



Rialtas na hÉireann
Government of Ireland

Spending Review 2019

Civil Defence Expenditure

**CIVIL DEFENCE BRANCH, DEPARTMENT OF DEFENCE; AND
CCA&E AND DEFENCE GROUP VOTE SECTION, DEPARTMENT OF
PUBLIC EXPENDITURE AND REFORM**

OCTOBER 2019

This paper has been prepared by staff in the Department of Defence and the Department of Public Expenditure and Reform. The views presented in this paper do not represent the official views of the Department of Defence or the Department of Public Expenditure and Reform or of the Minister for Defence or the Minister for Public Expenditure and Reform.

IGEES

Irish Government Economic and Evaluation Service

Key Findings

- Civil Defence was established in 1951 under the Air Raid Precautions Act, 1939, and its current role is set out in the 2015 White Paper on Defence. The organisation's primary purpose is to **support the Principal Response Agencies** (PRAs, i.e. An Garda Síochána, HSE, and Local Authorities) in civil emergency situations, such as severe weather, flooding, major incidents, and missing persons searches.
- Civil Defence is administered by the Civil Defence Branch of the Department of Defence, while services are delivered in Local Authorities through the Civil Defence Officer (CDO). There are c. 3,520 volunteers across the country.
- Total expenditure on Civil Defence over the period 2009-17 was **€64.5m** (annual average: €7m). Over the last decade, two-thirds of expenditure has been on annual operational grants to Local Authorities, with the remainder going towards the purchase of equipment, uniforms, insurance, and the provision of central training.
- Difficulties arise in establishing a monetary value for Civil Defence's output due to:
 - the contingent nature of the work (i.e. Civil Defence does not self-deploy but is tasked by the relevant PRA); and
 - very different levels of deployable incidents (such as missing persons, extreme weather events, etc.) between years.

As such, **output figures should not be generalised beyond the stated year**. Instead, Civil Defence should be seen as an available resource or, alternatively, as an insurance policy. More positive social outcomes could be associated with years which have 'lower' Civil Defence outputs as this could indicate there were fewer incidents requiring Civil Defence assistance.

- In 2017 support for PRAs in **missing persons searches** accounted for c. 17,962 volunteer hours and support for PRAs in other activities accounted for c. 13,815 volunteer hours. If these hours had all been provided by permanent staff the annual cost that year would have been just under **€1m**.
- Ensuring delivery of this contingent role to the PRAs, when requested, requires **training and certifying** Civil Defence volunteers. The Department of Defence, through the Civil Defence Branch, trains volunteer instructors, who subsequently provide training within their own Civil Defence unit. Topics include casualty, search and rescue, auxiliary fire service, and welfare. It is estimated that in 2017 Civil Defence volunteers spent on average two hours training per week for at least 26 weeks a year (total: 182,000 hours).
- So as to ensure readiness if and when tasked by the PRAs, Civil Defence also exercises skills on a regular basis at **community events** in support of the Local Authorities. In 2017 community activities in support of Local Authorities accounted for c.103,960 volunteer hours (77% of activities). If these hours had been provided by permanent staff the annual cost that year would have been €3m, excluding the social value for this volunteer work in communities.
- Civil Defence has a similar history and development to other international civil defence organisations, though is run on a proportionally smaller budget than others studied for this paper.

- **Next steps**

- Department of Defence should report annually on the number of volunteers meeting the **minimum training standard**.
- Department of Defence should address **data gaps** through extending the existing prerequisite (i.e. completion of volunteer and operational register) for operational grants to all forms of financial support received from the Department. This data could be used as part of future study.
- Department of Defence should review the existing **Civil Defence Plan** template and engage with CCMA to agree a process for a new approach.
- Department of Defence should actively engage with the Inter-Agency Guidance Team, as well as the Government Taskforce on Emergency Planning, to reinforce the role of Civil Defence and how it **interacts with the PRAs**.
- Department of Defence should enter into discussions with the CCMA's Emergency Planning, Environment and Climate Change subcommittee regarding a policy on whether / when Local Authorities should **charge for the provision of Civil Defence support** and the level of any such charges.
- Department of Defence should continue discussions with the State Claims Agency regarding insurance.

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1. INTRODUCTION

1.1 Overview

Civil Defence (*Cosaint Shibhialta*) is a statutory volunteer-based organisation with a nationwide footprint, established in 1951. In central Government terms, responsibility for the organisation falls under the aegis of the Department of Defence. Its role is defined in the Government's **White Paper on Defence** (2015) as being to support '... *the Principal Response Agencies (i.e. An Garda Síochána, the Health Service Executive and Local Authorities), Government Departments and other State agencies during national, regional and local emergency and non-emergency events*¹.

Nationally, Civil Defence is managed by 35 Civil Defence Officers (CDOs) with a membership of approximately 3,500 volunteers. The CDOs are Local Authority employees and implement Civil Defence policy which is set down by the Minister of State with responsibility for Defence.

Funding of Civil Defence is split on a 70:30 basis between the Department of Defence and Local Authorities. In 2019, total funding will amount to **at least €6.8m**, of which €4.74m will come via **Vote 36 (Defence)**, with the remainder of costs being funded by Local Authorities.

1.2 Review of Civil Defence (2018-19)

As set out in the *White Paper on Defence*², the Government is committed to the continued development of Civil Defence over the period 2015-25. In this context, the Minister of State with Responsibility for Defence initiated a review of the Civil Defence organisation in September 2018. This review will:

- (a) Identify whether the current role and activities being undertaken by Civil Defence are consistent with the White Paper on Defence;
- (b) Identify any other roles and activities which Civil Defence does not currently provide, but which the PRAs are requesting Civil Defence to provide;
- (c) Having assessed points (a) and (b), consider the appropriate level of training resources and equipment that is required to ensure Civil Defence can carry out its roles in a competent and safe manner.

It is expected that the review will be completed in autumn 2019. This is the first comprehensive review of the role of Civil Defence in recent years.

1.3 Spending Review Objectives

Taking account of the parallel wider review of the role of the Civil Defence organisation referenced above, the objectives of this Spending Review paper are to:

- Provide an overview of the objectives and rationale for the operation of Civil Defence;
- Examine the overall composition of spending on Civil Defence (including Local Authority contributions and Dormant Accounts funding);

¹ Department of Defence, [White Paper on Defence](#) (August 2015), p. 103.

² Ibid, pp 103-4.

- Examine and analyse the breakdown of expenditure across the headings of current and capital expenditure;
- Assess the relevance and value for money obtained from this expenditure;
- Identify any suitable and relevant international comparators;

Sections 2-4 examine the context and composition of Civil Defence expenditure, as well as its relevance and value for money aspects.

Section 5 identifies and examines three international comparator organisations.

Section 6 states the conclusions and recommendations.

1.4 Methodology for Review and Sources

This is a desktop review. This paper has been co-authored on a collaborative basis by:

- (i) Civil Defence Branch, Department of Defence; and
- (ii) CCA&E and Defence Group Vote Section, Department of Public Expenditure and Reform.

The terms of reference, structure, conclusions and recommendations have been agreed between the Department of Defence and the Department of Public Expenditure and Reform. The authors engaged with the **Spending Review Steering Group**³ during the preparation of this paper.

The principal information / data sources for this paper are:

- Local Authority internal data;
- Department of Defence internal data;
- Department of Public Expenditure and Reform data, including the Infor Databank;
- Historical Revised Estimates volumes;
- Department of Defence publications, including the *White Paper on Defence (2015)*;
- Comptroller and Auditor General (C&AG) publications, including annual Appropriation Accounts;
- Oireachtas debate records;
- Civil Defence publications;
- Relevant material from the wider Department of Defence review of Civil Defence to be published in autumn 2019;
- Public source information relating to civil defence organisations in the United Kingdom, Germany and New Zealand;
- Consultation with the Principal Response Agencies which receive support from Civil Defence.

³ Composed of senior officials from the Department of Public Expenditure and Reform, the Department of Transport, Tourism and Sport and the Department of Communications, Climate Action and Environment.

From a methodology perspective, one learning point which has emerged from this paper has been the challenge of calculating the value of activity hours by Civil Defence volunteers. It has been agreed by the authors that, for future examinations of this sort focusing on Civil Defence, consideration could be given to applying separate values to different Civil Defence activities in order to produce a more granular picture of outputs. It was not possible to apply this approach on this occasion due to data availability.

2. EXPENDITURE CONTEXT

2.1 Background and Rationale for Civil Defence

Civil Defence was established in 1951. This was against the background of Cold War tensions and the threat of nuclear war. The **Air Raid Precautions Act, 1939** was used as the legal basis for establishing the organisation and some of its provisions are still used today.

The emphasis at this original stage was on rescue and casualty treatment and also on a welfare service. Each County Medical Officer of Health, County Engineer and Chief Fire Officer would take on casualty, rescue and auxiliary fire service leadership roles within Civil Defence. Two other senior staff members would act as County Chief Warden and Community Welfare Officer. Civil Defence was to be funded on a 70:30 basis by the Department of Defence and the local authority as set out in Section 35 of the Air Raid Precautions Act, 1939.

In 1992, with the ending of the Cold War, a new vision of Civil Defence was developed as set out in a policy document called *Towards 2000*. Civil Defence efforts were to be directed towards supporting the frontline emergency services and also providing a range of community supports.

