected posts to give a sense of comparative job size) should be retained. And secondly, the key proportionality between the top post in an organisation and the layers immediately below should be considered on a basis that is rationally defensible within that organisation. Attempts to rationalise all second and third layer posts across the public sector as a whole is virtually impossible and will inevitably lead to forced relativities which will be anomalous and potentially de-motivating.

3. Current and Emerging Challenges / Roles of Officers of General Rank

Defence Forces Overview

The Defence Forces (DF) are organised on conventional military lines and consist of a Permanent Defence Force (PDF) and a Reserve Defence Force (RDF). The former is a standing force with a current overall establishment of at least 9,500¹ personnel and comprises the Army, the Air Corps and the Naval Service. The PDF provides the primary military capabilities for operations at home and peace support operations overseas. The RDF consists of the First Line Reserve² (FLR), the Army Reserve and the Naval Service Reserve with a current establishment of 4,069 personnel. The RDF provides a contingent conventional military capability to augment and assist the PDF in situations where such additional capabilities are required. In addition, the DF engage in the order of 500 civilian employees in craft, general operative and related grades but also include specialist staffs such as: military intelligence analysts; engineers; medical staffs; accountants; social workers; aircraft inspectors; fishery monitoring staffs; and other similar professional and technical grades.

Army

The Army (Establishment 7,520) provides the national defence contingent capability and land component requirements to enable defence of the State. The Army deploys most of the military capabilities for overseas peace support operations, augmented by personnel from the Air Corps and Naval Service. Domestic operational outputs include ATCP operations in support of An Garda Síochána including the provision of prisoner escorts, explosive ordnance disposals (EOD), security duties at Portlaoise Prison and Shannon Airport, engineer special search capabilities and so on. The value of the support that the Army contingent capability provides, as part of the wider Defence Force contribution, is tellingly captured by the recent levels of support delivered to the civil authorities (ATCA) such as: the planning expertise, medical (inoculations; care homes; testers; contact tracers), logistic (catering; Tentage triage facilities), transport and CIS support provided to the HSE during the COVID-19 pandemic; the accommodation assistance and military facilities provided in response to the Ukrainian Refugee crisis; assistance provided to local communities during severe weather events; the cyber defence support and staffs provided to the HSE following a cyber-attack incident; forest fire-fighting support; national ambulance fleet deployments; and many other such contingencies.

The Army is structured into two all-arms brigades, consisting of combat, combat support and combat service support elements. Each brigade has been designated a territorial area of responsibility with specific locations. The Defence Forces Training Centre (DFTC), located in the Curragh Camp, is the principal training and education centre. It hosts the Military College, the Joint Corps Technical and Specialist Training Schools, a limited operational troop capability and logistic service support and maintenance facilities. All of which are required to enable the development of military skills, career progression and service support capabilities.

Air Corps

The Air Corps (Establishment 886) provides the air component of the State's Defence capabilities. Based at Casement Aerodrome, Baldonnel, the Air Corps consists of an operational headquarters, two operational wings, two support wings, the Air Corps Training College, and a Communication

¹ Following a Government decision in July 2020, this establishment is set to be increased to 11,500.

² The FLR is comprised of former members of the PDF who have undertaken to, either voluntarily or on foot of a contractual commitment, complete a period of service in the FLR

and Information Services Squadron. On a day-to-day basis, the Air Corps undertakes Army Support, Fishery Protection Patrols, and provides a Ministerial Air Transport Service (MATS). On a 24/7 basis, the Air Corps supports An Garda Síochána by providing pilots and technical support for the Garda Air Support Unit (GASU). Air Corps dedicated air assets and support to the HSE during the COVID-19 pandemic included transportation of testing samples to the UK and EU, vaccine delivery flights to national islands off-shore, emergency transportation of vulnerable patients on-island and personnel deployed to testing and vaccination centres. Routine operational delivery also includes Air Corps support for the HSE's Emergency Aeromedical Support (EAS) service. In addition, it provides further support to the HSE through the provision of an emergency inter-hospital air ambulance service and a number of other air support operations in support of the civil authorities.

Naval Service

The Naval Service (Establishment 1,094) is the Primary seagoing agency of the State and provides the maritime component of the State's Defence capabilities. Based at Haulbowline, Co. Cork, it has a Naval Service HQ, an Operational and Support Command HQs and a Naval Service College. The NS conducts operations, as assigned by Government, in the maritime domain including tasks on behalf of other State agencies such as the Sea Fisheries Protection Authority (SFPA), and support to An Garda Síochána and the Revenue Commissioners. The NS is part of the Joint Task Force (Drugs) and as such conducts Maritime Interdiction Operations at sea. Naval Service support to the HSE during the COVID-19 pandemic included the utilisation of vessels as testing centres docked in Dublin, Cork and Galway and the deployment of personnel to assist Testing and Vaccination locations. The Naval Service have deployed overseas in support missions as part of bilateral arrangements with other EU Member States and under the EU Naval Humanitarian Mission in the Mediterranean. Naval Service vessels also participate in support of Irish Diplomatic and Trade missions in coordination with the Dept. of Foreign Affairs.

Defence Vote

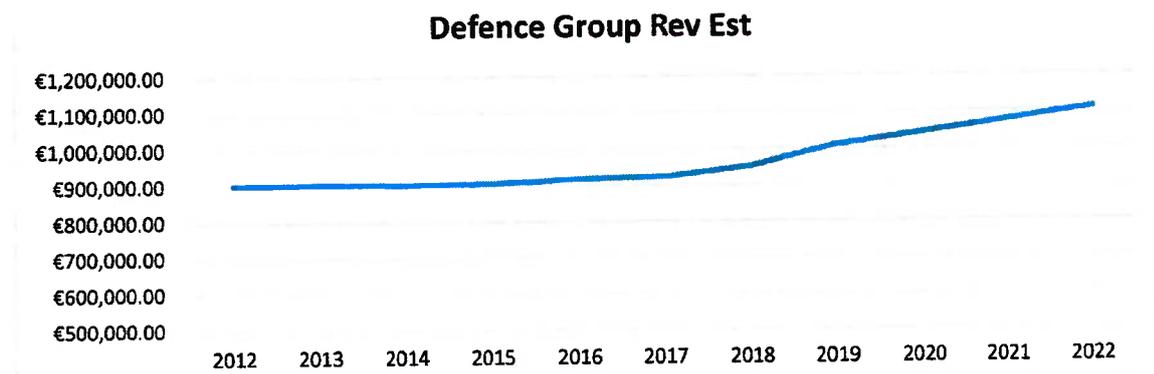
Defence funding is provided on an annual basis through two separate allocations; Vote 35 (Army Pensions) and Vote 36 (Defence).

While the Secretary General is the Accounting Officer for the Dept. of Defence, it is nevertheless the case that there is a significant level of delegated responsibility and control passed to the Chief of Staff (COS) and his deputies through the delegated subhead model. In effect, a considerable portion of the non-pay element of the Defence Vote is delegated to the COS to facilitate the exercise of his/her functions, particularly in the area of procurements and for capability maintenance and development. The annual % of non-military related expenditures under Vote 36 accounts for less than 10% of the total Defence Vote. Therefore, there is a high degree of shared civ-mil accountability predicated on the strategic governance bodies and outputs that define capability development priorities and spending allocations in Defence.

Under the National Development Plan, as part of *Project Ireland 2040*, the Defence Vote was allocated an additional €541m in capital funding for the period from 2018 to 2022. In this regard, an **Equipment Development Plan** has been developed that provides strategic oversight and visibility on equipment acquisitions in terms of cost, schedule and capability planning requirements. In tandem, the **DF Built Infrastructure Programme 2020-2025** identifies the type, the quantity and the quality of infrastructure and facilities required by the DF to train, sustain and deploy capabilities. To ensure coherent planning and value for money effectiveness, the **High Level Planning and Procurement Group (HLPPG)**, a joint civil/military group chaired at DCOS / AS Level, approves the development and implementation of multi-annual rolling plans for infrastructural developments and equipment procurements and disposals. In the context of the

Public Spending Code, the HLPPG have been assigned Sanctioning Authority for (Vote 36) programme expenditure proposals greater than €1m.

It is acknowledged that the funding allocation awarded to AGS is greater than the sum of Defence Vote (35/36). However as illustrated above, the Defence Vote continues to increase year-on-year with a significant Vote increase now approved by Government that will deliver an increase in the Defence Vote rising to €1.5bn³ by 2028.



