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Introduction

Earlier this year, the standing committee for the Ministry of Defence sent me a request (reference 34000-X-34/2015D03829) to update the international comparative study into the way the reservists of 2009 are deployed (Parliamentary Paper 32 123 X, no. 32). In addition to the countries the study focused on at the time, i.e. Australia, Canada, the United Kingdom and the United States, the request was made to also include Belgium and Germany. Furthermore, it was requested that the question be addressed regarding the extent to which the deployment of reservists leads to an increase in effectiveness and to discuss “the alternative deployment of reserved funds for financial compensation for employers of deployed reservists.”

Outcomes of the country comparison

In 2009, the Ministry of Defence had predominantly examined general characteristics, such as the size of the armed forces, general tasks of reservists, the categories of reservists and their actual deployment. The new study has also examined the experiences and developments with respect to the reservists. The four countries in the 2009 study were approached again to outline the developments of the last few years. In addition, not only Belgium and Germany were approached, but also Denmark and New Zealand. Denmark has been included because it is a relatively small country with widely deployable armed forces. Moreover, it is a partner in the *National Reserve Forces Committee* (NRFC)¹. New Zealand has been included because it makes considerable use of reservists. Approximately 30 percent of the *New Zealand Defence Force* is made up of reservists. Furthermore, New Zealand has ample experience of employer engagement. The findings from the updated country comparison, set out in Appendix 1, shall be included in the further development of the policy on reservists for the benefit of flexible and adaptive armed forces.

However, a number of comments on this comparison are warranted. A comparison between countries is never straightforward because of their difference in culture, history and size. Countries such as Canada, the United States and the United Kingdom, for instance, have a different history and operate on a different scale than Belgium, Denmark and the Netherlands. Moreover, the political priorities of

¹ A committee consisting of representatives from NATO member states and partner countries that exchange and discuss the deployment of reservists

countries may vary. Another complicating factor is that many countries are currently in the process of developing their policies with respect to reservists. For instance, in the Anglo-Saxon countries, an increasingly large part of the workforce is in the reservists (see Appendix 1). Over the last few years, for instance, the United Kingdom has gained considerable experience with the integration of reservists in its defence divisions and the collaboration with civil employees. By contrast, Belgium has not reached this point yet and is closely following the developments in both the United Kingdom and the Netherlands.

International conference

The international comparison has also used the outcomes of an international conference organised by The Ministry of Defence. In the week of 6 to 8 October 2015, the International Conference on Employer Support for reservists was held in Rotterdam (the Netherlands). The focal point of this conference was the exchange experiences on the approach of and collaboration with employers of reservists, i.e. employer engagement. Seventeen countries, including the Netherlands, participated. The participants discussed this with, amongst others, five major Dutch employers: Shell, CGI, TNO, Rotterdam The Hague Airport and BAM. The objective of the conference was to find a method for encouraging employers to give their employees the opportunity to temporarily join the armed forces.

A report of the conference is included in Appendix 2.

In conclusion

The country comparison and the conference show (amongst other things) that a number of countries are currently reviewing the way they should deal with reservists. The deployment of reservists is not an objective in itself, but the countries studied do consider the reservists to be an effective resource for increasing the flexibility of the armed forces and boosting capacity and quality.

Not all of the experiences and initiatives can be easily translated to the Dutch context. In some cases, the differences with the other countries are too great. The outcomes of the country comparison and the international conference are relevant for the further development of the Dutch policy with respect to reservists. In the course of 2016, I will send you an update on this and a new paper on the reservists.

THE MINISTER OF DEFENCE

(signature)

J.A. Hennis-Plasschaert

Appendix 1: Country comparison with respect to the reservists

Set-up of the international comparative study

For this international comparative study, a questionnaire was sent to eight countries. The table sets out the relevant countries and the numerical differences in numbers of reservists. As far as possible, the responses have been placed in the broader military context of the country in question by the Dutch defence attachés in the relevant countries. Furthermore, the Netherlands is cooperating closely with the eight countries in this comparative study by way of the National Reserve Forces Committee (NRFC) of NATO, which enabled a clarification of the information, where required. Moreover, the international conference (see Appendix 2) has been included in the country comparison, as the eight countries participated in it.

Country	Number of reservists	Number of regular personnel	Reservists as a % of the total armed forces	Workforce ²
Australia	22,000	57,000	28%	12,245,908
Belgium	5,800	31,000	16%	4,955,976
Canada	57,000 (all categories) 27,000 in Primary Reserve	68,000	46%	19,518,036
Denmark	1,900	19,000	9% (ex the <i>Home Guard</i>)	2,901,679
Germany	29,000 (60,000 jobs for reservists)	182,000	14%	41,981,485
Netherlands	5,200 (6,000 jobs)	43,000	11%	8,998,325
New Zealand	3,000	9,000	25%	2,397,653
United Kingdom	35,000 (within Reserves 2020 Programme)	160,000	18% (in 2018)	32,761,244
United States	1,100,000	1,400,000	44%	159,851,241

The questions in this study have been clustered into three themes that are relevant for all the countries studied.

1. Current situation and changes in the short term
2. Remuneration and social security
3. Employer support and engagement

1. Current situation and changes in the short term

Australia

The Australian Defence Force currently has approximately 22,000 reservists in addition to 57,000 regular soldiers. reservists within the Australian armed forces are a means to strengthen the regular units. Within the navy and the air force, reservists have been fully integrated and are predominantly used to solve existing staffing problems and generate extra capacity in the case of, for instance, disasters. Within

² Information from the World Bank <http://data.worldbank.org/indicator/SL.TLF.TOTL.IN>

the army, reservists are, for the time being, predominantly concentrated in separate units and offer specific expertise and, where required, extra numerical capacity.

Usually, reservists are not called up for actual service in excess of 220 days per year. In the event of operational necessity, this may be deviated from and reservists may be deployed for a greater number of days.