The **Civil Defence Act, 2002** established a **Civil Defence Board** whose aim was ‘... to promote, develop and maintain Civil Defence as an effective service in support of the emergency services’. **Schedule I** of the 2002 Act sets out the legal definition of Civil Defence as defined in the Geneva Convention, i.e.:

‘... “Civil Defence” means the performance of some or all of the undermentioned humanitarian tasks intended to protect the civilian population against the dangers, and to help it recover from the immediate effects, of hostilities or disasters and also to provide the conditions necessary for its survival. These tasks are:

- (i) warning;*
- (ii) evacuation;*
- (iii) management of shelters;*
- (iv) management of blackout measures;*
- (v) rescue;*
- (vi) medical services, including first-aid, and religious assistance;*
- (vii) fire-fighting;*
- (viii) detection and marking of danger areas;*
- (ix) decontamination and similar protective measures;*
- (x) provision of emergency accommodation and supplies;*
- (xi) emergency assistance in the restoration and preservation of order in distressed areas;*
- (xii) emergency repair of indispensable public utilities;*
- (xiii) emergency disposal of the dead;*
- (xiv) assistance in the preservation of objects essential for survival;*
- (xv) complementary activities necessary to carry out any of the tasks mentioned above, including, but not limited to, planning and organisation.*

In 2006, in line with a 2003 Government decision on decentralisation, Civil Defence Headquarters was relocated from Ratra House in Dublin’s Phoenix Park to Roscrea, County Tipperary. The link with Ratra House was maintained by having a Department-owned Phoenix Training Centre alongside the training range at the rear of Ratra House.

In 2012, in line with then Government policy of reducing the number of State organisations, the Civil Defence Board was abolished in accordance with the **Civil Defence Act, 2012**. The powers vested in

the Board were transferred back to the Minister for Defence.

The 2015 *White Paper on Defence* contains a chapter setting out Government policy in relation to Civil Defence, which is outlined in more detail in **Section 2.2** below.

In September 2018, the Minister of State with Responsibility for Defence launched a review of the roles and activities of Civil Defence. This process is underway with a view to publishing a policy document to be called *Towards 2030* in autumn 2019. This will set out a roadmap for the development of the organisation over the next 10-15 years.

2.2 Legislative Basis

Civil Defence operates under a variety of legislation that includes the Air Raid Precautions Acts 1939 and 1946, the Local Government Acts of 1941-2014, various Statutory Instruments and the Civil Defence Acts 2002 and 2012.

The Air Raid Precautions Act is very much of its time and does not mention the term *civil defence*. Section 31 of this Act is used as the basis for appointing Civil Defence Officers and Section 35 as the basis for the 70:30 funding model for Civil Defence.

The Civil Defence Act 2002 is largely concerned with providing for the establishment of the Civil Defence Board. It also requires each Local Authority to develop a civil defence plan.

The 2012 Act is concerned mainly with the abolition of the Civil Defence Board.

Section 31 of the 2002 Civil Defence Act and section 12 of the 2012 Civil Defence Act require each Local Authority to submit to the Minister a Civil Defence Plan for their local authority area. The plan shall be prepared in a manner as the Minister may determine. Plans are to be reviewed and updated every 3 years. There is a general acceptance that these Civil Defence plans have not contributed to a significant extent thus far in shaping Civil Defence. The Act also provides for a register of Civil Defence members.

There is a commitment in the 2015 *White Paper on Defence* to provide a more modern aggregated piece of governing legislation for Civil Defence⁴. This has been reaffirmed in the present Government's *Programme for a Partnership Government* in 2016⁵. The Minister of State with Responsibility for Defence intends to progress updated legislation, once the policy document *Towards 2030* is published.

2.3 Current Situation

Civil Defence is a volunteer based organisation that supports the **Principal Response Agencies (PRAs)** – i.e. An Garda Síochána, the Health Service Executive and Local Authorities - Government Departments and State agencies during national, regional and local emergency and non-emergency events. Much of day-to-day Civil Defence activity involves assisting at community, sporting and charity events. These activities allow volunteers to practice their skills and are useful for recruiting purposes.

Civil Defence policy is set down by the Minister of State with Responsibility for Defence and is led and administered through the Civil Defence Branch of the Department of Defence, based in Roscrea, County Tipperary. The head of the Branch reports to a member of the Department's Management Board. The Department funds up to 70% of the cost of Civil Defence in each Local Authority area. This covers areas such as delivering and/or arranging for training of Civil Defence volunteers, supply of

⁴ Department of Defence, [White Paper on Defence](#) (August 2015), p. 104.

⁵ [Programme for a Partnership Government](#) (May 2016), p. 139.

vehicles, uniforms and personal protective equipment for volunteers and a wide range of other equipment to local authorities for Civil Defence use.

Civil Defence services are delivered through the Civil Defence Officer (CDO) of the relevant Local Authority for that area. The CDO is a full time employee of the Local Authority and is responsible for the day-to-day management of the local Civil Defence Unit under the direction of the relevant Chief Executive. Their line manager is typically a Director of Service or a Chief Fire Officer.

Most Local Authorities have only one Civil Defence Officer. However a small number of counties also have an Assistant Civil Defence Officer. The Department of Defence understands that the Local Government Management Agency on behalf of Local Authorities is considering the issue of the number of Local Authority Civil Defence permanent staff and an appropriate structure. The Department of Defence expects to receive correspondence and a potential business case around a requirement for additional Assistant Civil Defence Officers in Local Authorities.

As of 31 May 2019, Civil Defence has 3,520 volunteer members organised into 29 units throughout Ireland. Volunteers are unpaid, except for those volunteers who have been trained as instructors and train local members.

Volunteers join Civil Defence through their Local Authority. Initial training is delivered locally. Advanced training takes place at the **Civil Defence College** in Roscrea, Co Tipperary and the Phoenix Training Centre, Phoenix Park. Both are part of the Civil Defence Branch of the Department of Defence. Volunteers, having undergone training and gained experience at local level may progress and qualify as Instructors.

Civil Defence have volunteers trained in each of the following services:

- casualty;
- search and rescue;
- auxiliary fire service;
- radiation monitoring;
- welfare; and
- communications.

The 2015 *White Paper on Defence* established an **Inter-Agency Guidance Team (IGT)** which meets at least twice a year. To date, there have been six meetings of the IGT with the next scheduled for November 2019. The IGT consists of representatives from the Principal Response Agencies, Civil Defence Officers and the volunteers. Meetings are chaired by the Head of the Civil Defence Branch of the Department of Defence. The objective of the IGT is to ensure that issues of common concern are addressed and to ensure that Civil Defence services are developed in line with the organisation's objective of supporting the PRAs.

The Civil Defence Branch meets regularly with the Emergency Planning, Environment and Climate Change subcommittee of the County and City Management Association (CCMA). In addition, they meet regularly with the representative body for Civil Defence Officers, the Civil Defence Officers Association (CDOA) and with Civil Defence Officers both individually and collectively. The Civil Defence Branch has built relationships with the CDOA and individual CDOs and this is a critical relationship for the Department at the coalface of Civil Defence particularly in building and maintaining an effective bridge with the individual volunteers. The role of the CCMA is critical in developing a national viewpoint on behalf of the local government sector and in providing a leadership role in implementing national policies across all local authorities.

2.4 Consultation with Principal Response Agencies

As part of this paper, the main PRAs which work with Civil Defence were consulted for their views in relation to the support provided by the organisation. Responses were received from three PRAs: An Garda Síochána (AGS), the Health Service Executive (HSE) and the Local Government Management Agency / County and City Management Association (LGMA/CCMA). Their responses are summarised below under four main categories.

Involvement with Civil Defence

All three PRAs have significant annual engagement with Civil Defence. In respect of both AGS and the Local Authorities, this engagement is formalised, through a Liaison Agreement between AGS and Civil Defence (agreed in 2009 and currently under review) and, in the case of the Local Authorities, through their responsibility for implementing Civil Defence policy at the local level. Local Authority interaction is mostly through the Civil Defence Officer (CDO), whose role is described in **Section 2.3**, above.

AGS described the frequency of its involvement with Civil Defence as *'high'* - at least once per week per operational Garda district (of which there are c. 105). Civil Defence assistance to AGS includes specific occasions (major events, severe weather, missing persons searches, and large crowds), training in manual handling and First Aid, and information and advice around Emergency Planning and Emergency Management.

The HSE said that it requests Civil Defence assistance during periods of severe weather, with the 4x4 vehicle capability of Civil Defence being used for a variety of taskings including the transport of patients, medicines and water supplies. Civil Defence personnel also provide health cover at large crowd events.

The LGMA/CCMA also described the frequency of assistance provided by Civil Defence as *'high'*, with an estimated 2,795 operations in 2018. The Local Authority receives Civil Defence assistance under a variety of emergency and non-emergency headings, including: severe weather events, medical cover and stewarding at Local Authority run events like local festivals, assistance to the Fire Service at incidents and First Aid training of Local Authority staff.

Additional activity and resources in the absence of Civil Defence

According to AGS, *'extensive'* additional Garda resources and/or the deployment of Defence Forces personnel would be required in the absence of Civil Defence, neither of which would likely be available as quickly as local Civil Defence volunteers. AGS also noted other practical resources provided by Civil Defence, including a 4x4 vehicle fleet, a UAV/Drone capability, and radiation monitoring equipment.

The HSE said that the absence of Civil Defence resources could have a significant impact on the delivery of HSE services to patients during severe weather events. Although it is working to improve its 4x4 vehicle capacity, HSE cannot maintain a large fleet of 4x4 vehicles with minimal ongoing requirements. The HSE will remain reliant on Civil Defence capabilities, as well as the assistance of other voluntary bodies and the Defence Forces and Coast Guard, during periods of widespread severe weather.