National Defence Policy

In any modern nation state, Defence is conceived as the ultimate guarantor of freedom⁴. As a military non-aligned and sovereign island state, Ireland is responsible for its own defence and for the protection of its people, its values, its resources and its interests, thus enhancing economic resilience and societal security. The Defence Forces' purpose, as a key component of the State's security architecture, is to provide for the military defence of the State and its interests, nationally and internationally, and to fulfil all other Government assigned tasks.

It is the responsibility of the General Staff to ensure that the Defence Forces are capable of delivering on Defence Policy roles. The DF's roles require them to be capable of rapidly deploying a modern, interoperable, sustainable force that can deliver flexible military capabilities in demanding situations for national defence and in Government-mandated and other operations overseas.

The Irish Defence Forces is a complex organisation, requiring and developing capabilities not routinely organic to comparable sized organisations in the private sector. It is this level of flexible competence that enables the Defence Forces to respond in a timely fashion and deliver military and non-military outputs in times of national crisis to reinforce national resilience. For example:

- Military Cyber Incident Response support to the HSE;
- Military assistance and support to UKR beneficiaries of temporary protection;
- Military evacuation of non-combatant Irish citizens from war conflict zones (e.g. Afghanistan; Lebanon)
- Military support to HSE during the COVID-19 pandemic;
- Military deployments in support of Dublin Airport Authority;
- Extreme weather response in supports of Civil Authorities etc.

³ Increase to €1.5Bn by 2028 (at 2022 prices).

⁴ White Paper on Defence 2015.

In tandem with the unlimited [apolitical] nature of military service, it is these factors that underline the distinctive⁵ nature of service in the DF and serves to accentuate the leadership demands that are placed on Officers of General Rank. While the leadership of the DF is morally invested in the appointment of COS, the DF's leadership doctrine is aligned with the concept of '*mission command*'; a philosophy that promotes decentralised command and freedom/ speed of action and initiative in response to superior direction and guidance. Therefore, each Officer of General Rank is a leader with specified areas of responsibility that contribute to, and deliver on, the operational management of the Force.

Since the date of last high-level pay review (2007), national defence policy and the employment of the Defence Forces has evolved significantly in response to global, and common, security and defence developments⁶. The threat and risk conditions that the Defence Forces must now be capable of operating in are increasingly complex, transnational, interconnected, more diverse and less predictable than heretofore, on-island and while deployed on overseas service.

Ireland's long-standing policy of military neutrality has not proved an impediment to UN mandated deployments, which continue unabated since 1958. DF overseas deployments on UN mandated peace support and crisis management missions, in support of national foreign and defence policies, accounts for in the region of 20% of the Army's resources annually. The overseas operational environment that the DF deploy into is complicated by recent geo-political shifts in the balance of global economic and military power. This incorporates increasing levels of competition between conflicting states but is also marked by the emergence of non-state security actors that are enabled by technological and hybrid warfare advances. These growing threats, and the decision-making and problem-solving responses they require, place acute and sometimes lethal demands on military leadership ranks. The international value placed on the quality of Irish Officers of General Rank is frequently reflected by the number of EU/UN Operation and Mission Commanders that are appointed from the DF, which is noteworthy in comparison to other similar and larger international Armed Forces.

In addition to troop heavy deployments, the DF's international role continues to expand commensurate with the advancement of European and Regional security architectures and structures. Senior ranking military representative staffs are currently employed and seconded to:

- The Headquarters of the United Nations Peace Support Office;
- EU institutions (European External Action Service; European Defence Agency; EU Military Staff and EU Military Committee);
- The Office of Ireland's Permanent EU Representative;
- The Headquarters of NATO/Partnership for Peace (PfP); and
- The Organisation for Security and Cooperation in Europe (OSCE).

The standardisation of defence doctrine, capabilities and training in adherence with NATO standards is the benchmark advocated by the General Staff and directed under Defence Policy. This includes external engagement with the Partnership Interoperability Advocacy Group (PIAG), the Planning and Review Process (PARP) and the Operational Capabilities Evaluation and

⁵ As part of their service our personnel forego the normal rights and privileges that other Irish citizens enjoy; for example, affiliation to trade unions and formal industrial relations mechanisms. DF personnel, comprising the only fully armed state organisation, accept an unlimited liability hazard in the conduct of their operational and training duties both at home and overseas. DF personnel are subject to Military Law and are on active service 24/7 365 days a year on land, at sea and in the air.

⁶ EU Global Strategy on Security and Foreign Policy; White Paper Update 2019.

Feedback (OCC E&F) process, all of which are programmes that measure and report to Government on DF interoperability performance, resilience and ability.

This complex operational and strategic defence reality is reflected in the nature, the duties, and the responsibilities that are placed on Commissioned Officers of General Rank.

The changing nature, duties and responsibilities of Officers of General Rank

A Commission on the Defence Forces (CODF), established by Government decision in December 2020, submitted their report on 09 February 2022. The CODF terms of reference included consideration of appropriate capabilities, structures and staffing levels for the three military Services (Army; Air Corps; and Naval Service). The Commission concluded that there was a strategic policy disconnect between stated defence policy, available resources and required capabilities. It recommended a new higher level of ambition for the DF and a commensurate increase in the Defence Vote rising to €1.5bn⁷ by 2028.

In summary, the report submitted 69 main recommendations⁸, subsequently approved by Government, setting out significant changes for the Defence Forces including, inter alia:

- Radical implications for high-level command and control structures;
- A Force redesign of the three services and a focused regeneration of the Reserve;
- An additional 2,000 DF employees (military and civilian);
- A formalised capability development planning process; and
- Significant human resources policy changes including organisational culture/gender perspective transformation.

A Government High Level Action Plan (HLAP) has been published and a High-Level Steering Committee, chaired by SG of the Dept. of the Taoiseach, will oversee the implementation of the Report's recommendations. An independently chaired Implementation Oversight Group will reinforce the existing internal defence management structures⁹ to drive the required transformation. These committees and HLAP responsibilities will necessitate significant General Officer participation, critical analysis, informed advice, and leadership in order to motivate, guide and deliver the required level of transformation. Five Core Areas for modernisation were identified by the CODF and are captured as strategic objectives for implementation by 2028 under the HLAP.

The key structural and staffing changes include:

New Command and Control and Joint Structures.

- Chief of Staff to be appointed Chief of Defence (CHOD) with full command and control¹⁰ complete with commensurate accountability.
- A Vice CHOD to be appointed with additional responsibility for a new Joint Forces Command.
- Three Service Chiefs to be appointed (Army; Air Force; Navy) with responsibility devolved for raising, maintaining and sustaining Service capabilities.
- A Joint Strategic Headquarters to be created (to include civilian expertise reporting to the CHOD).

⁷ Increase to €1.5Bn by 2028 (at 2022 prices).

⁸ Including sub-recommendations, the total list of recommendations numbers 130.

⁹ Strategic Management Committee led by the Secretary General and Chief of Staff.

¹⁰ Active engagement ongoing with the Attorney General on the legal implications.

- A new Head of Transformation and a new Head of Strategic HR to be created (AS Level) reporting to the CHOD.

Reform and Force Restructuring.

- Army Force Design to include a new Head of Army appointment and an Army Headquarters staff.
- Navy Fleet development to include 'double-crew' staffing levels.
- A new Joint Forces Command to include a National Defence Academy, Cyber Command, enhanced Military Intelligence capability and Joint Operation Support Enablers.

Strategic HR and Cultural Change

- Revision of career management and promotion policies and procedures.
- Implementation of Gender, Diversity and Inclusion perspectives.
- Appointment of Gender Advisor with access to High Level Military Management decision making forum (reporting to the CHOD).
- Implementation of the EU Working Time Directive / Organisation of the Working Time Act.
- Targeted Cultural Change Strategies / Independent Ministerial appointed Judge led review on Organisational Culture.
- Representative Association associate membership of ICTU.

Reserve Defence Force Revitalisation

- A new Office of Reserve Affairs (reporting to CHOD).
- A new RDF Asst CHOD appointment.
- Army and Navy Reserve regeneration and the establishment of a new Air Force Reserve.