The Australian armed forces consider reservists to be a cost-effective solution for supplementing the regular units. By deploying reservists, highly qualified experts (medics, lawyers, etc.) may be deployed at relatively low cost. They have up-to-date knowledge and expertise that is not -- or is insufficiently -- available or would have to be hired in at a higher cost. Australia has not carried out a cost comparison between regular soldiers and reservists.

The Australian Defence Force Recruiting Organisation regularly organises advertising campaigns in the national (digital and printed) media. The Reserve and Employer Support organisation supports the promotion of the deployment of reservists with national and regional activities and publishes booklets about the advantages of a career as a reservist. The reservists are encouraged to actively recruit new colleagues.

The Australian armed forces maintain contact with reservists using online communication tools. For instance, the Cadet, Reserve and Employer Support Division works with ForceNet. This is an online portal outside the armed forces network and is aimed at both current and former reservists. In addition, e-mail, monthly newsletters and websites are used to inform reservists of developments and opportunities.

Belgium

The current reservist statute regulating the appointment, tasks and deployment of reservists differs from that for regular soldiers. In Belgium, reservists do not (for the time being) learn combat skills during training. They cannot therefore be deployed in combat roles, but only in combat support roles. Reservists are thus predominantly selected and used for their knowledge and competencies in medical and legal areas, in the field of intelligence and civil-military collaboration, which is not or insufficiently available within the Belgian armed forces.

Belgium has approximately 5,800 reservists in addition to 31,000 regular soldiers. Seventy percent of the current reservists are former conscripted soldiers. This group has been gradually decreasing since 2004, when conscription was abolished. Most of the reservists have not been trained. Only trained reservists, approximately 1,200 men and women, are deployed in combat support roles in operations. Non-trained reservists may only carry out administrative tasks in Belgium.

Reservists must work a minimum number of days for the Ministry of Defence each year to qualify as a trained reservist. For soldiers and corporals this is five days, for non-commissioned officers (NCOs) and officers this is seven days. If the minimum number of days are not achieved, reservists fall into the category of 'non-trained reservists' and are transferred to administrative units.

Currently, Belgium is working on a new strategic plan for the Belgian armed forces, which may have consequences for the role of the reservists, but this is not yet clear at this time.

Canada

The Canadian Armed Forces are working according to a Total Force concept³ with regular personnel and reservists being integrated into the navy, army and air force, with as little as possible distinction between regular personnel and reservists. The regular service personnel provide a quick response capability. Reservists are intended to augment and reinforce regular units. In addition, they carry out tasks and provide expertise not available in regular units.

Canada has approximately 68,000 regular military personnel. The approximately 56,000 reservists are divided across the following categories (in the current numbers).

- A.** The Supplementary Reserve (15,299) consists of former regular service personnel or former reservists who make themselves available voluntarily for a period of up to 10 years to be deployed in the case of disasters. Members of the Supplementary Reserve are exempt from drills or training unless they are on actual duty.
- B.** The Canadian Rangers (5,000) operate in thinly populated northern coastal areas and the more isolated parts of Canada, where it is difficult or expensive to deploy regular units. These are fully independent and very mobile units for the protection of the national sovereignty of Canada and for the support of local operational requirements.
- C.** The Cadet Organization Administration & Training Service (8,800) consists of reserve officers and non-commissioned officers supporting over 54,000 young cadets and young Canadian Rangers.
- D.** The Primary Reserve (27,000) plays an important role in meeting the operational requirements of the Canadian armed forces. The Primary Reserve consists of the following units:
 - Army Reserve
 - Naval Reserve
 - Air Reserve
 - Health Services Reserve
 - Judge Advocate General Reserve
 - Special Operations Reserve

Reservists within the Primary Reserve are obliged to train for at least 14 days per year. In practice, these days are often used for collective training (for instance, at unit level) and for maintaining basic skills (shooting, first aid, etc.). Only reservists from the Primary Reserve may be posted abroad for participation in international missions.

In addition to these four categories, Canada has approximately 4,500 full-time positions in its armed forces to which reservists are regularly deployed as a support. Furthermore, the national headquarters has a list of reservist personnel not linked to one of the operational commandos.

³ The Total Force concept, also referred to as Whole Force means that, in the army, regular soldiers, reservists, civilian staff and externally hired staff cooperate with and complement each other. They may be deployed collectively for all defence tasks. It is relatively easy to move from one category to the other in order for goals to be achieved.

After Russia, Canada is the largest country in the world in total area. It has almost the same area as Europe, but with only 35 million inhabitants the population is relatively small. This directly affects the choice for defence locations and the use of reservists. Regular units are mostly concentrated around a number of central locations or around large cities, while reserve units have a much wider geographic spread. This results in a larger local military presence in Canada. In many regions, reservists are the only military personnel present. There have always been strong links between reserve units and their location. Consequently, reservists ensure that the armed forces are embedded in Canadian society.

Over the last few years, the Canadian armed forces have become dependent on reservists for their day-to-day activities. Since 2007, approximately 25 percent of personnel deployed for national and international operations have been reservists. Furthermore, reservists have been increasingly relied upon for operational deployment. This, as well as the Total Force concept, requires a more equal treatment of reservists and regular military personnel in the field of integration, training, equipment and (financial) compensation. A so-called readiness benchmark is deemed indispensable for this to ensure that regular personnel can be secure in the knowledge that reservists are well trained and professional.

Canada is working hard on the further implementation of the Total Force concept, including the alignment of employment conditions for reservists and regular soldiers.

A number of international Memorandums of Understanding (MOU) with Australia, the United Kingdom and the United States enable Canadian reservists to be deployed in these countries and, at the same time, maintain their status in Canada. A similar MOU with New Zealand is being developed.