The LGMA/CCMA advised that the community support role provided by Civil Defence at a local level could not be provided by Local Authority personnel without the development of additional competencies and the incurring of significant costs. The LGMA/CCMA noted difficulties if Civil Defence assistance was instead provided either by the Fire Service (reduced effectiveness of the Fire Service in carrying out its primary operation role, increased costs, difficulties in providing Search and Rescue / Recovery role outside of larger urban areas) or Municipal District personnel (additional costs required for such personnel to assist with traffic management and stewarding and for medical cover to be provided by external agencies).

Suggested Changes

While positive about their relationships with Civil Defence, all three PRAs noted areas for potential change, some of which is already underway.

AGS is currently working with Civil Defence to update the Liaison Agreement between the two agencies. AGS would like to increase the level of 'train the trainer'-type courses it already provided to Civil Defence in areas such as missing person searches. Noting the regular turnover of AGS personnel around the country, AGS stressed the importance of Gardaí maintaining close and effective relationships with Civil Defence officers and volunteers. AGS observed that cases can arise (e.g. during extreme weather events) where there are competing demands for Civil Defence resources from the same PRAs, and that it is important that structures are in place to effectively manage requests of this sort.

The HSE said that it would have a preference for a national office to organise Civil Defence activity across the country. It noted that, at present, it had to approach individual Local Authorities to request Civil Defence assistance. Complications could arise where regional boundaries were crossed: e.g. the transfer of a patient or item from one county into another, where two different Local Authorities or Civil Defence Officers might need to be contacted.

The LGMA/CCMA also noted a number of desired changes: earlier consultation and participation between the Department of Defence and the CCMA where new services / roles are being proposed for Civil Defence; Civil Defence concentrating on a number of specific activities in order to provide a consistent level of service across the country; and a review of the CDO role, as what is intended to be an administrative role often involves attendance and leaderships at incidents and events.

Overall View

All three PRAs reported very positive relationships with Civil Defence.

AGS concluded that it is generally extremely satisfied with the support provided to it by Civil Defence. It said that requests for Civil Defence assistance are always acceded to with enthusiasm, and that the standard and certification of Civil Defence training courses delivered to AGS members is very high.

The HSE described itself as '*very satisfied*' with the support available to it from Civil Defence, noting that it has a 'strong, positive' relationship with the volunteer organisation at both Departmental and local level. The HSE expressed its gratitude for the support received from both salaried Civil Defence personnel and volunteers during periods of disruption.

LGMA/CCMA summarised Civil Defence as being valuable asset for the Local Authority sector, with volunteers who are highly trained and motivated. It described itself as highly satisfied with the support provided by Civil Defence. LGMCA/CCMA also noted the important role that Civil Defence plays within the community.

2.5 Training

Civil Defence Volunteer Instructors from all over the country attend the Civil Defence College in Roscrea and the Phoenix Training Centre, Phoenix Park for training. When trained, Instructors return to their respective local authority areas and pass on the benefit of their knowledge and experience to the Volunteers based there. Civil Defence units throughout the country have regular weekly training nights throughout the year. Typically, the training is formal training and certification is issued through the Civil Defence College. The certification period is usually either a two or three year duration. During this period, Instructors will provide refresher training and upskilling to volunteers to ensure they maintain their skills and knowledge. In addition, some courses require Continuous Professional

Development/Competency which includes formal, informal and ‘on the job’ training. Volunteer instructors also provide support and mentoring to volunteers during Civil Defence operations.

The Civil Defence College is recognised as a training institution by regulatory bodies such as the Pre-Hospital Emergency Care Council (PHECC) and by Quality and Qualifications Ireland (QQI).

2.6 Activities

Civil Defence supports the frontline emergency services in dealing with severe weather, flooding, major accidents and searching for missing people. Much of Civil Defence’s ongoing activity involves supporting large numbers of community events throughout the year. These include large events such as air shows, tall ships, concerts, festivals and sports events. Civil Defence also support many smaller local events. In 2018, Civil Defence undertook 2,795 activities. This is assessed in more detail in **Chapter 4**.

2.7 Comparison with other Voluntary Emergency Services

Civil Defence is unique among voluntary groups in the range of activities it undertakes. While other voluntary groups tend to specialise in one activity, Civil Defence has a range of functional areas as set out in **Section 2.3** above and operates in each of the 26 counties. The main voluntary emergency groups are described below in **Table 2.1**.

Table 2.1: Irish Volunteer Emergency Groups, 2019

	Organisa-tion	Strength (approx.)	Footprint	Funding	Roles
1.	Civil Defence	3,500 volunteers; 35 permanent Civil Defence Officers	Nationwide	Completely State-funded (70:30 Exchequer and Local Authority)	Assistance to Principal Response Agencies Significant involvement in community events.
2.	Irish Coast Guard	950 volunteers; some permanent staff	55 units nationwide	Completely State-funded	Reducing loss of life on seas, lakes, waterways, rivers, coastal and remote areas Coordination of missing person searches at sea or on coast. 999 service – does not engage in community events.
3.	St John Ambulan	650 adult volunteers; 700	Seven counties: Cavan, Cork, Dublin, Kildare,	No State funding – entirely reliant on public	Voluntary first aid

	-ce Ireland	cadets aged 11-17	Limerick, Louth and Mayo	contribution and payments for event services	
4.	Irish Red Cross	2,600 volunteers	90 branches across 22 counties (not active in Carlow, Leitrim, Longford and Westmeath)	Funding from Department of Defence towards admin costs Balance of costs met via fundraising	First aid cover and emergency medical services at a variety of events
5.	Order of Malta	3,000 volunteers across island of Ireland	Units in 21 counties in the State (not active in Cavan, Donegal, Leitrim, Longford and Monaghan)	Reliant on fundraising	First aid cover and emergency medical services at a variety of events
6.	Mountain Rescue Groups	Not publicly available	9 volunteer based mountain rescue teams in Ireland	Reliant on fundraising	Mountain rescue (Civil Defence does not engage in mountain rescue)
7.	River Rescue and Sub-Aqua Groups	Not publicly available	Not known	Primarily reliant on fundraising May also receive some fundraising from Local Authorities	River rescue and missing person searches
8.	Voluntary Land Search Groups	Not publicly available	Not known	Reliant on fundraising	Missing person searches

2.8 Summary

Unlike the above groups (other than the Irish Coast Guard), Civil Defence is entirely State-funded and does not engage in fundraising. The three main first aid groups (Irish Red Cross, Order of Malta and St John Ambulance) are heavily reliant on charging for the provision of first aid and emergency medical services at various public events.

Local Authorities may also charge for their Civil Defence services. There is no central policy or guidance provided by the Department of Defence to Local Authorities on charging for such services. Where a Local Authority decides to charge, funds collected are retained locally and must be accounted for by the local authority. In 2017, the total collected by Local Authorities through charging for Civil Defence services was €218,000.

Civil Defence works closely with some of the national voluntary groups referred to in the table above. Large events will often involve several organisations working together to provide the required level of first aid and emergency medical services cover; for example, the Papal visit in August 2018.

Civil Defence works closely with the Irish Coast Guard on missing person searches in coastal areas, often through the deployment of drones.

There is a national Voluntary Emergency Services grouping. Civil Defence is part of this grouping and meets three times a year, with the Irish Red Cross, Order of Malta and St John Ambulance to discuss common issues such as PHECC requirements, child protection and training.

3. EXPENDITURE COMPOSITION

3.1 Background

Civil Defence is funded by a combination of grants from the Department of Defence through **Vote 36 (Defence)** as well as by funding from Local Authorities and any funds collected for services provided. The annual operational grant provided by the Department covers 70% of the running costs of Civil Defence units annually, with the relevant Local Authority providing the remaining 30%. The statutory underpinning for this arrangement is **Section 35 of the Air Raid Precautions Act, 1939**, which stipulates that:

‘The Minister [i.e. for Defence] with the concurrence of the Minister for Finance shall, out of monies provided by the Oireachtas, pay towards such expenditure by a local authority under this Part of this Act as may be approved by him in accordance with regulations to be made under this Part of this Act grants not exceeding seventy per cent. of such approved expenditure’.

The annual grant to be paid to each Local Authority for Civil Defence purposes is calculated based on the criteria set out in **Section 3.5** below. The Department’s contribution to this is limited by legislation to a maximum of 70% - the balance must come from the relevant Local Authority. Above and beyond the operation of the grant formula the Local Authorities may contribute additional funding.

The total expenditure on Civil Defence from 2009 to 2017 inclusive was **€64.5m** (see **Table 3.1** below).

Table 3.1: Total Expenditure on Civil Defence, 2009–18⁶

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Department Expenditure ⁷	€4,738,472	€4,763,591	€4,362,967	€4,279,026	€4,349,197	€4,393,056	€5,249,981	€5,135,631	€4,919,288	€4,228,389
Local Authority Expenditure	€2,273,481	€2,045,561	€2,533,505	€2,661,716	€2,493,266 ⁸	€2,395,454	€2,339,488	€2,693,931	€2,826,536	Not available yet
Total	€7,011,953	€6,809,152	€6,896,472	€6,940,742	€6,842,463	€6,788,510	€7,589,469	€7,829,562	€7,745,824	Not available yet

The total expenditure funded by the Department of Defence towards the cost of the provision of the Civil Defence service over the ten year period 2009-18 was €46.4m⁹. The Civil Defence Board (see **Chapter 2**) operated up to the end of 2012 after which it was abolished and its functions brought back into the Department of Defence.