Joint Capability Developments

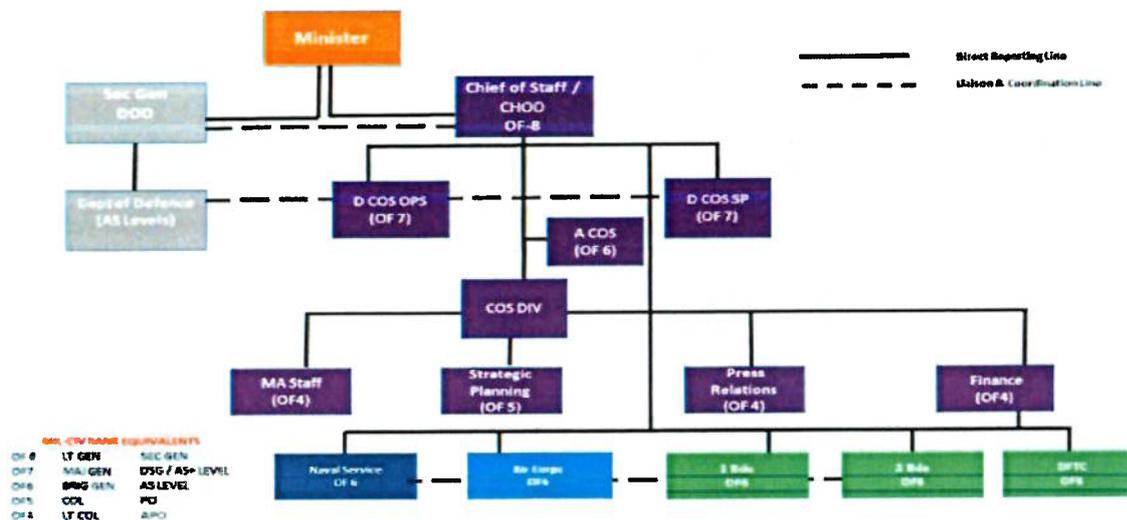
- New Civ-Mil Capability Development Branch and Planning Process.
- Enhanced Cyber Defence capability and strategy development.
- National Maritime and Aviation Security Strategies.
- Green Defence policies.
- New National (Education and Training) Defence Academy.

Organisation Chart and Appointments – Officers of General Rank

There are thirteen (13) Commissioned Officers with General Rank currently serving in the Defence Forces and they are routinely employed across the three military services (Army; Air Corps; Naval Service) and/or overseas (UNNY; EU x 2). Defence Forces Commissioned Officers of General Rank are distributed across three (3) distinct Rank categories as listed in the table hereunder (in order of seniority).

Category	Service Rank	Number in Service
3 Star General	Lieutenant-General	1
2 Star General	Major-General	3
1 Star General	Brigadier-General / Commodore	8

The current high-level reporting structures (command and control) of the Defence Forces provide that the COS heads Defence Forces Headquarters¹¹ (DFHQ), and is supported by two Deputy Chiefs of Staff (Maj. General Rank) and an Assistant Chief of Staff (Brig General Rank). Collectively, these appointment holders represent the General Staff.



The current employment for each rank is illustrated hereunder:

Rank	Appointment
Lieutenant General	Chief of Staff
Major General	Deputy Chief of Staff (Operations) Deputy Chief of Staff (Support) Deputy Military Advisor, Dept. of Peace Operations, UNHQ
Brigadier General / Commodore	Assistant Chief of Staff General Officer Commanding, 1 Brigade General Officer Commanding, 2 Brigade General Officer Commanding, Defence Forces Training Centre General Officer Commanding, Air Corps Flag Officer Commanding, Naval Service Military Representative of Ireland to the EU & NATO/PfP Director of CIS & Cyber Defence, European Union Military Staff Commander, DF Joint Task Force

Three (3) of the appointments, highlighted in red text (1 Maj. Gen & 2 Brig. Gen), are secondments/sanctions approved by Government.

¹¹ Defence Forces Headquarters is the military element of the Department of Defence.

The Employment Control Framework (ECF) numerical establishment¹² for General Rank Officers is:

Service Rank	Total
Lieutenant-General & Equivalent	1
Major-General & Equivalent	2
Brigadier-General & Equivalent	8

The attainment of and progression through Officer ranks up to and including General Officer ranks, requires the successful completion of a number of programmes of professional military education and the attainment of the associated academic award up to and including the completion of a full Level 9 Masters programme.

Chief of Staff

Under the Defence Acts, 1954-2015, the Department of Defence has civil and military elements. The civil element is headed by the Secretary General and the military element is led by the Chief of Staff. Both elements provide equal support to the Minister in the management of the defence portfolio.

The Public Service Management Act 1997 further defines the “*Department of Defence [as]...that part of the Department together with the principal military branches*”. As the Office of the Chief of Staff is one of the three ‘principal military branches’ defined in the Acts, the Chief of Staff is charged with providing the Minister with independent military advice, as required in accordance with the responsibilities directed under that Act and to “*aid and counsel the Minister on all matters in relation to the business of the Department of Defence*”¹³

Therefore, as the principal military adviser to the Minister for Defence, the Chief of Staff has overall responsibility for the efficient and effective operation of the Defence Forces and is accountable for the employment and deployment of military assets, personnel and capabilities on-island and overseas. In summation, the Chief of Staff is directly charged with advising the Minister and Government on the development and formulation of defence policy concerning all matters pertaining to the military security and defence of the State (in its widest interpretation) including the operation of Military Intelligence, for which s/he is assigned explicit responsibilities under legislation, (Interception Act 1993). S/he is further liable for the implementation of strategic and operational level DF policies and plans and for the development of strategies and procedures that deliver required Defence Forces capabilities in order to meet defence policy outputs and assigned government tasks.

The Chief of Staff is a member of the **National Security Committee** chaired by the Secretary General to the Government. The committee is concerned with keeping Government informed on high-level issues of national security, and the threat assessment is delivered to this committee by the Chief of Staff and the Commissioner of An Garda Síochána. The Chief of Staff also advises and informs the Government Security Committee, designated Cabinet Committee F. Established in 2017, the purpose of the committee is to assemble cabinet-level ministers to discuss matters of

¹² Defence Forces Regulation CS4, Organisation of the Defence Forces, March 2013

¹³ The Council of Defence – Defence Act, Part II, Sec. 11.

State security/ Crisis Management. In a recent development, the COS has been invited to address the **Oireachtas Committee on Security and Defence**.

The Chief of Staff is a member of the **Public Service Leadership Board**, a body that gives strategic direction and guidance for actions developed to institutionalise the 'Our Public Service' initiative (OPS 2020). Involving representatives at Secretary General/CEO level, board members are drawn from the Civil Service Management Board and other representatives from a broad range of public service organisations, including the Defence Forces. This body meets on a quarterly basis to deliver high-quality and VFM outcomes. The Defence Forces were central to the implementation of Action 10 (Embed programme and project management).

The Chief of Staff is a board member of **Irish Consortium on Gender Based Violence (ICGBV)**, an alliance of Irish human rights activists, humanitarian and development organisations, Irish Aid, and the Defence Forces. The Consortium was formed to address the high levels of sexual violence that was being perpetrated in international conflict and crisis situations and to increase knowledge and understanding of violence against women and girls. The value of the ICGBV is clear with member organisations directly engaged in peacekeeping missions and programming in over forty countries (including Ireland) and active in networks globally.

The Chief of Staff is a member of the **Defence Strategic Management Committee (SMC)**. The main emphasis of the SMC is on policy formulation, strategic planning, and review in relation to the Defence Forces. The COS brings forward policy papers on areas requiring Ministerial approval and is responsible to ensure coordination of the military response to all Parliamentary Questions.

As head of the Irish Defence Forces, the Chief of Staff is also a member of the EU Chiefs of Defence Staff (CHODS) committee, which meets on a regular basis to deal with military matters concerning EU Common Security and Defence Policy (CSDP) including crisis management developments. The EU CHODS supply military advice to the Political and Security Committee (PSC) of the European Union on matters relating to Defence Policy. In his capacity as a member of the **European Union Military Committee (EUMC)**, the Chief of Staff contributes to the development of the European Security and Defence Policy, architecture building, capability development and the planning, preparation and oversight of CSDP operations. Under the auspices of the Euro-Atlantic Partnership Council (EAPC), the CHODS formulate policy and provide military advice to the NATO/ PfP as well as oversight of NATO/ PfP operations.

The Chief of Staff is also a member the **UN Chiefs of Defence Staff (CHODS)** committee, which normally meets on matters relating to peacekeeping in the Office of Military Affairs (OMA), Department of Peace Operations (DPO), UN HQ. In his capacity as a Member State CHOD, the Chief of Staff contributes to addressing military issues in the UNSG's peacekeeping strategy, action for peacekeeping (A4P) and A4P+ (plus).