Denmark

Currently, the Danish armed forces consist of approximately 1,900 reservists in addition to 19,000 regular personnel. All of the Danish operational units (army, navy and air force) operate using reservists. On an annual basis, approximately 20,000 working days are available for reservists. This equals approximately 100 full-time jobs. In practice, the majority of the working days are used for a fixed core of approximately 1,000 active reservists. The other reservists are only called up annually for the purpose of maintaining their basic military skills. In addition, Denmark has a Home Guard,⁴ an integral part of the Danish armed forces, consisting entirely of volunteers. They do not have the (military) civil servant status. Up to 2008, the Home Guard was only allocated national tasks but, since then, personnel have also been deployed abroad. The Home Guard has 16,000 active volunteers and another 31,000 volunteers in the Home Guard Reserve. These 31,000 men and women can also be deployed, but will only be called up in the event of disasters.

The number of reservists is decreasing. Partly in view of international developments with respect to reservists, the Danish Minister of Defence has carried out a review into a more efficient use of reservists. The review showed that reservists could contribute significantly to both national and international security. Modernisation of the role of reservists is therefore deemed necessary.

At the end of 2014, Denmark decided to implement the Total Force concept, in which no distinction is made between regular military personnel and reservists. At the moment, work is being carried out on the implementation of this concept. According to the Danish armed forces, this will have to be accompanied by a great deal of communication with the people involved. Civil personnel, regular military personnel and reservists must feel that they are part of one defence organisation. At the same

⁴ Comparable in the Netherlands with the Korps Nationale Reserve (National Reserve Corps)

time, it has to be communicated that there are differences between categories of personnel, but that everyone has their own added value. It is also important to recognise the full-time availability of regular soldiers in order to do justice to their extraordinary commitment. In the context of the implementation of the Total Force concept, the Danish armed forces are considering moving from on-call contracts to temporary employment contracts. The implementation of the concept is coordinated centrally, but the execution takes place at local and regional level. Reservists will be employed temporarily by a unit in the vicinity of their place of residence. It is the intention that the transition to the Total Force concept will be completed by 1 January 2017.

Germany

The *Bundeswehr* currently consists of 182,000 regular personnel. According to German law, anyone who has been in the military is, by definition, also a reservist. Therefore, Germany currently has a total of approximately 600,000 reservists. A quarter of these (approximately 150,000) have indicated - for instance, in exit interviews - that they are willing to carry out occasional activities (active reservists). The duration, frequency and workload of deployment differ for each active reservist. At the moment, Germany has created space in the formation for 60,000 (active) reservists. Just over 29,000 of these vacancies have been filled.

The German armed forces deploy reservists for the army, air force and navy as the joint support service. For instance, the *Deutsche Marine* has a coastal defence platoon consisting entirely of reservists, and the *Luftwaffe* has a battalion also consisting solely of reservists. The German army deploys reservists in various places, both with the infantry and the tank units.

Germany also has a supplementary reservist, a liaison officer who maintains contact on behalf of the *Bundeswehr* with his/her *Bundesland*. In addition, they also have shadow reservists. Units may create so-called shadow roles for key officers, for instance a battalion commander, to train a reservist as a deputy. If this officer is posted, for instance, a reservist may take over the tasks (known as backfill). Consequently, a reservist has already been appointed as deputy commander of an air mobile brigade. The *Bundeswehr* has space for 30,000 of these shadow jobs, but it is up to the individual units to determine the positions for which they want to appoint reservists as shadow officers. A condition for this is that the progression of high-achieving regular NCOs to company officer ranks must remain possible.

In each unit, the deputy commander is also the commissioner for reservist issues. This officer supports and advises the commander on the deployment of reservists, collaboration with employers and collaboration with the *Bundeswehr* reservist association.

In principle, deployment as a reservist is on a voluntary basis. However, as soon as someone has registered for active service as a reservist and is subsequently called up for actual service, attendance for deployment is mandatory.

Germany is working on a major reorganisation of the *Bundeswehr*. This will also impact on the deployment of reservists. Currently, there are approximately 10,000 vacancies for regular military personnel that are difficult or impossible to fill. An attempt is being made to fill these vacancies (temporarily) with reservists.

The headquarters, units and training centres in the German armed forces are allocated an annual quota of working hours, which can be spent on reservists. In practice, headquarters and units use these hours

for temporary placement of reservists in available jobs to replace colleagues who are sick, who have been posted or are on leave, or to fill vacancies. This system is regarded as very effective, also due to the continuity it offers. Commanders may temporarily fill voids ensuring continuity of the work and avoiding an increase in the workload for regular personnel. On the other hand, it is a valuable solution for reservists in terms of the experience they gain.

The approach of the German armed forces is to attach reservists to the same unit for several years so that they remain up to date with the work and their colleagues and can easily be redeployed. By so doing, the reservist feels more involved and engaged with the unit and can provide a valuable contribution. The aim is to fill the 60,000 jobs that have been created for reservists with motivated and well-trained people. However, it has been found that the opportunity to become a reservist is discussed in only 15 percent of exit interviews.

Since 2012, the *Bundeswehr* has had a centre of expertise for reservist issues, informing reservists and employers by way of modern communication tools (a mobile application, newsletter, social media and a hotline for reservists and employers, etc.) about developments in the armed forces and opportunities for deployment. The app for mobile telephones and tablets is currently being developed but should result in a generally accessible communication platform for and with reservists.

The *Bundeswehr* has delegated part of the responsibilities for maintaining contacts, recruitment and training of reservists to the *Verband der Reservisten der Deutschen Bundeswehr*. This organisation supplies these tasks on the instruction of the *Bundeswehr*, but is not part of the armed forces.

New Zealand

The armed forces of New Zealand consider reservists to be a cost-effective solution for deployment in low-threat situations that require less training. Occasionally, reservists are used for tasks that require more training. The New Zealand Defence Force feels that the particular added value of reservists is their specialist expertise (medical, legal, cyber, etc.) which is not or insufficiently available within the armed forces. By attracting specialists as reservists, it has access to expert knowledge with relatively little investment.

Since 2007, New Zealand has considered reservists to be an integral part of the New Zealand Defence Force. Appointments are on a voluntary basis. The integration of reservists in the army, navy and air force is generally a smooth process.