Table 3.2 below outlines the breakdown of the annual expenditure under the main cost headings in the 10 year period up to 2018. Approximately 66% of the total budget over the 10 year period was annual operational grants to the Local Authorities with the remainder going towards the purchase of equipment, uniforms and insurance and the provision of central training.

⁶ Source: Dept of Defence MIF and Local Authority returns.

⁷ This does not include staff costs within the Department of Defence or within the Civil Defence Board for administration.

⁸ 2013 figure for Local Authority expenditure is an estimate as they were not required to submit figures for that year, due to the implementation of a new method of calculating the operational grant.

⁹ This does not include staff costs within Department of Defence or within the Civil Defence Board for administration.

Table 3.2: Expenditure on Civil Defence from Department of Defence Vote (Vote 36), 2009-18

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Grants to LAs ¹⁰	€3,171,230	€3,081,133	€2,932,244	€2,865,424	€2,834,238	€2,975,944	€2,892,119	€3,813,623	€3,525,900	€3,138,191
Insurance ¹¹	€189,842	€199,670	€177,091	€142,791	€216,641	€127,084	€161,334	€180,300	€265,541	€304,204
Central Purchases for LAs	€929,134	€1,090,074	€905,675	€887,319	€917,595	€921,886	€1,223,946	€374,204	€660,759	€278,594
Central Training and Expenses	€404,089	€348,104	€311,799	€363,348	€380,723	€368,142	€204,790	€371,870	€150,805	€224,968
Board Member Expenses ¹²	€44,177	€44,610	€36,188	€20,144	Not applicable					
Central Purchases (Capital) ¹³	Not applicable	€767,792	€395,634	€316,283	€282,432					
Total	€4,738,472	€4,763,591	€4,362,967	€4,279,026	€4,349,197	€4,393,056	€5,249,981	€5,135,631	€4,919,288	€4,228,389

A more detailed breakdown of the grants to Local Authorities is provided in **Section 3.5** below.

The other main areas of expenditure are summarised below.

3.2 Insurance

The Department of Defence has insurance policies in place to cover Civil Defence activities, including Motor, Public Liability, Employers Liability, Marine Hull, Property Damage and Travel. As set out in **Table 3.2** above, the cost of insurance has risen significantly since 2014 (+139%). Further detail on the level and value of insurance claims is set out in **Table 3.3** below.

Table 3.3: Number of Civil Defence Insurance Claims and Value of Claims, 2009-18

Year	No. of Claim Payments	Total of Claim Payments
2009	13	€166,820
2010	5	€13,746
2011	7	€11,586
2012	6	€24,535
2013	4	€5,897
2014	4	€12,502
2015	5	€11,191
2016	2	€926
2017	1	€10,900
2018	1	€24,781

It is evident from the table above that the number of claims has decreased overall during the ten year period 2009 – 18. The year 2009 was exceptional due to a single large claim.

¹⁰ This includes operational grants as set out in tables 2 as well as discretionary grants to Local Authorities for vehicles and other Civil Defence equipment.

¹¹ This covers the cost of the annual premium.

¹² Once board was abolished in 2012, there were no further board expenses.

¹³ The Central Purchases Budget was divided into Current and Capital from 2015.

Rather than self-insuring under the State Claims Agency, which is the norm for Government Departments and State Agencies, Civil Defence operates under commercial insurance. Consideration has been given by the Department of Defence's Civil Defence Branch to switching to this self-insurance model.

One of the main issues identified during those considerations was Civil Defence volunteers would not be covered under the State Indemnity Scheme. In addition, Civil Defence operates as a partnership between the Department of Defence and Local Authorities, with most Civil Defence activity taking place at Local Authority level. Local Authorities operate under commercial insurance and do not self-insure. As a result of the nature of Civil Defence activities and to ensure volunteers are appropriately insured when on Civil Defence duty, the Department decided to continue with a commercial insurance model.

The insurance premium paid in respect of Civil Defence is high relative to the average annual claim. However, the insurance in place for the organisation has to allow for catastrophic events with significant consequent insurance settlements. In December 2015, for instance, there was a fire at the Kilkenny Civil Defence facility which is situated in an industrial estate. The fire spread to adjoining units. This case is not yet resolved by the Department's insurers, but it is expected it will conclude with a very significant insurance settlement.

Given all of the above and the continuing rise in the cost of insurance, further discussion should take place with the State Claims Agency.

3.3 Central Purchases for Local Authorities

The Department procures Personal Protective Equipment, workwear and equipment centrally to ensure uniformity across Civil Defence nationwide. A multi-annual workwear contract is established approximately every five years by the Office of Government Procurement from which items like raingear, softshell jackets, work shirts and work trousers are purchased. The peak figures under this heading in 2010 and 2015 in **Table 3.2** correspond with the purchase of raingear (the most expensive item) for the full cohort of c. 3,500 Civil Defence volunteers.

The other main items procured centrally include radio communications equipment, search and rescue equipment such as drones and sonar, and medical equipment, for example defibrillators. A small number of vehicles are also procured for distribution to Local Authorities as required.

In 2018, the Department of Defence secured an additional €0.5m for Civil Defence from Dormant Accounts Funding. This will be used in 2019 to further enhance the organisation's four wheel drive vehicle capability. Sixteen Ford Ranger crewcab pickup vehicles are being purchased through an OGP contract for distribution to Civil Defence units across the country.

3.4 Central Training and Expenses

Instructors within the Department of Defence deliver instructor training in a number of disciplines to volunteers. Private training providers are engaged to provide training in various Civil Defence disciplines where the technical/professional skills are not available within Civil Defence Branch. The underlying decrease in the figure since 2014 broadly corresponds with the recruitment of two Executive Officer Instructors to fill vacancies that had existed for a number of years. The cost of central expenses has decreased over the 10 year period due in part to the dissolving of the Civil Defence Board in 2012. This eliminated costs associated with running the Civil Defence Board including printing and publishing costs for annual reports, accountants' fees, audit fees, and purchase of stationery and office equipment.

3.5 Grants to Local Authorities

Funding for Civil Defence operations at local level is shared on a 70:30 basis between the Department of Defence and Local Authorities by way of an annual grant to each authority. While Local Authorities are required to provide a minimum of 30% each year, many contribute significantly more than that.

The annual operational grant is pre-paid, in accordance with delegated sanction arrangements agreed with the Department of Public Expenditure and Reform. The grant limit for each Local Authority is calculated based on a standard formula which is comprised of the following:

- a. A basic grant (currently €32,000 per Local Authority),
- b. An allowance for the type of Civil Defence Officer (CDO). Where the CDO is full time, the allowance is €42,000. Where the CDO is part-time, the allowance is €10,000. Where there is an Assistant Civil Defence Officer within the Civil Defence Unit, the allowance is €28,000,
- c. An allowance for the population of the county which equates to €1,000 per 10,000 persons, and
- d. An allowance for the area of the county which equates to €1,000 per 1,000 square kilometres.

The grant is to cover up to 70% of the expenditure by a Local Authority on Civil Defence. The 70% rate is set down in **Section 35 of the Air Raid Precautions Act, 1939**, as set out in **Section 3.1** above.

The actual grant paid is calculated following examination of returns from the Local Authority on Civil Defence expenditure for the previous year. If this examination reveals that the Local Authority did not meet the 30% expenditure required in that year, the difference is deducted from the grant for the current year. Certain deductions are also made from the grant in respect of cost of goods and services provided centrally in the previous year, including uniforms, insurance, manuals and certification costs.

Other grants, subject to budgetary resources, may on occasion be provided to Local Authorities upon receipt of an application. These grants are typically for vehicles and equipment, vaccinations and the running of local or regional exercises.

Table 3.3 below outlines the expenditure on operational grants to each local authority in the 10 years from 2009-18. As can be seen from the table, total expenditure on operational grants to local authorities by the Department of Defence has decreased by 8% over the period 2009-18.

Part of the reduction is explained by the amalgamation of the Local Authorities in Limerick, Tipperary and Waterford in 2014. The reduction in their operational grants as a result were phased in over a three year period.

In addition, financial support for Civil Defence accommodation within the county (see **Section 4.6** below) was incorporated into the operational grant up to 2016. This policy was changed from 2017 for those local authority units in support of a separate Accommodation Grant – see **Section 3.6**.

Table 3.4 below summarises the amount contributed by the Local Authorities each year during the period 2009-18.

Figures for the local authority contribution in 2018 are not yet available. In addition, there are no figures for 2013, as a new grant calculation and processing system was introduced from 2015 which required local authorities to send in returns for the previous year, rather than for two years previous as had been the case up to that. The Circular advising the Local Authorities of the new system was issued on 24 July 2014, therefore Local Authorities would not have been aware when managing the budget for Civil Defence throughout 2013, that these financial records would not be required to be submitted.