Major General Appointments

Decision makers within their respective Divisions, these appointment holders are responsible to the Chief of Staff for the military outputs of their Branch competences and for the formulation of military advice as requested or as necessary through the Chief of Staff to the Minister.

The appointments of Deputy Chiefs of Staff are performed by Commissioned Officers of Major General Rank only and the appointment holders are assigned specified military advice responsibilities by the Minister as 'principal officers' defined under the Defence Act. As key leaders of the Defence Forces, their role is to provide purpose, direction and motivation to the Force and to ensure that required operational capabilities and competencies are maintained, resourced and delivered to implement Defence policy assigned tasks. Deputy Chiefs of Staff are members of the

Strategic Management Committee and inform the strategy, level of ambition, and development of the Defence Forces Policy.

The Chief of Staff delegates specific duties to the **Deputy Chief of Staff Operations [DCOS (Ops)]** with the approval of the Minister for Defence. These roles and responsibilities are in relation to the control, co-ordination, development and deployment of military operational capabilities (land; air; maritime); intelligence and security assessments; cyber; education and training matters; and for ensuring the effectiveness of the Reserve Defence Force.

DCOS Ops directs the employment of conventional **Special Forces' operations and counter-terrorism** capabilities as a strategic asset. S/he is also required to engage with and advise Government Departments and key public agency stakeholders on the employment of military resources and capabilities (routine and crisis responses). The **DF Joint Task Force**, established to plan, enable and co-ordinate DF response and support to Primary Response Agencies during COVID-19 and other recent operational deployments on-island (Ukrainian beneficiaries of temporary protection; DAA supports) is directed by D COS Ops. DCOS Ops regularly deputises for and represents the COS as required, both at home and abroad.

The Chief of Staff delegates specific duties to the **Deputy Chief of Staff (Support) [DCOS (Sp)]** with the approval of the Minister for Defence. These roles and responsibilities are in relation to functions that support operational force effectiveness and efficiency. These include responsibility for human resource management (induction; retention; career management), administration, legal services, discipline, medical, armament and equipment procurement, transport, engineer support (infrastructure; utilities; barrack services), and for security of the supply chain. S/he also has liaison responsibility with the DF representative associations, and audit/performance inspection responsibilities as a member of the Defence Audit Committee.

DCOS Sp is also responsible for the provision of effective strategic resource policy, planning, procurement and management, crucial to overall Defence Forces service delivery, as informed by the implementation of Logistics policy and doctrine, the Equipment Development Plan and the Infrastructure Development Plan. DCOS Sp also regularly deputises for and represents the COS as required, both at home and abroad.

Brigadier General Appointments

The Brigadier Generals provide the crucial link between the strategic, operational and tactical levels of the Defence Forces. As such they must have an in-depth understanding of the requirements at all levels and be able to think and plan for long-term, medium and short-term perspectives. It is the Brigadier Generals as business managers who transpose strategic requirements into operational outputs. They also provide feedback on operational capabilities, both actual and potential, which informs the strategic planning process.

Each Brigadier General is responsible for the implementation of the Defence Forces strategy within his formation or area of responsibility. All Brigadier Generals produce, implement and review Formation level Annual Plans based on the Chief of Staff's Annual Plan for the Defence Forces.

Formation commanders are responsible for the operational effectiveness and efficiency of the units and personnel under their command. A Brigadier General has responsibility for operational and support functions at formation level as well as responsibility for training, administration, discipline, performance, career development, promotion and deployment of personnel.

4. Key Principles: Effective Pay Process for DF General Staff

Historic Review Body Recommendations

In a major Governmental Review of Senior Officers pay in 1979, pay parity was established between the Chief of Staff of the Defence Forces and the Garda Commissioner. The Review on Higher Remuneration in the Public Sector in 1992 was the first occasion that the body considered the salary levels of Defence Forces Officers of General Rank. That review confirmed the pay parity benchmark between the Chief of Staff and the Garda Commissioner. In addition, it also recommended improved rates of pay for Major General and Brigadier General Ranks, relative to Civil Service Assistants Secretary.

The 1996 Review Body (Report No. 37) subsequently recommended a higher rate of pay for the Garda Commissioner than that proposed for the Chief of Staff, thus breaking pay parity. However, the Government did NOT accept that recommendation and pay parity between both continued. The 1996 Review also recommended additional increased rates of pay for Major General and Brigadier General Ranks vis-à-vis Assistants Secretary for whom no increases were recommended. However, once again, the Government did not accept all of the Review Body's recommendations: the Secretary General, Dept. of Defence was raised to Level 3 rather than the recommended Level 4 pay scale; the pay for the Assistants Secretary was increased by (approx.) 6%; and Major General and Brigadier General Pay was not increased as recommended. Therefore the relativity gap between Major General and Brigadier General Ranks was adversely affected and further diminished by this Government decision.

The 2000 (Report No. 38) Review Body's recommendations were a major disappointment for the Defence Forces at a time when the General Officer Ranks had led and implemented a significant re-structuring programme for the Defence Forces, reducing the number of Regional Headquarters from four (4) Commands to three (3) Brigades. The key issue of disappointment, accepted by Government, was the loss of pay parity between the Chief of Staff and the Garda Commissioner and it has been argued that this loss of pay parity has diminished and devalued the Defences Forces in the eyes of the public and the members that serve.

The most recent review in 2007 (Report No. 42) again addressed the lack of pay parity between the Garda Commissioner and the Chief of Staff and concluded that it was not the intent of the Review Body to undervalue the role of the Defence Forces and it formally recognised the important and demanding roles discharged by members of the General Officer Ranks. Nevertheless, despite accepting the organisational and policy changes effected by the Defence Forces since 2000, as highlighted in the General's submission, they did not accept the argument for pay parity between the Garda Commissioner and the Chief of Staff on the basis of an "objective assessment of the jobs" concerning both appointments.

It is of increasing concern to the Defence Forces that not only has the pay parity issue not been satisfactorily addressed but worryingly, the increase in the pay gap has increased over time.

Current Remuneration

The current salary package for Officers of General Rank (Class C) is as follows (as at 01 February, 2022¹⁴):

Rank	Salary (€)
Lt Gen (COS)	€194,029
Major-General	€149,551
Brigadier-General/Commodore	€135,955

Relativities within Public Sector

The pay determination process historically applied by Review Bodies has relied on relativities within the public sector when recommending remuneration levels to Government. For Defence Forces Officers of General Rank, relativities were confined to comparisons with the Garda Commissioner Ranks as outlined below.

The obvious analogous public sector organisation to the DF continues to be An Garda Síochána, given the synergies and comparisons in structure. While the latter is a larger organisation when measured purely in terms of personnel and budget, it is submitted that there is a very closely corresponding level of leadership know-how and complexity of problem-solving between the two. This was traditionally recognised in a parity of pay levels but it is submitted, that the current proportionality of 72% (which has evolved in piecemeal fashion), is inequitable and needs to be revisited through a detailed job evaluation process, with job size yielding a defensible set of relativities.

Therefore, it is recommended that that the establishment of relativities with Garda Commission Ranks and Department of Defence Senior Civil Service Ranks is an appropriate benchmarking mechanism.

However, specific and relevant to the Defence Forces is a consideration of the relativities with international military equivalent ranks. While it is understood that the pay awarded to the COS is subject to wider public sector remuneration comparators, the gap between the three principal ranks can and should be benchmarked by reference to international military norms and data is provided hereunder to develop that consideration.

International Military Comparators

The table hereunder illustrates the % gap between the Lt. Gen rank vis-à-vis the Maj. Gen and Brig. Gen Ranks. The lower ranks are expressed as a % of the Lt Gen Rank salary.

RANK	IE	UK	DE	SP	NL	CA	SE	PL	AT	FR	FI
Lt Gen.	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Maj Gen	71%	81%	85%	91%	92%	82%	100%	88%	93%	89%	90%
Brig Gen	64%	71%	72%	83%	82%	68%	76%	78%	73%	82%	73%

Taking an averaging approach, it will be seen that international organisations have pay levels at the second layer of approximately 87% of the top layer, with the next layer down at approximately

¹⁴ While updated pay rates have been applied since 01 July 2022, the rates as at 01 February are utilised for the purposes of available relativity comparisons with other appropriate Public/Civil Service appointments.

72% of the top layer. Consideration should be given to adopting this as an approach in the Irish context. This should be allied to a proactive succession planning and mobility / rotation approach that ensures that there is an appropriate pool of capable resources available and competing from which future vacancies can be filled.