Over time, however, the New Zealand Defence Force has found that many trained soldiers with valuable knowledge and experience would leave the service without the intention of honouring the minimum deployment obligation for becoming a reservist (25-30 days for NCOs and other ranks and 40-50 days for officers). The policy was therefore reviewed in 2014. Within the active reserve, the category of Stand-by Reserve was introduced. Reservists with specific knowledge may be deployed for a specific task and duration on the basis of agreements. Moreover, people who are temporarily unable to comply with their obligations as a reservist due to personal circumstances (home situation or civil job) can now be added to the Stand-by Reserve. The conditions for joining the Stand-by Reserve are the same as for the active reservist, but Stand-by reservists are exempt from regular training and deployment.

In the New Zealand Defence Force, reservists are deployed throughout the organisation. Regular units are frequently supplemented with reservists for specific expertise or for the purpose of operational deployment. The New Zealand armed forces aim to have combat roles carried out predominantly by regular soldiers and to use reservists mostly for combat support roles, such as CIMIC officers or legal officers. However, reservists may also be deployed in combat roles provided they are sufficiently trained and drilled. For instance, New Zealand has reservist pilots. Reservists who go on a mission are temporarily employed as regular personnel. As mentioned before, the New Zealand armed forces recognise the added value of reservists predominantly for acquiring specific expertise which they themselves do not have or only have to a limited degree.

In addition to 9,000 regular military personnel, New Zealand currently has approximately 3,000 reservists, of whom approximately 50 percent are fully medically approved, trained and deployable. There are no plans to increase the number of reservists. The New Zealand armed forces are working on increasing effectiveness and functionality. For example, by appointing outgoing regular personnel as reservists, the investment in education and training of reservists is reduced because they have already been trained. The New Zealand armed forces are currently in the process of reviewing the applicable policy with respect to reservists. It has already been found that many reservist-specific schemes have become redundant due to wider, all-inclusive schemes. This is in accordance with the instructions of the Chief of Defence to aim for a Total Defence Workforce based on the principle of equality between regular military personnel and reservists. In line with this, consideration is being given to the possibility of giving the commanders of defence units more flexibility in their staff policy. The idea is that, by doing so, they will be able to determine the number of regular personnel, reservists and civil staff they need to achieve the political objectives.

The armed forces of New Zealand have found that it is time-consuming and relatively labour-intensive to inform reservists about operational affairs, possible vacancies or deployment and administrative matters. A review is therefore being carried out into whether an ICT tool may be developed to inform reservists about relevant developments and whether any kind of self-administration is possible with this tool.

During the implementation of the change, the New Zealand Defence Force found that not enough had been done with respect to communication and the management of expectations of reservists and regular personnel. This is regarded as an important lesson for the future.

United Kingdom

In the United Kingdom, an independent committee published a report in 2011 entitled *Future Reserves 2020*, dealing with the future deployment of reservists. The key conclusion of the committee was that reservists were not being used sufficiently. In 2012, the British Ministry of Defence published a policy paper with initiatives to modernise the role of reservists within the armed forces and to aim, over time, for 30 percent reservists in order to increase the effectiveness and flexibility of the armed forces. This policy paper served as the launch of national discussions with regular military personnel, reservists and civilian employers about the role and added value of the reservists. These outcomes have been included in a white paper, 'Reserves in Future Force 2020', describing policy intentions regarding reservists.

At the moment, work is under way on the implementation of the Future Reserves 2020 scheme. This scheme focuses on civilians who voluntarily decide to commit themselves part-time as reservists. The aim is to have larger numbers for all units within the armed forces. The number of reservists in the Army Reserves should then increase from 20,000 in 2012 to 30,100 in 2018/2019. The number of Maritime

Reserves (both Royal Navy Reserves and Royal Marines Reserves) must increase from 1,830 to 3,100 in the same period, and the Royal Auxiliary Air Force aims to extend the number of reservists from 1,130 to 1,860. The number of regular military personnel is currently still approximately 160,000 but will decrease in the years to come.

In addition, the United Kingdom has two other categories of reservists. The Regular Reserves are former regular soldiers who can still be called up for a certain period after their original service time has ended. The Sponsored Reserves are employees of suppliers of the British armed forces, contracted to supply certain services at mission locations. The initiatives described in Future Reserves 2020 do not have a direct impact on these two categories.

The increase in the number of reservists should result in a British armed force in which regular military personnel and reservists work side by side to supplement and support each other. Within the army and air force, reservist units will be incorporated and trained on the basis of the Whole Force concept. In the army, reservist units will train with regular units and may also be deployed together both at home and abroad. Reservists and regular personnel have the same materiel and equipment. In the past, reservists in the air force were made predominantly responsible for force protection tasks (guarding of troops and materiel).

The last few years have seen a trend towards reservists carrying out more specialist roles in the field of, for instance, cyber activities, medical support and intelligence. Reservists increase the sustainability of the armed forces and are regarded in the United Kingdom as a source of specific knowledge that is not or insufficiently available within the armed forces. In the navy, reservists are also regarded as a means to increase sustainability in the case of operational deployment abroad. They can even support operations, for instance by deployment of the High Readiness Reserves, which have reservists who can be deployed in a relatively short period to generate extra capacity quickly.

The Future Reserves 2020 consists of four programmes

- Ministry of Defence Centre (including medical expertise and cyber reservists)
- Maritime Reserve
- Army Reserve Development
- Royal Auxiliary Air Force

The three armed forces units are responsible for recruitment, training, equipment and employment conditions. The Deputy Chief of the Defence Staff oversees all programmes as head of a Sponsor Group, which he chairs together with the Secretary-General. Also, an independent progress report about the programme is drawn up each year. This report is presented to both the Minister of Defence and parliament.