Table 3.3: Operational Grants paid by Department of Defence to Local Authorities, 2009-18

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Carlow	49,676	51,247	50,161	50,689	49,856	49,770	42,685	45,319	44,845	42,392
Cavan	60,239	68,197	66,226	65,941	64,279	66,853	69,009	70,433	70,066	73,848
Clare	90,549	92,255	89,823	89,982	87,924	84,059	92,720	96,237	98,677	76,437
Cork City	80,464	83,721	63,651	73,608	76,229	69,874	76,055	73,898	66,738	82,068
Cork County	215,737	215,889	185,655	120,694	169,510	203,277	203,300	193,105	200,033	201,389
Donegal	74,836	77,466	74,878	75,908	74,826	76,369	78,533	82,607	83,913	87,908
Dublin City	380,104	377,131	351,461	360,661	352,983	383,282	376,801	385,318	385,218	388,281
Galway	81,439	86,403	79,519	80,696	80,289	78,790	84,635	86,563	90,765	95,430
Kerry	106,459	109,129	102,553	104,454	102,032	104,363	101,385	95,569	94,483	116,054
Kildare	98,210	89,503	84,872	85,302	84,936	84,746	86,371	90,608	93,327	96,556
Kilkenny	51,556	57,400	50,596	48,059	51,183	48,076	53,965	50,246	54,530	49,768
Laois	75,371	77,424	72,846	74,324	73,469	77,707	77,512	80,824	79,434	78,384
Leitrim	84,483	83,645	67,430	81,124	82,479	80,557	72,264	74,454	75,365	74,750
Limerick	188,857	203,582	185,715	177,117	188,675	195,257	194,600	179,098	143,425	135,991
Longford	56,976	58,769	55,659	56,157	56,093	57,040	57,735	62,276	67,000	59,217
Louth	94,184	91,646	77,155	72,951	85,040	82,847	73,273	67,568	77,369	86,688
Mayo	76,031	79,517	75,527	76,383	76,316	76,685	78,288	82,371	85,679	90,259
Meath	117,470	120,665	115,842	116,407	112,250	115,087	117,536	116,771	85,116	89,322
Monaghan	80,245	84,302	80,324	81,274	80,138	80,725	79,616	77,938	76,383	78,640
Offaly	82,678	84,996	81,042	81,878	80,302	80,696	79,941	79,325	80,241	81,072
Roscommon	79,557	83,667	79,062	70,955	69,366	69,833	73,039	75,400	77,577	77,454
Sligo	74,163	73,088	72,859	73,769	72,569	72,402	72,336	78,576	76,089	75,965
Tipperary	154,799	163,716	153,780	157,087	154,802	150,972	159,761	146,323	142,769	129,751
Waterford	172,189	168,163	155,159	161,439	156,671	160,642	156,314	141,455	140,407	93,902
Westmeath	86,886	89,572	85,664	84,557	83,967	84,110	82,245	81,446	82,225	81,588
Wexford	96,597	101,147	96,962	97,191	94,306	98,467	99,888	101,573	85,146	85,497
Wicklow	72,402	74,677	67,841	74,743	73,794	74,373	76,957	78,493	82,314	79,269
TOTAL	2,882,157	2,946,917	2,722,261	2,693,350	2,734,283	2,806,860	2,816,764	2,793,795	2,739,137	2,707,883

Table 3.4: Local Authority contribution to Civil Defence, 2009-17

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Carlow	24,253	22,388	25,048	24,343		36,104	44,101	44,143	48,290	
Cavan	71,089	52,119	70,986	71,920		86,576	63,403	77,583	58,892	
Clare	85,278	73,052	85,786	34,253		58,931	67,318	68,762	90,084	
Cork City	38,254	34,781	58,005	61,700		75,845	47,170	41,692	69,650	
Cork County	95,101	-	17,062	72,007	220,843	120,751	133,071	133,673	211,974	
Donegal	55,794	52,562	55,324	54,633		56,107	77,544	81,516	68,712	
Dublin City	484,771	512,393	649,583	553,559		442,058	505,665	523,948	776,143	
Galway	103,705	111,635	141,524	113,562		96,468	97,108	95,961	90,970	
Kerry	142,921	124,072	94,385	97,667		116,590	140,279	172,366	85,634	
Kildare	64,517	95,274	106,702	124,370		147,796	71,019	75,497	71,524	
Kilkenny	22,671	8,445	38,825	23,790		61,529	48,900	79,153	37,180	
Laois	44,347	38,468	39,853	52,474		49,272	56,886	42,746	62,122	
Leitrim	24,576	44,352	57,302	40,213		33,344	55,114	41,887	39,685	
Limerick	64,635	36,096	54,432	118,670		100,753	80,539	118,866	159,673	
Longford	31,737	29,667	30,647	50,492		43,939	50,589	44,563	-	
Louth	39,356	25,926	55,893	53,234		31,324	34,705	93,347	80,161	
Mayo	91,344	41,685	67,401	87,852		71,360	48,265	52,631	44,585	
Meath	77,837	82,452	81,402	108,524		74,205	91,050	100,450	95,864	
Monaghan	56,658	57,178	48,406	53,562		80,650	54,714	62,845	59,593	
Offaly	54,383	53,551	56,467	44,965		52,869	44,901	56,910	53,370	
Roscommon	104,729	57,330	48,129	58,143		59,376	72,113	67,498	43,945	
Sligo	42,879	43,073	46,195	44,619		36,336	48,982	40,084	38,815	
Tipperary	121,551	103,133	116,100	130,958		141,452	100,096	114,709	111,521	
Waterford	92,195	123,981	148,325	119,721		109,742	95,274	199,725	79,450	
Westmeath	128,161	121,687	124,988	189,121		91,856	104,293	137,183	187,001	
Wexford	72,347	49,220	76,952	79,854		58,523	61,832	74,626	122,806	
Wicklow	38,395	68,102	82,837	48,675		61,700	44,557	51,568	38,889	
TOTAL	2,273,481	2,045,561	2,533,505	2,661,716	-	2,395,454	2,339,488	2,693,931	2,826,536	-

3.6 Civil Defence Accommodation

There is considerable variation in the standard of accommodation occupied by Civil Defence units across the country. This accommodation includes high quality purpose built training centres, old military barracks and prisons, fire stations, industrial units in business parks and Portakabins. Most of the property is Council owned, however, some units operate out of rented accommodation.

Government policy on Civil Defence accommodation is set out in the 2015 *White Paper on Defence*, which states: ‘... responsibility for the accommodation of local Civil Defence Units will remain with the relevant local authority. Most local authorities have provided good quality accommodation for their Civil Defence Units. However, the accommodation of some Units could be improved. The Department will work pro-actively with local authorities to ensure that appropriate accommodation is provided for all Civil Defence Units’¹⁴.

The *White Paper* also states: ‘... while accommodation for local Civil Defence Units is the responsibility of the relevant local authority, the Department of Defence has provided some funding for the upgrading of accommodation where resources have permitted’¹⁵.

The Department of Defence has provided some counties with ongoing contributions towards the cost of renting accommodation for their Civil Defence Unit. The Department has been gradually withdrawing from these arrangements. At present only County Kilkenny (€5,000 per annum) and County Wexford (€17,000 per annum) are receiving such payments. A number of other counties are receiving contributions towards new accommodation which has either been purchased or constructed by the local authority. Major building projects are currently underway in both Counties Meath and Monaghan. Clare and Westmeath County Councils have both recently purchased buildings for use by their Civil Defence Units.

The contribution from the Department of Defence tends to be relatively modest in comparison with the cost of such projects. This contribution is normally spread over 5 or 6 years; for example, Meath is receiving €150,000 in total from the Department of Defence spread over 5 years. The Department’s contribution is in line with the *White Paper* commitment regarding providing some funding to encourage upgrading of accommodation, but, ultimately, it is the responsibility of the Local Authority.

Table 3.5 below outlines the funding commitments as of 22 May 2019 that Department of Defence is expected to incur over the next 5 years with regard to new Civil Defence accommodation outside of the annual operational grant.

Table 3.5: Expenditure Projection for new Civil Defence Accommodation, 2019-23

County	2019	2020	2021	2022	2023
Clare	€26,000	€26,000	€26,000	€0	€0
Meath	€30,000	€30,000	€30,000	€30,000	€0
Tipperary	€17,400	€17,400	€17,400	€17,400	€17,400
Monaghan	€25,000	€25,000	€25,000	€25,000	€25,000
Westmeath	€25,000	€25,000	€25,000	€25,000	€25,000
Total	€123,400	€123,400	€123,400	€97,400	€67,400

¹⁴ Department of Defence, [White Paper on Defence](#) (August 2015), pp. 106-7.

¹⁵ Ibid, p. 107.

4. ACTIVITIES AND OUTPUTS OF CIVIL DEFENCE

4.1 Introduction

This chapter will outline the activities and outputs of Civil Defence. This covers both operations undertaken by Civil Defence volunteers and training courses delivered either locally or centrally. It will also examine the values of those activities and outputs and the Exchequer cost should they have to be provided by permanent employees of the State in the absence of Civil Defence.

4.2 Civil Defence Training Activity

Much of Civil Defence activity centres on training and ensuring that the contingent role of Civil Defence as set out in the 2015 *White Paper on Defence* can be delivered. As a volunteer based organisation, the nearest state comparison is the Reserve Defence Forces. A Value for Money Review of that organisation in 2012 identified that as the Reserve *'is not deployed operationally on an ongoing basis, the training strength of the Reserve is the appropriate measure of effectiveness'*¹⁶.

In that context, the Department of Defence, through the Civil Defence Branch, provides training to national and international standards. The Civil Defence College trains volunteer instructors (central training) who subsequently provide training within their own Civil Defence unit – local training.