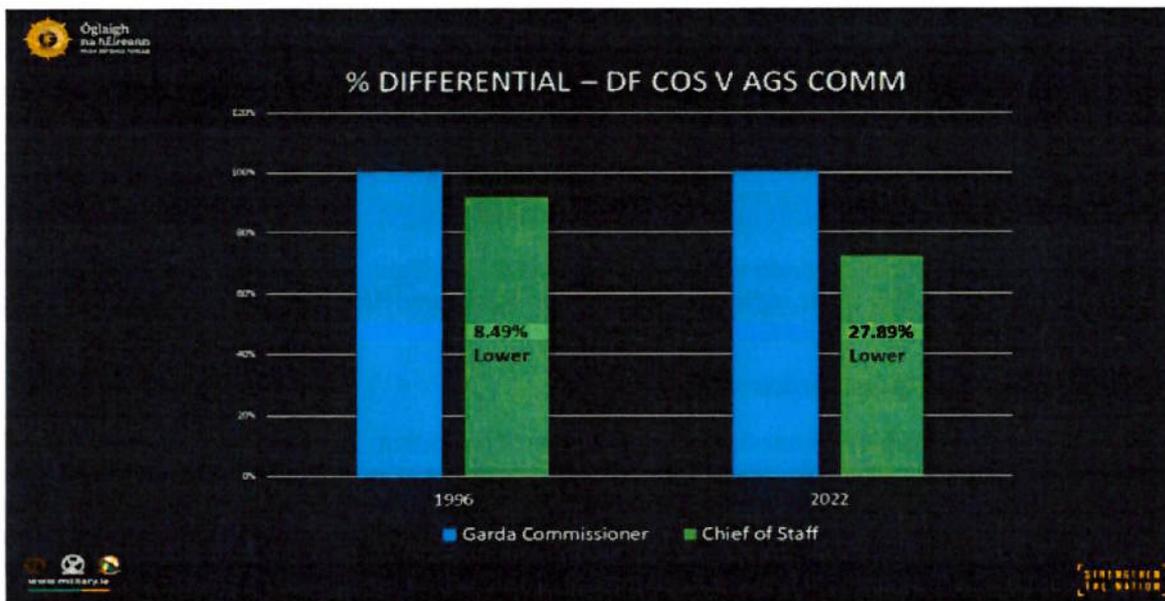
It might also be noted that the proportionality between Assistant Secretary and Secretary General Level 3 is in the order of 81%, thereby further reinforcing the proposal above.

An Garda Síochána

By way of comparison, salaries for analogous posts in the An Garda Síochána are:

Rank	Salary (€)
Garda Commissioner	€ 269,068
Deputy Commissioner	€ 172,955
Assistant Commissioner	€ 152,680

In relation to relativities, it is contended that Job Evaluations for senior ranks of the Defence Forces and An Garda Síochána are now broadly similar. And yet despite this reality, the anomaly and lack of relatively between AGS Commissioner Ranks and DF General Officer Commissioned Ranks continues to grow.



It is understood that the role of Accounting Officer is not vested in the Office of Chief of Staff, whereas it is vested in the Officer of the Garda Commissioner, and that this reality is a factor when considering the relativity differential between Heads of both Organisations. However, as referenced earlier, a significant level of delegated responsibility and control passed to the COS and his deputies through the delegated subhead model, with a considerable portion of the non-pay element of the Defence Vote being delegated to those appointments in order to facilitate the exercise of his/her function. The Government decision to significantly increase the defence vote out to 2028 and beyond reflects historical under-investment in Defence while also highlighting the value being placed on the future of the DF. Finally, the Chief of Staff is now tasked by Government to oversee and implement the most significant Defence Force modernisation project since the formation of the State. The implementation of the CODF High Level Action Plan (HLAP) provides

further justification in favour of the argument for a return to pay parity between both organisations. It is strongly recommended that pay parity of the Chief of Staff with the Garda Commissioner should be restored.

It is acknowledged that the pay scales applied above are comparing DF General Rank pay at PRSI Class C levels, whereas AGS Commissioned Ranks are recorded at Class A levels. It is also noted that previous Pay Review Bodies compared Class A pay levels by way of equal comparison. However, this submission contends that this approach is misleading and does not take account of the differentials in social benefit entitlement enjoyed by Class A employees as opposed to Class C employees. While it is accepted that future generations of DF Officers attaining General Officer Rank will be remunerated under Class A pay scales, it is contended that this consideration should be a matter for a future review body. Therefore, it is argued that for the lifetime of this current review, and for any planned pay determination process, that a pay comparison between the Defence Forces and other agencies must reflect the reality of the PRSI pay scale that is applicable to appointment holders in their respective organisations.

Civil Service

By way of comparison, salaries for analogous posts in the Civil Service are:

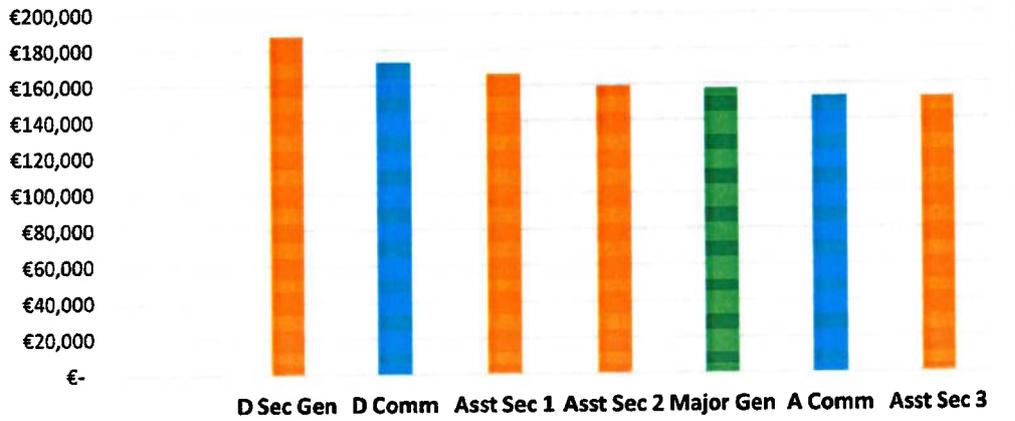
Rank	Salary (€)
Sec Gen 1	€ 215,998
Sec Gen 2	€ 215,998
Sec Gen 3	€ 204,630
D Sec Gen	€ 187,578
Asst Sec 1	€ 166,194
Asst Sec 2	€ 159,042
Asst Sec 3	€ 151,885

While there is no Deputy Secretary General rank within the Dept. of Defence, it is nevertheless suggested that it is this rank, rather than Assistant Secretary Rank, that is most applicable for relativity comparison with Major General Rank.

Major General and Brigadier General Ranks

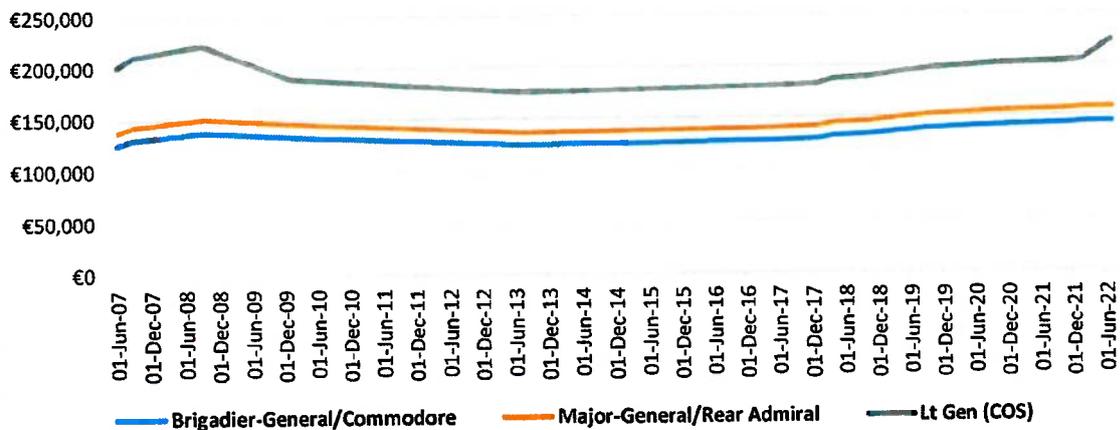
The data provided reveals the considerable difference in remuneration awarded at the Deputy rank when comparing Deputy Chiefs of Staff salaries with those awarded to the Deputy Commissioners and Deputy Secretaries General. This position, if not addressed, will be ever more marked following the implementation of the CODF recommendations, wherein there is a recommendation for a single Vice CHOD appointment, whose responsibilities are to include the new Joint Forces Command (Tri-service enablers, Cyber Command, Military Intelligence and DF operations etc.).