As stated above, the British armed forces, despite their size, consider reservists to be an indispensable element in achieving the targets both at home and abroad. To express this, in the period of 2013 – 2020, £1.8 million has been reserved for training and equipping reservists and for their integration into existing units. With respect to this, there are two concerns that could impede the broader deployment of reservists. Firstly, a culture change is needed within the armed forces for the reservists to actually be regarded as an indisputable part of the 'Whole Force'. Secondly, a better rapport between regular military personnel and reservists is required. An opinion poll in 2014 among reservists and regular personnel showed that only 28 percent of reservists felt valued by their regular colleagues. Approximately 39 percent of the regular personnel feel that regular units and reservists are well integrated. The majority of regular personnel need to be convinced and accept the fact that part-time

military personnel who have had proper training and preparation can also have the required background knowledge and experience to operate successfully within the military.

One specific measure is the role played by central government as an example to the private sector. Since March 2014, it has been the intention of the government to appoint 1% of civil servants as reservists by 2019. All departments will make at least 10 extra days leave available to their reservists to be able to participate in training.

United States

The United States has approximately 1,100,000 reservists and 1,400,000 regular military personnel. The US predominantly regards reservists as a means of increasing the sustainability of the armed forces in both the US and abroad. Reservists of the National Guard, but also of other units, may be called up to support the civil authorities at the individual state level. Regular units are preferred for international deployments that are high in the force spectrum, with reservists predominantly being deployed for combat support roles. However, this is subject to change. Since 2013, people from outside the American armed forces, without prior military experience, have been allowed to apply for a job as a reservist with the US Marine Corps. This unit is often involved in combat operations.

Depending on the army unit, reservists are -- integrated individually or at unit level into existing structures. The timing and content of the annual training and preparation of reserve units are brought in line, as much as possible, with those of regular units.

One concern is the occasional opposition to reservists. The reason for this is what is seen to be an imbalance in military capabilities between regular personnel and reservists and the fact that reserve units are not being hit by spending cuts. Through joint training and integration of reservists in existing units, an attempt is being made to remove these obstacles.

2. Pay and social insurance

Australia

In Australia, reservists are paid on the basis of their rank and the number of days that they actually serve. Reservists receive a salary on the basis of a fixed daily rate. This rate corresponds to 1/365th of the annual salary of a professional serviceman or -woman. In addition, reservists in the rank of major receive a daily Reserve Allowance of around 27 Australian dollars (around 17 EUR) as compensation for specific service requirements. Reservists do not pay income tax on their daily allowance.

Reservists who serve for 20 days per year are also eligible for a Health Support Allowance to compensate for medical expenses for staying fit and ready to serve. Reservists who are actually deployed fall under the Australian military's health insurance scheme.

In some cases, reservists can also make use of the Defence Home Ownership Assistance and Benefit Scheme. Men and women who have been reservists for at least 8 consecutive years and serve for at least 20 days per year are given a financial contribution towards their mortgage.

Some employers pay a regular salary to their employers/reservists during their active service period. Other employers pay the difference between the military pay and the regular civilian salary, if there is one. This is entirely up to the employer.

Reservists do not accumulate a pension with the Australian military. This does not include those who become chronically ill or disabled as a result of their activities as reservists. They are awarded an incapacity-to-work pension.

Belgium

The Belgian military pays reservists on the basis of their rank and service period.

The reservist in Belgium is only insured for physical injury as a result of his/her service and for medical care in the event of illness during a service period.

Canada

The Canadian military has three different forms of service as reservist, each with a different form of payment and employment conditions.

- *Class A (part-time)*
Most reservists fall into *Class A*. They serve for an average of 4 days per month and a maximum of 13 consecutive days. Their salary is 85 percent of the salary of their professional colleagues. *Class A* reservists are usually students or reservists with a job in the civil service. During their training, the Canadian military provides meals and accommodation. They also have access to military medical facilities during this period of service.
- *Class B (full-time)*
This concerns deployment for a specific period from 14 to 365 consecutive days. This category is eligible, after 180 days, for improved employment conditions and social insurance schemes. The salary is 85 percent of the salary of a professional serviceman or -woman. There are two sub-categories within *Class B*: reservists who provide training or courses and reservists who fulfil a full-time, specific (non-operational) role, such as project functions, vacancies for which there are insufficient regular personnel and tasks to ensure continuity in units.
- *Class C (Operations)*
Reservists in *Class C* are used for operational tasks. The period of service can last from one day to 365 days or longer, depending on the nature of the tasks or operation. The employment conditions are, in fact, the same as for regular military personnel. These reservists are deployed for national or international operations. Periods of service for *Class C* also include preparation for and finalisation of missions (ordinarily lasting between 6 and 12 months).

More than 80 percent of the reservists work part-time for the Canadian military in the evenings and at weekends, with short periods of full-time service, for example during exercises, training and courses. There are, however, also full-time service opportunities at all levels within the organisation, i.e. within the Reserve itself but also as support for the regular units, backfill and frontfill.

The salary received by reservists is based on the rank and category in which they are active. Some specialists (medics, legal experts, etc.) are eligible for a supplement on top of the salary on the basis of their civilian expertise. Employment conditions are linked to the duration and nature of the reservist period. Canada does not pay a bonus to people who wish to become reservists but there is what is called an education reimbursement programme. Those who become reservists are then eligible for an annual payment of maximum 2,000 Canadian dollars (around 1,340 EUR) with a career maximum of

8,000 Canadian dollars (around 5,360 EUR). The appeal of this programme is clear, not only from the number of registrations for new reservists, but also from the fact that staff turnover has reduced since this system was introduced in 2004.

In principle, there is no limit on the duration of reservists' service period, but there is a limit for former regular military personnel who have transferred to the reserve force. They may not be active as reservists for more than 330 (cumulative or consecutive) days, as this would create difficulties for their pension accumulation.