Table 4.1: Civil Defence Local Certified and Central Training Figures, 2009-18

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Number of Courses Delivered	382	481	404	752	617	738	801	690	614	752
Number of Attendees	2,914	3,486	3,101	4,329	3,954	4,518	4,229	3,876	3,265	3,997
Number of Certificates Issued	Not available	Not available	Not available	4,073	2,941	3,694	3,772	3,135	2,961	3,719

It is estimated that in 2017, Civil Defence volunteers (c. 3,500) spent an average of 2 hours training per week for at least 26 weeks a year or approximately 182,000 hours. Some volunteers would devote considerably more time to their training. This level of training is consistent with ensuring that Civil Defence can fulfil the contingent role set out for it in the 2015 *White Paper on Defence*. Without this level of training, Civil Defence could not be tasked by PRAs. In that context, the training undertaken by volunteers provides a significant economic and social benefit.

Table 4.2: Further Breakdown of Central Training Figures for 2017

Service	No. of Courses	No. Trained	Certificates issued
Casualty	558	2,807	2,744
Search and Rescue	15	67	67
Auxiliary Fire Service (includes Swiftwater and Flood and boats)	15	115*	63
Welfare	10	72	63
Other**	16	204	24

* 2 workshops, totalling 50 people no certification issued

** Includes training covering: CISM, CDOs, Driving Assessments and Exercises (in some cases – no

¹⁶ Department of Defence / Defence Forces, *Value for Money Review of the Reserve Defence Force* (October 2012), p. 57.

certificates issue)

The figures in **Table 4.2** above cover formal predominately certified training where certification was issued by Civil Defence College in the Department of Defence. This only accounts for a portion of the approximately 182,000 hours of volunteer training annually as, in addition to this central training, Local Authorities undertake uncertified training throughout the year. This training, combined with the training captured in **Table 4.2**, accounts for the 182,000 hours of volunteer training annually.

The duration of courses delivered by Civil Defence Volunteer Instructors varies as set out in **Table 4.3** below. The duration is set down by the Certifying Agency and is the minimum duration. Often courses will take longer to allow for practice, etc.

Table 4.3: Duration of Courses and Certification Period for Courses

COURSES	Minimum Duration of Full Course	Certification Period	Minimum Duration of Recertification Course	Instructor: Student Ratio
Cardiac First Response Community – Responder	4 hours	2 years	4 hours	1:6
CFR Advanced	4 hours	2 years	4 hours	1:6
FAR Responder	18 hours	2 years	18 hours	1:6
Emergency First Responder	30 hours	3 years	20 hours	1:6
Emergency Medical Technician (EMT) Upskilling	8 hours	CPD	N/A	1:6
Manual Handling Operator	8 hours	3 years	8 hours	1:6
People Handling Operator	16 hours	3 years	16 hours	1:6
Field Skills Responder	10 hours	5 years	10 hours	1:6
Map Reading	6 hours	3 years	6 hours	1:6
Lifejacket Competent User	6 hours	3 years	6 hours	1:6
Water and Flood Awareness	8 hours	3 years	8 hours	1:6
Swiftwater and Flood First Responder	12 hours	3 years	8 hours	1:6
Missing Person Search Responder Course	16 hours	3 years	8 hours	1:6
MAPYX				
Rope Rescue Level One	18 hours	2 years	18 hours	1:6
Food Safety & You	4 hours	3 years	4 hours	1:6
Driver Assessments	4 hours	Once off		1:3
CISM (Critical Incident Stress Management) Awareness	1 hour	CPD	1 hour	Not specified
Child Protection Awareness	1 hour	CPD	1 hour	Not specified

The Instructor to Student ratio is set down in the last column.

Volunteers receive no payment for attendance at training or operations. The cost to the exchequer in terms of training is the cost of the local Volunteer Instructors who deliver the training courses throughout the year. These Volunteer Instructors are entitled to instructor fees of €19.85 for each formal period of formal instruction of not less than two hours. They are also entitled to travel and subsistence where they do not use a Civil Defence vehicle to travel to the training centre. It is

understood that many of the approximately 400 Volunteer Instructors do not claim for either travel or subsistence or for instructor fees.

The total paid to Volunteer Instructors in 2017 for both travel and subsistence and instructor fees is estimated at €265,000.

The Civil Defence activities and outputs set out in **Table 4.4** below are only possible because of the continuous training of Civil Defence volunteers. This level and standard of training is essential to ensure the organisation can deliver its contingent role in support of PRAs when required.

The training is largely in the evening and at weekends and volunteers receive no payment for attending training. In the absence of Civil Defence, any persons undertaking roles currently delivered by Civil Defence, would have to be appropriately trained and recertified as appropriate based on the certification periods set out in **Table 4.3** above. For example, Manual Handling is essential due to the physical nature of some of the roles – e.g. casualty or Swiftwater or flood response.

4.3 Civil Defence Operational Activities and Outputs

There is limited activity data for the years previous to 2012. While in the period 2009-12, the Civil Defence Board published an annual report, data on activities centred mainly on specific examples of a range of activities undertaken rather than publishing a figure on total activities undertaken. While the Department of Defence developed a volunteer and operational register in 2010, some Local Authorities until recently have not entered operational data on it.

This has meant that presenting accurate figures for pre-2015 is challenging. In April 2019, the Department of Defence made the completion of the volunteer and operational register a mandatory condition for payment of the annual operational grant.

Table 4.4: Civil Defence Operations, 2009-18

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Total	Not available	Not available	Not available	1,695	1,678	2,015	2,651	2,571	2,740	2,795

As **Chapter 1** outlined, the role of Civil Defence is set down within the 2015 Government *White Paper on Defence*. The organisation’s primary purpose is to support the PRAs in civil emergency situations. However, this is demand-driven depending on a variety of factors including the specific requirements of PRAs during particular emergency situations. The fluctuation in annual operations from year to year in **Table 4.4** demonstrates this.

The majority of activities are community events in support of the Local Authorities which Civil Defence supports on an ongoing basis. These community events allow Civil Defence personnel to exercise their skills on a regular basis so as to ensure that they are in state of readiness if and when required by the PRAs. Civil Defence does not self-deploy and relies on the PRAs tasking them.

4.4 Costing Civil Defence Activities and Outputs

Civil Defence undertook 2,740 operations in 2017. The existing management information available is limited due to the current IT systems and the input of data by some Local Authorities.

Based on a sample of data recorded on the Volunteer Register in 2017 for 8 counties (one in each Major Emergency Management Region), the Department of Defence estimates that across all 29 Civil Defence Units:

- a. Support for PRAs in missing persons search accounted for c. 17,962 volunteer hours;
- b. Support for PRAs for other activities other than missing persons searches accounted for c. 13,815 volunteer hours; and
- c. Community activities in support of Local Authorities accounted for c. 103,960 volunteer hours.

In the absence of suitable numbers of trained Civil Defence volunteers, the State would have to train, deploy and/or employ personnel to undertake their functions in support of the PRAs under **Categories A and B** above.

In that context, support for PRAs in missing persons searches (**Category A** above) has been costed at the rate of a Trainee Garda on overtime¹⁷. Support for PRAs for activities other than missing persons searches (**Category B** above) has been costed at the rate of a Local Authority operative outside Dublin, again on overtime¹⁸.

Table 4.5: Estimated Value of Civil Defence Support to the PRAs (i.e. Categories A and B above) 2017

Type of Operation	Total Hours	Total Value
Support for PRAs in missing persons searches	17,962	€511,917
Support for PRAs for other activities other than missing persons searches	13,815	€408,924
Total	31,777	€920,841

In addition, however, the existence and availability of Civil Defence volunteers has meant that additional valuable services can also be provided in other non-emergency situations, such as activities being organised at regional or local level often by Local Authorities that might not otherwise be able to proceed without such voluntary support. Such events would include Local Authority community events, charity events and events being organised within communities. The contribution of Civil Defence to such activities also has a value to society, in facilitating these events, in addition to also providing an opportunity for Civil Defence volunteers to practice their skills in preparation for when they may be required in an emergency call-out situation. Support for such community activities (**Category C** above) has also been costed, based on the rate of a Local Authority operative outside Dublin, on overtime rate, as set out in **Table 4.6** below.

In 2017, community activities in support of Local Authorities accounted for the largest part of Civil Defence operations at 77%. As indicated above, community activities allow for the putting into practice of the training that Civil Defence volunteers undertake on a weekly and annual basis. This ensures that when an emergency event occurs, Civil Defence can respond when tasked by a PRA in a professional, effective and coherent manner. It also provides an interface for the organisation with the public.

¹⁷ Trainee Garda Salary over 8 years moves from €30,296 up to €48,754, excluding long service increments. Taking a mid-point of €39,500 gives an hourly rate of c€19, or c€28.50 on overtime. This costing does not include the cost of employers PRSI (10.75%), pension (13%) or overheads (25%).

¹⁸ Local Authority General Operative (outside Dublin) midpoint weekly wage is €592, giving an hourly rate on overheads.

Table 4.6: Estimated Value of Civil Defence Community Activities in support of Local Authorities, 2017

Type of Operation	Total Hours	Total Value
Community Activities in support of the Local Authorities	103,960	€3,077,216

Therefore, if the total number of volunteer hours provided in support of community events in 2017 was added to the number of hours supporting the PRAs for categories A and B on page 24, this would amount to 135,737 hours. If these hours had all been provided by permanent staff, the annual cost would have been just under €1m for support of PRAs and €3m for support to local authorities for community events.