MAJ GEN COMPARISON



What is also starkly apparent is the wide pay gap that exists between Lt. Gen Rank and the Maj. Gen ranks and the narrow pay gap between Maj. Gen ranks and Brig Gen ranks.

Officers of General Rank: Pay 2007-2022



Therefore, it is robustly recommended that upon an appropriate level of pay being determined for the COS, an appropriate proportionality for the two levels beneath needs to be established. International comparisons with progressive military organisations should be examined in this respect.

5. Conclusions

This submission focuses on a pay determination process in respect of the senior Defence Forces Officers of General Rank. However, noting that appointments to General Officer Ranks are now facilitated through the TLAC recruitment process, the DF General Staff would welcome an opportunity to offer additional views on any emerging developments in that process, particularly concerning recruitment and end of tenure processes.

It is recommended that the establishment of relativities with Garda Commissioner Ranks and Department of Defence Senior Civil Service Ranks is an appropriate benchmarking mechanism for the Defence Forces General Officer Ranks given the synergies and comparisons in structure and responsibilities.

While the AGS is a larger organisation when measured purely in terms of personnel and budget, it is submitted that there is a very closely corresponding, if not greater levels of leadership know-how and complexity of problem-solving required for decision making and military advice in the DF. This is reflected in recent significant developments in national and European security and defence policies, emerging transnational threats (conventional and hybrid), and the operational employment of the Defence Forces in response to those factors. The threat and risk conditions that the Defence Forces must now be capable of operating under are increasingly complex, interconnected, more diverse and less predictable, on-island and/or while deployed on overseas service.

The historic decision to break parity between the Heads of the Defence Forces and An Garda Síochána does not reflect the true level of complexity, accountability and decision-making responsibilities placed on the office of Chief of Staff. When comparing the salaries scales of the Chief of Staff and Garda Commissioner, the current relativity proportionality of 72% (which has evolved in piecemeal fashion) is inequitable and needs to be re-visited through a detailed job evaluation process, with job size yielding a defensible set of relativities.

Following an appropriate level of pay being determined for the COS, an applicable proportionality for the two General Rank levels beneath Lt Gen Rank needs to be established.

In determining appropriate relativity comparators for Maj Gen Rank it is suggested that AGS Deputy Commissioner and Civil Service Deputy Secretary General Rank, rather than Assistant Commission rank and Assistant Secretary Rank, are the most fitting.

The wide pay gap that exists between Lt. Gen Rank and the Maj. Gen Ranks, and the narrow pay gap that exists between Maj. Gen ranks and Brig Gen ranks, should be addressed. It is recommended that international military organisation norms should be considered for benchmarking the pay gap between the three Rank levels concerned.

Annex A: Deputy Chief of Staff Appointments

Deputy Chief of Staff Operations [DCOS Ops]

The Chief of Staff delegates specific duties to the Deputy Chief of Staff Operations (DCOS (Ops) with the approval of the Minister for Defence. These roles and responsibilities are in relation to the control, co-ordination and development of **operational capabilities, intelligence and security assessments, cyber, education and training matters**. DCOS (Ops) regularly deputises for and represents the COS as required, both at home and abroad.

DCOS Ops coordinates the production of timely and quality **military advice, intelligence and security assessments** on all defence and security related matters on national and international defence and security matters for the Chief of Staff and ultimately for the Minister for Defence and the National Security Committee. S/he is responsible to coordinate the responses to all Parliamentary Questions and Freedom of Information Requests, which fall within his area of responsibility.

DCOS (Ops) is responsible for ensuring that the Defence Forces Operational **Structures, staffing and capabilities** are trained to fulfil the operational commitments and the roles assigned to the Defence Forces by Government.

DCOS (Ops) is involved in the formulation of **Defence strategy**, as a member of the civil-military Strategic Management Committee (SMC) of the Department of Defence. is a member of the Task Force on **Emergency Planning** and is responsible for coordinating the Defence Forces contribution to departmental emergency plans. DCOS Ops coordinates the planning processes and activation for peace support operations, crisis management operations and humanitarian operations in support of the State's foreign policy requirements.

DCOS (Ops) is responsible for aligning the **strategic planning** process to the Formation levels of the force and the production of annual action plans to deliver against the Defence Forces strategic goals. To support this s/he determines the future **education and training** requirements for personnel at all levels of the organisation in order to develop and maximise individual potential, collective efficiency, effectiveness and **operational readiness** for assigned Defence Forces roles.

DCOS (Ops) develops the Defence Forces operational **capabilities on land, at sea, and in the air** in accordance with the key goals of the Government's White Paper on Defence 2015, in order to provide for the **military defence of the State's territorial integrity**. DCOS (Ops) is responsible for setting the criteria for operational capabilities, interoperability and high readiness status for both personnel and equipment to ensure that the Defence Forces meet **international commitments to UN, EU and NATO/ PfP**.

DCOS Ops ensures the effectiveness of the **Reserve Defence Force** as a force complementary to the Permanent Defence Force.

DCOS (Ops) is co-opted as a member of TLAC to advise and select officers for promotion to Brigadier General Rank.

Deputy Chief of Staff (Support) [DCOS (Sp)]

The Chief of Staff delegates specific duties to the Deputy Chief of Staff (Support) [DCOS (Sp)] with the approval of the Minister for Defence. These roles and responsibilities are in relation to functions that support the operational effectiveness of the Defence Forces. These include responsibility for human resources, administration, legal services, discipline, medical, armament and equipment procurement, transport, engineer support and infrastructure, the supply chain, liaison with representative associations, and audit/performance inspections. His/her primary contribution is

through the provision of effective strategic resource policy, planning, procurement and management, which are key elements of military capability and are crucial to overall Defence Forces service delivery. DCOS (Sp) is also a member of the Strategic Management Committee (SMC), and regularly deputises for and represents the COS as required, both at home and abroad.

The COS has delegated responsibility for all aspects of **Human Resource Management (HRM)** in the Defence Forces from recruitment, promotion, career development and internal movement to discharges to DCOS (Sp). In that capacity DCOS (Sp) co-chairs (with an Assistant Secretary from DOD) the Strategic HR Working Group, and likewise co-chairs the working group on the implementation of the Working Time Directive across the DF. S/he is also responsible for issues dealing with equality and related to workplace bullying, harassment, sexual harassment and intimidation as well as changes in EU legislation. In addition s/he determines military administration policy covering such areas as reform of regulations, standing orders and "routine" administration orders that are applicable to the Defence Forces. Implementation of these regulations is closely linked to the military justice system, for which DCOS (Sp) is also responsible. This involves oversight of the DF Legal Branch and the Military Police Corps, and the provision of support to the independent offices of the Courts Martial Administrator, the Director of Military Prosecutions and the Military Judge. S/he is also responsible to coordinate the response to all Parliamentary Questions and Freedom of Information Requests, which fall within his/her area of responsibility. DCOS (Sp) is also the DF Data Controller.

DCOS (Sp) is the General Staff lead in respect of the military role in the management, governance and administration of the **Annual Defence Budget**, currently running at approximately €1.1 billion and set to rise to €1.5 billion by 2028. S/he is responsible for the Defence Forces supply chain required to support all operational activity in Ireland and on overseas peacekeeping missions, and the governance and maintenance of a Defence Forces inventory, which is worth approximately €230 million. This requires the co-ordination of the procurement, distribution and maintenance activities such as supply of essential supplies including food, fuel, ammunition and spare parts, and the accommodation of personnel. To facilitate this, the Chief of Staff has delegated to DCOS (Sp) budgetary control and responsibility in respect of the relevant devolved subheads. For example, DCOS (Sp) is the General Staff lead in respect of the multiannual **Equipment Development Plan (EDP)**, currently set at €153 million per annum and set to rise to €264 million in 2023. This budget will continue to increase significantly 'year on year' on foot of the recent Government decision (the overall total expenditure on equipment during the period 2021 to 2025 will exceed €900 million). The DCOS's role also involves oversight of the multiannual **Infrastructure Development Plan (IDP)**, which currently runs at approximately €50 million per year but is set to increase significantly in the coming years in line with the Government decision on the expansion of the Defence Forces.