Since 2007, Canada has had the Reserve Force Pension Plan. As a result of this, reservists have been able to accumulate a pension with the Canadian military (under certain conditions). It is complicated, however, and not accessible to everyone (minimum number of service years required). The current pension plan allows people to accumulate a pension after two years' service. Reservists are also eligible for extended privileges and offers. A number of suppliers, stores and airlines also offer them discounts.

Denmark

The Danish armed forces are working on the implementation of the Total Force concept. Once this has been implemented (target date is 1 January 2017), reservists will be eligible for the same payments and access to (sickness) schemes as regular military personnel.

Germany

Reservists in the German armed forces receive a payment on the basis of their civilian salary or their rank, depending on which amount is higher. Self-employed, independent workers are paid on the basis of their tax return for the previous year. The underlying idea is that being an active reservist should not result in any financial disadvantage.

The German military is currently trying to recruit more reservists. To achieve this aim, they are using a bonus system. If reservists are on active duty for over 19 days a year, they will receive a bonus of around EUR 25 per day. If they are active for over 33 days, this amount increases to EUR 35. Professional military personnel who reach pensionable age may register as reservists after a break of 6 months. As a reservist, they receive 100 percent of their previous salary and a bonus of EUR 25 per day (this amount can increase for a longer period of service). In this way, *Bundeswehr* is ensuring that it can continue to utilise people with military experience and training who in some cases also possess highly specialised knowledge.

Around one percent of the personnel budget of the *Bundeswehr* is paid to reservists. This means that a maximum of 2,500 reservists (full-time) can be deployed per day.

During active service, reservists are covered by the German military's healthcare insurance. If the reservist is the breadwinner, his/her family is also covered by the same insurance. Note however, that this only covers the period for which the reservist is on actual duty.

The *Bundeswehr* currently pays a small contribution to the reservist's pension.

New Zealand

In New Zealand, reservists are paid roughly the same and receive the same secondary conditions as their regular counterparts. Reservists, however, are not eligible for the bonuses received by other military personnel, except when they are on active deployment. New Zealand's reservists have the same social

security and medical support as regular personnel for the period that they are on active duty. Reservists are not eligible for paid leave and do not therefore receive an extra payment in the form of holiday pay. For the time being, regular military personnel are paid more than reservists because they are compensated for so-called military factors (regular personnel are always on call, cannot choose where and when they work and are subject to military discipline, etc).

The *New Zealand Defence Force*, with the help of the Volunteer Protection Act, is working on employment security for reservists on deployment. The idea is that reservists can take up their civilian jobs again after their deployment. At the moment, however, this scheme only applies in the case of general mobilisation. It is quite common for reservists to give up their civilian work (in advance) in order to have the experience of a deployment. The New Zealand military is investigating whether these protective measures could also apply to training and exercises.

Reservists in units could also be appointed for a short period as regular military personnel (Short Term Regular Force Engagement). Their employment conditions, in these cases, would be aligned entirely with the professionals, including all bonuses.

United Kingdom

In the United Kingdom, reservists are paid for participation in training. Upon deployment, they receive the same pay as regular military personnel. Reservists are also eligible, as long as they have completed the annual training programme for their military unit, to an extra, tax-free training bonus.

Reservists with the British military accumulate a pension during deployment. In addition to this existing scheme, since 1 April 2015, reservists have also been eligible for pension accumulation during training and exercises. Reservists also receive one paid holiday for every ten training days.

The British armed forces have simplified access to career guidance and medical support for reservists. This healthcare is also an advantage for civilian employers. The aim is to ensure that reservists who suffer injury or are wounded during active service are treated in such a way that their civilian work does not suffer.

United States

In the United States, no distinction is made between regular military personnel and reservists when it comes to personal and professional development and training. The number of training days, therefore, only depends on the allocated role or function. Moreover, no distinction is made with respect to professionals/reservists in relation to actual service.

3. Employer support and engagement

In a number of countries (Australia, Canada, United Kingdom, United States and New Zealand) active reservists are obliged to partake in active service when this is deemed necessary⁵. In the Netherlands, Belgium, Denmark and Germany, reservists are only deployed on a voluntary basis. The only exception to this is large-scale mobilisation following a governmental decision. In the event of voluntary service, there is a need for sufficient employer support in order to guarantee availability as far as possible. Alongside employer support, the term employer engagement is also increasingly applied; this concerns the broader involvement of industry in the deployment of their personnel. A great deal of international

⁵ It should be noted that there may be an obligation to serve in Australia, Canada and the United Kingdom, but volunteers are preferred.

experience has been gained with this approach internationally, for example in Australia and the United States.

Australia

In Australia, under certain conditions, civilian employers can call upon Employer Support Payments for the period during which their employee is being utilised as a reservist. Employers are reimbursed for both material (financial payments) and immaterial (special activities such as employer's days) in order to limit the consequences of deployment. Currently, under the Employer Support Payments Scheme, employers can receive a weekly payment of around 1,476 Australian dollars (around EUR 915). A company of highly trained (medical) specialists could also be eligible for a higher payment. The willingness to share employees with the Australian military is relatively high as a result of this scheme. Under certain conditions, self-employed workers without personnel could also be eligible for employer support. They can then also apply for payment based on their average weekly income, so that they can hire a replacement.

Australia also has a system of provincial and national Employer Support Awards that are awarded to employers who demonstrably facilitate the work of reservists. Employers can also take part in a special programme to familiarise themselves with the Australian military (e.g. open days for units and participation in exercises over several days).

Reservists could also be eligible for a special prize that enables them to complete a course or training which connects into their civilian role. Australia has signed agreements with the emergency services, such as the police, fire brigade, medical aid organisations, and also with larger employers, regarding support for reservists within the labour market. Agreements have also been made with universities and other training establishments so that reservists can temporarily interrupt their studies if they are called up for active service.

Belgium

In Belgium, civilian companies that employ reservists do not receive any compensation if one of their employees is called up for active duty. The Belgian armed forces currently have no specific policy for obtaining the support of employers and society in general. The strategic plan for the military, which is currently under development, may involve the implementation of changes in this regard.