4.5 Social Value of Civil Defence

The previous section estimated the value that could be placed on having approximately 3,500 volunteers giving freely of their time and expertise in support of their communities. However it is clear this financial value cannot be looked at in isolation from the significant unquantifiable social value also delivered by Civil Defence.

This value is created by having trained and equipped Civil Defence volunteers in every county in Ireland. The contingent capability they can provide in times of either emergency or non-emergency events is significant.

For example having over 2,000 Civil Defence volunteers trained in Community First Response (CFR) throughout the country can provide solace and comfort for local communities. There are examples of trained Civil Defence volunteers being called into action in their workplace: e.g. a Sligo Civil Defence volunteer used his CPR skills to save the life of a lorry driver who fell ill and collapsed in his workplace. He utilised his CPR training and the workplace AED in advance of a HSE ambulance and paramedic arriving on scene.

Civil Defence volunteers play a major role in terms of supporting Local Authorities in developing communities and building community resilience. It is Government policy to seek to foster community based activities (see, for instance, the Department of Social, Community and Family Affairs's 2000 White Paper *Supporting Voluntary Activity*¹⁹ and the National Committee on Volunteering's 2002 report *Tipping the Balance*²⁰). The Department of Environment, Community and Local Government also published in October 2012 *Putting People First – Action Programme for Effective Local Government*²¹. In August 2019, the Minister for Rural and Community Development published *Sustainable, Inclusive and Empowered Communities: A five strategy to support the community and voluntary sector in Ireland, 2019 - 2024*²².

¹⁹ Department of Social, Community and Family Affairs, [Supporting Voluntary Activity](#) (March, 2000).

²⁰ National Committee on Volunteering, [Tipping the Balance: Report of the National Committee on Volunteering](#) (October 2002).

²¹ Department of the Environment, Community and Local Government, [Putting People First – Action Programme for Effective Local Government](#) (October 2012).

²² Department of Rural and Community Development, [Sustainable, Inclusive and Empowered Communities: A five strategy to support the community and voluntary sector in Ireland, 2019 – 2024](#) (August 2019).

This is pursued to a significant degree by Local Authorities in their local community role. It is clear that the range and extent of local community events would be smaller and many would not take place at all, if the services provided by Civil Defence had to be acquired commercially.

A further major social benefit of Civil Defence is that it supports and fosters the culture of volunteering within Ireland. It is estimated that over 1 million people in Ireland volunteer across a wide variety of organisations²³. The Department of Rural and Community Development is the lead Department on volunteering and is currently finalising a Volunteering Strategy. Highly visible Civil Defence volunteers undertaking their organisation's function of supporting the PRAs can encourage others within their communities to volunteer for an organisation.

Some examples of recent Civil Defence operations are set out below.

Civil Defence Support at Papal Visit – August 2018

A total of 140 Civil Defence volunteers assisted the Principal Response Agencies at Knock Shrine while there were 400 Civil Defence volunteers in the Phoenix Park. Volunteers were drawn from many different counties. Volunteers were supporting An Garda Síochána and the National Ambulance Service. Civil Defence provided a range of equipment including 11 ambulances, 9 fire appliances, 19 heavy vehicles including four wheel drives, large vans and medium size trucks and 2 minibuses for transportation and logistics. A number of volunteers also supported An Garda Síochána with drone capability. Civil Defence also provided a communications vehicle using the TETRA network to ensure efficient communications between all volunteers and with An Garda Síochána and National Ambulance Service.

Civil Defence Support for the Principal Response Agencies during Storm Emma – March 2018

A total of 350 Civil Defence volunteers from 28 different Local Authorities were deployed over five days to support the Principal Response Agencies. Volunteers along with 176 4x4 Civil Defence vehicles undertook a range of tasks. For example:

- Transporting patients to and from hospitals as conventional road ambulances operated by the HSE and the National Ambulance Service were unable to move. Many of these patients required dialysis or were patients undergoing treatment for cancer;
- Transporting nurses to work and to visit patients in their own homes;
- Transporting urgent medical supplies throughout the country;
- Delivering food, medication, water and fuel to isolated homes; and
- Transporting homeless people to emergency accommodation.

An Garda Síochána were supported through the provision of four wheel drive vehicles with trained off-road drivers providing transportation and logistics into areas inaccessible by car.

The Local Authorities were supported through the provision of emergency call takers, four wheel drive transportation and, crews to clear ice and snow from around critical infrastructure.

A Civil Defence Hagglund tracked vehicle from Dublin brought medical personnel to patients and also brought people in need of medical attention to the nearest roadway where an ambulance was waiting.

²³ [CSO Quarterly National Household Survey Q3 2013](#)

The vehicle was also tasked by An Garda Síochána to bring their members to critical incidents as they had no vehicles with similar capability.

4.6 Conclusions on Activities and Outputs

One of the core activities of Civil Defence centres on training and ensuring that the contingent role of Civil Defence as set out in the 2015 Government White Paper on Defence can be delivered. In 2017, it is estimated 182,000 training hours were provided by Civil Defence volunteers to this end. Without this level of training, Civil Defence would not be able to fulfil its remit of supporting the PRAs when tasked to do so.

Training is put into practice through community events and through taskings from the PRAs – for example a missing person search, flooding or other severe weather responses.

In 2017, Civil Defence was tasked through Local Authorities to 2,466 community events or operations. While community events are not the mainstay of Civil Defence, they provide a useful opportunity for Civil Defence volunteers to practice their skills and provide visibility and coverage for the organisation in the eyes of the public.

As acknowledged in the 2015 *White Paper on Defence*, Civil Defence's primary reason for existence is the contingency capability that it offers for supporting PRAs during national, regional and local emergency and non-emergency events. In that context, the organisation's value should not be assessed solely on the number of operations it undertakes. Instead, its value should be assessed based on its availability, readiness and capability for this PRA support in terms of volunteer training and equipment.

In that context, Civil Defence is introducing a new minimum training standard for all volunteers. This consistent standard will ensure volunteers from all 29 Local Authority units meet at least a common standard. One of the main measures of performance that Civil Defence will report on annually in future years is how many Civil Defence volunteers across the country meet that standard.

Future study

The IT branch of the Department of Defence has commenced a process to procure a new management information system for Civil Defence.

It is envisaged the new system will allow the Department report on the number of volunteers meeting the minimum training standard and the number of hours Civil Defence provide in support of PRAs on an annual basis. It is expected that the new system will also allow the Department to report on utilisation of Civil Defence assets and equipment. The system should also allow the support provided by Civil Defence to both community events and PRA support to be split out.

It is hoped that this will allow for a deeper analysis of volunteer hours in future studies.

5. INTERNATIONAL COMPARATORS

5.1 Introduction

Ireland is not unique in having a national civil defence organisation. A majority of countries maintain, or have historically maintained, civilian organisations dedicated to providing a response function in the event of war, natural disaster or other emergencies.

Three international organisations have been selected for examination on the basis of being relevant comparators for Civil Defence in Ireland: in the United Kingdom, Germany and New Zealand.

This section provides a brief overview of the history, organisation and roles of each of these international bodies, before considering the features they have in common with the Irish model, as well as the areas in which they diverge.

Table 5.1 below summarises key metrics for each organisation, alongside Civil Defence in Ireland.

Table 5.1: Civil Defence Organisations by Country - Ireland, UK, Germany and New Zealand

	Country	Population	Civil Defence Organisation	Strength	Annual Budget	Controlling Authority	Established
1.	Ireland	c. 4.8m [2018] ²⁴	Civil Defence [Cosaint Shibhialta]	c. 3,535 [2019] ²⁵	c. €6.8m [2019]	Department of Defence	1951
2.	United Kingdom	c. 51.1m [1956] ²⁶	Civil Defence Corps	c. 330,000 [1956] ²⁷	Not available	Home Office	1949 [disbanded 1968]
3.	Germany	c. 82.5m [2016]	Federal Agency for Technical Relief [Bundesanstalt Technisches Hilfswerk]	c. 79,500 [2016] ²⁸	c. €243m	Federal Ministry of the Interior, Building and Community [Bundesministerium des Innern, für Bau und Heimat]	1950
4.	New Zealand	c. 4.8m [2018]	Civil Defence	c. 4,000	c. €9.1m (NZ \$15.5m) [2018-19]	Ministry of Civil Defence and Emergency Management	1959

²⁴ Central Statistics Office, [Population and Migration Estimates](#) (August 2018).

²⁵ Department of Defence Civil Defence Branch data (31 May 2019).

²⁶ Office for National Statistics, [UK Population Estimates 1851 to 2014](#) (July 2015).

²⁷ Tim Essex-Lopresti (Ed.), [A Brief History of Civil Defence](#) (Matlock, 2005), p. 37.

²⁸ Federal Agency for Technical Relief, [Annual Report 2016](#) (May 2017) p. 10.

5.2 United Kingdom: Civil Defence Corps (1949-68)

The **Civil Defence Corps** was created in the United Kingdom in 1949 as a result of the **Civil Defence Act, 1948**. Formed in light of Cold War tensions, the organisation drew on the experience of earlier British civil defence structures which had been active in the lead up to, and during, the Second World War²⁹.

The Civil Defence Corps was administered centrally as part of the Home Office, but controlled locally in England, Scotland and Wales by so-called Corps Authorities, usually at the county level. The organisation was never established in Northern Ireland. The Civil Defence Corps consisted of around 330,000 personnel by March 1956, the bulk of whom were volunteers. Though never required to carry out its intended wartime role during its existence, the Civil Defence Corps did train for and respond to peacetime emergencies, including mass casualty incidents like the Harrow and Wealdstone railway crash in 1952 and the Aberfan colliery tip collapse in 1966.