To ensure efficient and effective use of Defence Forces resources in the execution of support activities, DCOS (Sp) is responsible for **Corporate Governance** across the DF, and chairs the DF Corporate Governance Committee. To ensure appropriate governance of both the EDP and IDP, s/he co-chairs (with an Assistant Secretary from DOD) the High Level Planning and Procurement Group (HLPPG). This Group has responsibility for managing the current and capital elements of the annual Defence Vote through planning equipment and infrastructural projects, tendering, placing procurement contracts and monitoring these contracts. In addition, the role includes responsibility for the conduct of inspections of the administration and accounts of military staffs, units, stores and other elements, in order to ensure appropriate governance and that sufficiently high standards are maintained. S/he is a member of the Defence Audit Committee, which is chaired by an external appointee, and is Chair of the Defence Forces Canteen Board and the DF's Senior Energy Executive.

Finally, DCOS (Sp) is the General Staff lead for **Strategic Innovation** in the Defence Forces and oversees the work of the recently established civil-military Research, Technology and Innovation

(RTI) Unit. In that capacity s/he represents the Defence Organisation on the Public Service Innovation Advisory Board, which provides guidance to the Public Service Leadership Board and ultimately advises the Government on strategic innovation across the civil and public service.

DCOS (Sp) is co-opted as a member of TLAC to advise and select officers for promotion to Brigadier General Rank.

Annex B: Brigadier General Appointments

Assistant Chief of Staff [A COS]

The Chief of Staff delegates specific duties to the Assistant Chief of Staff (ACOS). The roles and responsibilities are in relation to functions that support the operational effectiveness of the Defence Forces. These include responsibility for the development, implementation and management of Defence Forces outputs in the following areas: **Strategic Risk Management; Corporate Annual Plans; Capability Development; Transformation; Innovation; Industrial Relations; Health and Safety; Culture; and Doctrine**. The ACOS supports the DCOS (Sp) in the delivery of a range of his Human Resources responsibilities and assumes those and other responsibilities in the absence of DCOS (Sp).

Since the last review in 2007 the role of the Assistant Chief of Staff (ACOS) has changed considerably to incorporate **corporate governance** obligations required of the Defence Forces. As a member of the General Staff and the Strategic Management Committee, the ACOS appointment spans the outputs of all three Divisions of Defence Forces Headquarters. The ACOS will be the principal agent for the coordination, management, and supervision of Formation and Branch heads for particular tasks as directed by the General Staff.

ACOS is the Chairman of the following Defence Forces' committees: Risk Committee, **Organisation Culture** Standing Committee, Doctrine Committee, Innovation; Values; and the COVID19 Planning Group. ACOS chairs all Defence Forces Interview Boards for promotion to the rank of Colonel / Captain (NS), which is equivalent to Principal Officer. He / She chairs the DF forum with three Defence Forces' Representative Associations and the DF Medals Board, when constituted. The ACOS deputises with DCOS (Sp) on the DF Governance Committee, High Level Planning and Procurement Group and the Strategic Human Resources Group.

ACOS is the joint-chair of the following civil-military Department of Defence / Defence Forces groups; Enterprise Applications & Information Technology Steering Board, Strategic Risk Committee, Defence Enterprise & Innovation Committee and **Capability Development**. The ACOS has co-chaired the Working Group established to implement the EU Working Time Directive within the Defence Forces.

The ACOS is a member of the **Public Service Management Board (PSMB)**, a body that gives strategic guidance for actions developed to institutionalise the 'Our Public Service' initiative (OPS 2020) across the civil and public service. PSMB comprises representatives of Assistant Secretary Level with members drawn from Government Departments and representatives from a broad range of public service organisations, including the Defence Forces. This body meets on a quarterly basis to deliver high-quality and VFM outcomes. The ACOS is co-chair of the Defence led implementation of Action 10 Project (Embed programme and project management). S/he is also responsible for the coordination of all Defence Forces outputs on OPS 2020 Actions.

ACOS is involved in the formulation of **Defence strategy**, as a member of the civil-military Strategic Management Committee (SMC) of the Department of Defence.

It should be noted that the ACOS role will become the only Officer of General Rank appointment in the future Defence Forces Strategic Headquarters. The future roles and responsibilities for the ACOS will necessitate increased supports to the Chief of Defence and the senior civilian strategic leadership appointments at that HQ, Head of Transformation and Head of Strategic HR.

General Officers Commanding Brigades (GOC Bdes)

Ireland is divided into two territorial regions / brigade areas (denominated as 1 Brigade and 2 Brigade) each commanded by a General Officer Commanding (GOC). The GOC is directly responsible for the implementation of Defence Policy and undertakes a wide range of tasks in accordance with Government Policy.

The GOC has responsibility for leading, commanding and the efficient management of an all arms Brigade incorporating infantry, artillery, cavalry, engineers, communications, transport, ordnance, medical and military police permanent and reserve units. The average number of personnel that a Brigade Commander has leadership, command and management responsibilities for is in the order of 3,000 permanent soldiers and up to 2,000 reservists as well as varying numbers of civilian staff.

The following examples provide an indication of the wide range of responsibilities:

- Recruitment and initial entry training for all regular and reserve personnel;
- Conduct of individual training and skills courses;
- Aid to the Civil Power (ATCP) and Civil Authority (ATCA) operations;
- Raising and Preparing Units for service overseas in peacekeeping missions;
- Conduct of State and regional ceremonial events;
- Administration and conduct of disciplinary hearings; and
- Provision of Logistical Support including maintenance and support of the weapons systems vehicles, infrastructure including barracks and training ranges and areas.

The GOC is responsible for delivering a modern, effective, professionally trained force for overseas peace support operations under the aegis of UN, EU and NATO/ PfP. This is done through the Lead Brigade concept, which has devolved responsibility for raising, training and preparing units for overseas service.

The GOCs have successfully aligned their Formations Annual Plans with those of the Chief of Staff. This has enabled the realisation of large-scale brigade operations (2,500 approx. personnel) if required in support of Garda Síochána and Civil Authorities.

General Officer Commanding the Defence Forces Training Centre [GOC DFTC]

GOC DFTC Commands all units and elements in the DFTC as prescribed in the Defence Act and DF regulations. The GOC is responsible and accountable for all activities in the DFTC.

This Command incorporates a range of tasks including:

- Command all Units of the DFTC, including attached administrative, operations, and student personnel, in accordance with the Defence Act 1954 (as amended) and relevant Defence Forces Regulations, Instructions and Orders, with a central focus on delivery of positive cultural change;
- Deliver DF capacity to continue conduct of armoured operations at home and overseas;
- Maintain DF Armoured-Reserve Units, Combat-Support and Combat-Service-Support elements at readiness, in support of DF conduct of ATCP/ATCA operations;
- Lead delivery of Defence Forces combat-support and combat-service-support sustainment operations;

- The provision of clinical and medical/dental services (Military Hospital).
- Lead design, development, delivery and review of Defence Forces training, education and development via a range of courses in the Military College;
- Provide military advice to DFHQ (DoD) and GS;
- Conduct engagement at national and international levels;
- Foster a culture of creativity, innovation, and continuing enhancement in DFTC design, development, and delivery processes;
- Lead land-component preparation for re-organisation of the Army, in accordance with Government's High-Level Action Plan (CODF);
- Administrative and support responsibility for the Army Ranger Wing (Special Forces Unit).

The delivery of these tasks is in order to ensure the continued DFTC contribution to DF preparedness and posture in completing roles assigned by Government and listed in the White Paper on Defence, 2015 & 2019.

General Officer Commanding the Air Corps [GOC AC]

GOC Air Corps ensures the attainment of the roles set for the Air Corps by Government and by the Chief of Staff. The Air Corps is the principal air agency of the State and its roles include: Aid to the Civil Power; Aid to the Civil Authority (such as firefighting, island relief and flood assistance), Maritime Air Surveillance (for Maritime Defence & Security Operations), Air Ambulance (on and off island), the Ministerial Air Transport Service (MATS), and the provision of air support to An Garda Síochána.

GOC Air Corps is responsible for the command, leadership and management of the Air Corps consisting of 886 military and up to 60 civilian personnel spread across diverse military aviation specialisations. These specialisations include Flying Operations, Engineering, Aircraft Maintenance, Training (Flying, Technical & Military), Logistics, Administration, Medical, Air Traffic Control, Crash Rescue Service, Flight Safety, Quality Control, Airworthiness, etc. S/he manages an airbase that is operational twenty four hours each day, seven days a week, in all weather conditions and the associated services in securing and maintaining the airbase operationally, to international recognised standards.