Canada

In Canada, there is a Canadian Forces Liaison Council (CFLC) that plays an important role within the Canadian military's employer support programme. The CFLC is a civilian organisation comprised of leading people from industry and the academic world. They provide their time on a voluntary basis. The head of the CFLC is appointed by the minister for the Canadian military. In collaboration with a network of reservists, the CFLC takes care of expanding the relationship between employers and reservists. The CFLC has a programme that aims to obtain cooperation from the approximately 1.2 million employers in Canada who have or could potentially have reservists among their workforce, with respect to leave, job retention, supplementing military pay, continuation of employer provisions and compensation for employers.

Canada also has Employer Legislation on both a federal and provincial level. Employers are not permitted to dismiss employees if they are active as reservists for the Canadian military. Despite this, the CFLC works hard on creating good relationships with employers so that there is an understanding of the situation and legal procedures are kept to a minimum.

Hundreds of Canadian employers have signed Statements of Support for reservists. As a result, there is rarely any conflict about the use of reservists. The federal government is the largest employer in Canada and the CFLC also has a Statement of Support from the federal government and all ten provincial authorities. Work is currently taking place on collaboration with local councils in the country.

Around 45 percent of reservists in Canada are students, usually in higher education. The Canadian military speaks to training establishments in order to create collaboration and encourage the organisations to sign up to Statements of Support. The Canadian armed forces are also working on collaborations with universities to introduce leadership programmes. Students who complete military training as reservists could then obtain study points and a certificate. A similar programme already exists for secondary education in the form of the High School Credit Co-op Program.

The Canadian military's employer support programme is comprised of, among other things, the Awards and Recognition Program, Outreach and Inreach. Canada has an annual Employer Award at a national and provincial level for the most reservist-friendly employer. The Outreach programme allows employers to review the training and work of the reservists. They can thus gain an overview of the added value of military training in terms of civilian roles, such as leadership skills and the ability to deal with stress. Every employer who enables an employee to take part in training or exercises receives a letter from the Canadian Armed Forces expressing their gratitude. This is a relatively small gesture but experience has shown that it is very much appreciated by employers. The Inreach programme focuses on supporting the reservist in terms of his contact with his employer. Every unit appoints an officer (usually the deputy commander) who is responsible for this form of employer support.

Since 2012, Canada has also had the Compensation for Employers of Reservists Program (CERP). This programme allows some of the costs to be reimbursed to employers as and when their reservists are called up to full-time service. Compensation starts at around 400 Canadian dollars (around EUR 270) per week, with a maximum of 31,500 Canadian dollars (around EUR 21,000) for a service period of 18 months. The programme applies to every operation designated by the Chief of Defence Staff, whereby the reservist will be active for between 30 days and 18 months. The payment is made once the reservist has restarted his civilian role. This form of compensation is also a gesture of appreciation and recognition of the efforts made by civilian employers.

Denmark

The Danish armed forces would like to improve employer support in order to gain cooperation from employers in terms of the wider use of reservists. At the moment, an investigation is looking at whether this should involve legislation or just a more intensive use of agreements with industry and the government. Denmark has already made substantial investments in agreements that structurally connect over half of the labour market to the military and a website that supports this collaboration.

Germany

The *Bundeswehr* is working on a system of measures in order to raise awareness of employer support. A new initiative is the prize for the most reservist-friendly employer, and will be awarded for the first time by the German Minister of Defence in 2016. This will hopefully help raise familiarity with and the popularity of the reservist's role.

The *Bundeswehr* has also developed a general information package for civilian employers about the role of reservists. Units can supplement this with more specific information. At the moment, experiments are

under way involving reporting to the employer on the efforts and training of their employee/reservist. If a reservist, for example, completes a course on communication or leadership, this could also be very beneficial to the civilian employer.

For the moment, civilian employers do not receive a payment if their employee is called up as a reservist. The German military does, however, take on the salary payments for this employee so that the employer does not have to pay out two salaries if they have to find a replacement. This only applies to people in the commercial sector; civil servants remain on the payroll of the department or *Bundesland* where they work even if they are called up for reservist duties. A study is looking into whether the employer should be compensated for a maximum of half of the extra costs that correspond to finding/employing a replacement.

The German military is also looking at whether discussions with industry regarding taking on (excess) personnel, could be combined with discussions about the recruitment and use of reservists. The German industrial sector regards military personnel who are leaving the service as potentially interesting employees, as they are generally highly disciplined, fit and well trained.

New Zealand

The New Zealand armed forces already have the Employer Support Council, appointed by its minister, but would like to do more to optimise collaboration with employers. The New Zealand Defence Force is currently investigating best practices from Australia, the Netherlands and the United Kingdom to see whether these could be implemented in New Zealand.

For the time being, civilian employers do not receive financial compensation if one of their employees is called up for reservist duties. The aim is to enthuse and encourage employers with non-material measures.

United Kingdom

In the United Kingdom, there is a belief that reservists can only be used successfully if they can fulfil the differing needs of the military and their civilian employer.

Since 2005, employers have been eligible for compensation of some of the costs incurred to temporarily replace an employee who has been called up to serve as a reservist. Since October 2014, an additional maximum payment of £500 per month has been available to small/medium-sized companies. This incentive compensates this commercial sector for costs that do not fall under the older scheme.

The British military is also working towards an open and predictable relationship with employers to create a win-win situation. Employers will be notified at least 12 months in advance of the deployment of their employees so that they have sufficient time to prepare for this situation. Another example of a win-win situation is the agreement with a number of sectors that reservists who are seeking a job within a civilian context will always be invited for an interview.

Since July 2014, the United Kingdom has also had an Employer Recognition Scheme to express appreciation to employers. There are three levels to achieve; bronze, silver and gold. Bronze is for employers who demonstrate their intention to support the military on the internet and through the media. Silver is for employers who help with the deployment of reservists and gold is for employers who go out of their way to increase support for the Ministry of Defence within society.