GOC Air Corps is responsible for the management of Air Operations conducted by the Air Corps and co-ordinating and overseeing all Remotely Piloted Aircraft Systems (RPAS) / Unmanned Aerial Vehicle (UAV) operations conducted by the Defence Forces, in national and overseas airspace. Air Corps Air Operations are conducted by fixed-wing aircraft and helicopters both on-island and globally, to recognised international military and civilian standards.

GOC Air Corps while being the operational commander, is also the regulator for military air operations and this is a unique situation for a Brigadier General in the Defence Forces, s/he is responsible for the development, promulgation and revision of all air regulations covering the operation and use of all aircraft, as well as RPAS / UAV in the Air Corps and wider Defence Forces.

GOC Air Corps is responsible for specifying standards for new aircraft and for setting new training standards for the air fleet of twenty six aircraft and managing an around-the-clock airfield operation. Approximately €300 Million has been expended on fleet replacement in recent years, which will bring total fleet replacement value in excess of €500 Million.

GOC Air Corps attends the Defence Strategic Management Committee meetings, as required, involving all military aviation matters.

GOC Air Corps is a member of the European Air Chiefs (EURAC) group. At the European Union Military Committee (EUMC) level the EURAC discusses high-level military aspects of European Air Security and Defence Policy. They plan for security contingencies, and develop and review policy.

GOC Air Corps has played a pivotal role in the re-alignment of the AC to support the needs of the Defence Forces. The modernisation of the air fleet has involved the tendering for, assessment and purchasing of new aircraft. The changes to the fleet have led to new approaches in the areas of fleet maintenance, increased flying hours and serviceability rates. Additional outputs of the Air Corps are related to Service Level Agreements established to support the strategic outcomes of a number of Government Departments as given in the roles of the Air Corps.

Flag Officer Commanding the Naval Service [FOCNS]

FOCNS is responsible for carrying out the roles set for the Naval Service by Government and by the Chief of Staff. These roles include: Fishery protection, drug interdiction (with the Gardaí and Customs and Excise), Search and Rescue, support to Missions overseas, and participation in military training exercises.

FOCNS is responsible for the analysis, definition and specification of the standards and standard operating procedures required for the professional delivery of Naval Defence and maritime service to the State. This includes the definition, development, review and maintenance of the naval professional skill base of personnel in order to attain the level of preparedness required for effective and efficient tasking in the marine and defence environments.

FOCNS also manages a naval base and dockyard.

FOCNS attends the Strategic Management Committee meetings, as required, and advises on all naval matters.

FOCNS is a member of the Chief Heads of European Navies (CHENs). At the European Union Military Committee (EUMC) level the CHENs discuss high-level military aspects of European Maritime Security and Defence Policy. This body establishes plans for security contingencies, and develops and reviews European naval policy.

The Naval Service is the principal seagoing agency of the State. 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. The Criminal Jurisdiction Act has been amended to directly authorise naval personnel above a certain rank for drug enforcement operations at sea. In addition to actual increased outputs as measured by patrol days, the Naval Service has entered into a strategic alliance with Cork Institute of Technology in the provision of maritime education through the National Maritime College of Ireland (NMCI).

Military Representative of Ireland to the European Union Military Committee (EUMC) and to NATO/ Partnership for Peace

The presence and deployment of the Ireland's Military Representative in Europe over the past twenty years or so has deepened, broadened and enabled this Nation's contribution to the maintenance of international peace and security. This has been achieved primarily through participation in EU and NATO-led crisis management operations and missions, but also through a range of EU Common Security and Defence Policy (CSDP) initiatives to support the development of other policies and plans. In addition, it has proved an immensely important, if not a critical, domain for the development of the DF through engagement with NATO and the European Defence Agency. Through our participation in Europe, Ireland and the DF are positioned to exploit a broad

range of developmental and funding opportunities, both for the Defence Forces and indigenous Irish Industries.

Central to Ireland's engagement is the Post of the Military Representative. He is the Permanent Military Representative for the Chief of Staff at EUMC and presents Ireland's military perspective on NATO/PfP committees. S/he advises the General Staff on operational and capability development matters. In these fora the Military Representative promotes and projects Ireland's values and interests.

The work of the EUMC is the forum for military consultation and cooperation between the EU Member States in the field of conflict prevention and crisis management. It directs all military activities within the EU framework, in particular the planning and execution of military missions and operations and the development of military capabilities. Based on consensus, it gives military advice and makes recommendations to the Political and Security Committee (PSC), while providing military direction to the European Union Military Staff (EUMS).

S/he is one of four senior members¹⁵ of the Permanent Representation with direct oversight responsibility with regard to representation of national policy as laid down in Department of Foreign Affairs guidelines. The Military Representative is involved on a tri-lateral basis with the Department of Defence and the Department of Foreign Affairs in the advancement of Ireland's policy in relation to involvement in CSDP. Central to this is the provision of Military advice to the PSC ambassador.

Ireland's membership of NATO Euro Atlantic Partnership Council/ Partnership for Peace (EAPC/ PfP) is characterised by opportunities and benefits, and the primary challenge is to maximise those opportunities and benefits. This involvement provides access to unprecedented economies of scale, to unparalleled expertise and access to new and emerging technologies, which would not be possible in isolation. A pathway to a better DF enabled to meet future challenges where personnel are equipped and prepared to the highest standards while being afforded the utmost levels of force protection, runs through Brussels. A critical aspect of the Military Representative's role is to identify appropriate opportunities for development.

The dual hatted nature of the Military Representative and staff provides for an EU-NATO cross-functional remit. This remit provides the general staff with an overview of work strands, issues of duplication, complementary efforts and opportunities for EU-NATO or bilateral cooperation.

The EU and NATO PfP provides Ireland with a wider defence and security ecosystem that is critical for leverage in order to evolve future modernisation and transformation processes of the DF and Ireland, shapes EU Policy formation that controls EU military engagement and demonstrates the value of partnership through Ireland's niche capabilities.

Director of Communications / Information Systems & Cyber Defence, European Union Military Staff (EUMS)

The EU Military Staff (EUMS) is a key organisational element of the European External Action Service (EEAS). The EUMS is the source of military expertise within the EEAS and its role is to provide early warning, situation assessment, strategic planning, Communications/information Systems and cyber Defence policy development, concept development, training, education, and support of partnerships.

¹⁵ In addition the Permanent Representation includes the Permanent Representative to the EU, the Deputy Permanent Representation to the EU and the Ambassador to the Political and Security Committee

The EUMS is led by the Director General (DGEUMS), a three-star general rank. An Irish Brigadier General is the current Director of the Communications/information Systems and Cyber Defence Directorate. The Director of Communications/Information Systems and Cyber Defence is directly accountable to the Director General of the EUMS for all roles and responsibilities.

The mission of the Directorate is to support within means and capabilities the promotion and development of EU Member States' Communications, Information Systems and Cyber Defence capability in the context of the EU Common Security and Defence Policy. The focus is on the following key areas:

- To boost mechanisms for cooperation, developing and leveraging of cyber defence capabilities at EU level particularly through policy development and the recognition of Cyber Defence as a domain of military operations;
- To promote education and training in cyber defence;
- To Increase civil-military cooperation within the appropriate security parameters;
- To contribute to research and innovation in order to strengthen the EU's technological and industrial base;
- To strengthen cooperation with like-minded international partners in the area of Communications, Information Systems and Cyber defence, particularly with NATO.

The Director is responsible for interacting with, liaising and contributing to the development of Military Capability especially in the Cyber Domain through the EU mechanism of Permanent Structured Cooperation (PESCO) and the European Defence Agency. The Director is also responsible for fostering outreach relationships with International Organisations and Agencies. The Director meets regularly with and participates in various exercises and fora with NATO, the UN, US Cyber Command, and US EU Command.

One of the more critical work strands of the Directorate is Cyber Defence, particularly since the beginning of the Russian aggression against UKRAINE. In March 2022, the EU Council approved the *Strategic Compass for Security and Defence*, which set the ambition "to further develop the EU's Cyber Defence Policy to protect, detect, defend and deter against cyberattacks". While the Council conclusions on the development of the European Union's cyber posture from 23 May 2022 noted that cyber defence is primarily a national responsibility, they encouraged the EU to develop an ambitious EU Cyber Defence Policy. The EUMS CIS and CD Directorate has been actively engaged on this issue with the various constituent elements of the EU Cyber Ecosystem to add the military dimension of this proposed new EU Cyber Defence Policy.