United States

In the United States, employers do not receive any compensation if their employees are called up for active service. There are no other employer support activities either. Under the Uniformed Services Employment and Re-employment Rights Act, a federal law, they must enable personnel to work as active reservists. During active service, they continue to fall under the healthcare insurance of their civilian employer. Under this scheme, reservists are entitled to return to their old (civilian) job after their period of service.

Appendix 2: Report from international conference

Introduction

From 6 to 8 October 2015, the International Conference on Employer Support for the Reserves (IC ESR) was held in Rotterdam. The IC ESR has been held bi-annually since the 1990s. The location changes, as does the structure and organisation. The conference aims to exchange information about the actual implementation of employer support for the purposes of learning from one another (best practices).

In practice, many of the countries that sit on NATO's National Reserve Forces Committee (NRFC) are present during this conference. Countries that fall outside NATO also took part this time, as they have in previous years. Since the start in 1997, the Netherlands has participated four times (1997, 2005, 2011 and 2013). In 2013, we offered to take on the organisation of the 2015 event.

Seventeen countries, including the Netherlands, took part this year: Australia, Belgium, Canada, Germany, France, Hungary, Ireland, Lithuania, New Zealand, Norway, Austria, Singapore, Czech Republic, the United Kingdom, South Africa and Sweden. Participants must be dealing, directly or indirectly, with reservists and/or employer support on a day-to-day basis.

Structure

With the conference's theme as the guiding principle, five Dutch businesses (TNO, BAM, CGI, RTHA and Shell Nederland) entered into discussions about reservists. The participants were divided into five different groups, taking into account the diversity of the countries and the relationship between the number of civilian and military participants. Discussion points and best practices were then given feedback during plenary sessions. The conference was organised by the Ministry of Defence's Employer Support for Reservists (ESR) service centre.

Most significant findings

During the conference, intensive discussions took place and a great deal of information was exchanged. Almost all of the topics should be regarded within the context of the relevant country. Some countries have conscription, while others have specific and comprehensive legislation and regulations with respect to reservists. As a result, the discussion points varied in relation to the reservist policy per country. The main points that were discussed and the corresponding results are outlined below.

1) Mutually beneficial

The advantages of collaboration between a defence organisation and the world of commerce and industry are often insufficiently clear to employers. At the same time, the exchange of expertise and experience can be of huge added value to both civilian employers and the military. It is, therefore, extremely important that the various advantages are flagged up to businesses. Co-recruitment and co-employment should also be investigated further in this context. Both employers are served by the optimum development of their employees and can assist one another in these efforts.

2) *Openness*

Companies are often unaware that their employees are also reservists. A defence organisation may also be in the dark about which employers have taken on reservists. Knowing where people are is vital to create a well-founded basis and to ensure there is broad support and that personnel can be interchanged.

3) *Employee development*

Businesses are often unaware of qualifications, training and competencies that have been developed/obtained by reservists within a defence organisation. If this information were more readily available, the employee (and reservist) could be utilised more quickly and easily for other roles within the civilian company.

4) *Niche*

Differentiate the use of reservists, e.g. national operations versus international missions, or operational reserve versus continuation efforts, but do not limit the reservist herein. The exchange of personnel must connect into the needs of both employers, in terms of niche capacities and general auxiliary personnel. In this context, it is important to have a clear policy regarding the type of task for which a reservist is called up.

5) *Planning*

Keep employers up to date so that they can take into account the temporary absence of their employee. Share call-ups across different companies, as far as possible, so that no single employer is over-burdened.

6) *Information*

The tasks of, options for and the contribution by reservists are often insufficiently clear to both the various companies and the defence organisations themselves. As a result of this, support can be limited. The mindset and the image of the reservist must be changed within the professional world. Explain, in-house as well, the developments that are to occur in the coming year and thus ensure that there is a broad support base among personnel.

Support within the business as a whole is also vital. Highlight not only the tasks and responsibilities of the military, but also capitalise on the trend for socially responsible business. Greater contact must also be developed with external stakeholders; a communication plan could help in this context. Reservists (perhaps supported by the defence employer) could also take on an ambassadorial role within the company. It is also important to consider the implications for a reservist of, as well as having two jobs, also achieving a good work-life balance between his/her private life, family life and social life. How can the defence employer support this and/or make it easier? The different life-phases and regional postings have to be considered in this context. Organise family activities and combine these with major events, as this will also help create support within the business.

7) *Employers' risks*

Make sure that insurance is adequate (social and healthcare insurance, pension schemes, employment incapacity schemes, but also fiscal consequences). This is not only important for the reservist, but also for the employer, if he is to lose personnel as a result of active deployments. Regulations governing the re-engagement of personnel upon their return must be clear (continuity). You may also want to consider the potential risks that are faced by businesses

with respect to their image if they are associated with defence. Discuss this issue with other companies.

8) *Legislation and regulations*

Legislation and regulations governing reservists provide clarity about rights and obligations for those involved and also prevent a lack of commitment. It is important to support employers and ensure they are not short-changed (via compensation). Make sure that the inconvenience is not solely borne by the employee/reservist and the business. Compensation is not always about financial cover; other compensation could involve reservists completing training/courses within and paid for by the defence organisation. The need will vary per company.

9) *Multiple employers*

Aside from the defence employer, the reservist could have multiple other employers. This deserves special focus; the option of an agreement among all of the employers involved must be examined. This allows clear agreements to be made regarding the issues that employers regard as risks, but also the advantages for the employer.

10) *Employer support*

Coordination in the approach to business is vital. Consider carefully the who, what, when and how in this context. This could be coordinated, for example, per region, but you must also avoid overly stringent regulations for defence aspects and for civilian businesses. Make sure that the various contacts are shared and put out a unified and unambiguous message. Finally, strategy, policy and effective implementation regulations are essential for the optimum substantiation of employer support. This must be clearly recorded; it must be fully supported throughout the hierarchical line.