In January 1968, then Prime Minister Harold Wilson announced in the House of Commons that existing civil defence structures were to be placed on a '*care and maintenance basis*', and that the Civil Defence Corps would be disbanded that year. This decision appears to have been primarily finance-based, with the potential benefit of civil defence structures in the event of a devastating nuclear strike considered marginal when set against the cost of maintaining them. However, a civil defence organisation has survived on the Isle of Man with around 50 volunteer personnel³⁰. As an independent Crown dependency, the island was able to opt not to abolish its organisation along with the rest of the United Kingdom.

5.3 Germany: Federal Agency for Technical Relief [*Bundesanstalt Technisches Hilfswerk*] (1950 -)

Civil defence in Germany is provided for by the **Federal Agency for Technical Relief**, originally established in then West Germany in 1950. As in the United Kingdom, the organisation was able in its early days to draw on the experience of previous civil defence structures which had existed in Germany up to 1945³¹.

The Federal Agency for Technical Relief falls under Germany's Ministry of the Interior administratively but is controlled across the country via a network, in descending order of size, of state organisations, regional offices and, at ground level, some 670 local chapters. The organisation had some 79,514 members nationally in 2016, 99% of whom were volunteers³². Until the halting of conscription in Germany in 2011, civil defence service was also available as an alternative to armed military service (albeit with a longer commitment required: four years part-time instead of six months full-time in the military).

As well as responding to peacetime emergencies within Germany, Federal Agency for Technical Relief volunteers can also be deployed overseas. During 2016, for instance, personnel from the Agency were

²⁹ The earlier **Civil Defence Service** had pre-war origins dating to 1935 and grew during the Second World War to include functions such as Air Raid Precautions (ARP) wardens and volunteer fire and rescue services. The Civil Defence Service was disbanded in May 1945.

³⁰ Isle of Man Government, [Civil Defence Isle of Man](#) (September 2011).

³¹ The **Technische Nothilfe** ('Technical Emergency Help') was a German civil defence organisation established under the Weimar Republic in 1919 and active until 1945.

³² Federal Agency for Technical Relief, [Annual Report 2016](#) (May 2017) p. 10

active in some 26 different countries³³.

5.4 New Zealand: Civil Defence (1959 -)

In common with the British and German experience, civil defence structures had existed in New Zealand prior to and during the Second World War but had not been prioritised after 1945³⁴. In 1959, a Ministry of Civil Defence was established on foot of a White Paper on Defence the previous year. This marked the beginning of a modern civil defence framework in New Zealand.

Civil Defence is today administered by central government via the non-cabinet Ministry of Civil Defence and Emergency Management, but organised at regional level via 16 Civil Defence Emergency Management (CDEM) groups run by local authorities.

5.5 Summary

Features in Common with Ireland

- All four civil defence organisations have their modern origins during the same ten year timeframe of 1949-59, a period of rising Cold War tensions. All were created in direct response to the perceived threat of future conflict, especially the risk of nuclear strike. All also had antecedents during the Second World War.
- In their modern existences, none of these organisations have ever actually been required to carry out that intended wartime function.
- The roles of all organisations have evolved from an original orientation of wartime contingency to a focus on natural disasters, major accidents and other peacetime emergencies. This shift in emphasis has been especially pronounced in Europe since 1989, but appears to have occurred as early as the 1960s in New Zealand as a result of that country's geographical distance from any likely Cold War conflict.
- All organisations are or were primarily volunteer-based, with only a cadre of full-time employees; generally in management, administration or training roles. All have, from the outset, been completely civilian organisations – unarmed and distinct from military and law enforcement structures.
- Although controlled centrally by government departments, all organisations have or had a nationwide footprint and are generally administered on a regional or county footing.
- All four organisations have a broadly equivalent personnel strength relative to their population size.

³³ Ibid, p. 25.

³⁴ Ministry of Civil Defence, [Civil Defence in New Zealand: A Short History](#) (1990), pp 3-4.

Distinctions

- The United Kingdom has had the most obvious divergence from the experience of civil defence in the other three countries, in that it disbanded its organisation entirely midway through the Cold War period in 1968.
- New Zealand is an outlier in having a dedicated ministry as the controlling authority for its civil defence functions (albeit a junior, non-cabinet ministry). Civil defence in the other three countries are or were administered either by a ministry of the interior (in the case of the UK and Germany) or by a ministry of defence (in the case of Ireland).
- Germany is unique amongst the countries surveyed in that volunteers of the Federal Agency for Technical Relief can and do deploy outside the national territory for response to overseas peacetime emergencies.
- Proportionally Civil Defence in Ireland is run on a smaller budget (€6.8 million – table 5.1) than New Zealand (€9.1 million) even though both countries have similar population. The same applies to Germany when you pro rata the budget of €243 million.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

This chapter will set out the conclusions that have emanated from the analysis. It will then set out a number of key recommendations.

6.2 Conclusions

- a. Civil Defence provides a unique resource to the State drawing on a nation-wide grouping of trained volunteers to support PRAs as well as local community based events. The overall approach is in keeping with Government policy generally as set out earlier in **Sections 2.3 and 4.5** in relation to local government assisting local community endeavour through a range of supports.
- b. Civil Defence provides a range of activities and outputs. The primary measure of effectiveness of a volunteer based organisation such as Civil Defence should be the trained strength of personnel it can deploy if requested by the PRAs. Civil Defence volunteers train for approximately 182,000 hours per annum. They are tasked by Local Authorities to exercise these skills on a regular basis through community type events. The training is also exercised through support for other PRAs, for example An Garda Síochána for missing person searches.
- c. If the Civil Defence structure did not exist, it is estimated based on 2017 data that the State would have to incur costs of c. €1m annually to provide the emergency support to PRAs that is currently provided by Civil Defence. It is also recognised that, in addition to this core role, which the State would have to meet, Civil Defence also provides significant support to non-emergency community activities some of which are organised by Local Authorities worth c. €3m annually.
- d. Some gaps in management information have arisen due to the particular structure of Civil Defence in Ireland (see **Sections 2.3 and 5.2**) and how that has developed between the policy role of the Department of Defence and the operational role of the Local Authorities. This issue is being addressed following the commencement of a project to deliver an updated IT system and through more structured engagement with Local Authorities.
- e. On the basis of data available, the level of activity of Civil Defence units is increasing. This is across both emergency and non-emergency operations.
- f. **Section 31 of the Civil Defence Act, 2002** and **Section 12 of the Civil Defence Act, 2012** require each Local Authority to submit to the Minister a **Civil Defence Plan** for their Local Authority area. The plan shall be prepared in a manner as the Minister may determine. As set out in **Section 2.2**, there is a general acceptance that these plans to date have not shaped Civil Defence to a sufficient extent in terms of setting out at local authority level, specific training and equipment requirements on a three year basis.
- g. As set out in **Section 2.8**, there is no central policy with regard to Local Authorities charging for Civil Defence services.
- h. The cost of insurance has increased even though the number and value of claims has decreased. Consideration has been given by the Department of Defence in the past to moving to a self-insurance model for Civil Defence. However, this was decided against in order to conform to the commercial insurance model used by Local Authorities.

- i. Consultation with the PRAs indicates that Civil Defence is a valued resource but that issues were noted on the issues of managing competing demands, consistency of service across Local Authorities, consultation, and the role of the CDO.
- j. Proportionally Civil Defence in Ireland is run on a smaller budget (€6.8 million) than New Zealand (€9.1 million) even though both countries have similar population. The same applies to Germany if that country's civil defence budget of €243 million is assessed pro rata.

6.3 Recommendations

- a. The establishment of a minimum training standard across all 29 Civil Defence units is significant as a key measure of effectiveness of the organisation is the number of trained volunteers that are available to be deployed. In that context, it is recommended that the Department of Defence should report annually through the volunteer and operational database on the number of volunteers who meet the minimum training standard. In addition, the training standard should be kept under review.
- b. The completion of this volunteer and operational register is a prerequisite for Department of Defence financial support through the annual operational grants. This condition should be extended to all forms of financial support that the Department of Defence provides to Local Authority Civil Defence units – for example grants for vehicles, accommodation or other Civil Defence items.
- c. The Department of Defence should review the existing template for the **Civil Defence Plans** as required by **Section 12 of the Civil Defence Act, 2012** to ensure they are fit for purpose and inform national policy. It is clear that a more structured, consistent and robust approach to the development of these plans would do much to provide Government with better reassurance of the state of readiness of Civil Defence across local authorities. The Department of Defence should work with the County and City Management Association to agree a process to underpin this new approach for the timely development of these plans. In addition to utilising the volunteer and operational register, funding for individual Local Authorities will be contingent on agreement of the three year plans.

These plans will be important in supporting the future overall strategy for Civil Defence, (*Towards 2030*) and for setting out at Local Authority level specific training and equipment requirements.

- d. The Department of Defence should take a very active approach to the Inter-Agency Guidance Team (IGT) to obtain maximum engagement with the PRAs and use other fora such as the Government Task Force on Emergency Planning to reinforce the role of Civil Defence and the manner in which it engages with PRAs in a variety of operational scenarios. The IGT should ensure that Civil Defence services and capabilities are developed in light of the needs of the PRAs under the MEM. It should also ensure that Civil Defence services remain relevant to changing needs at national, regional and local level and that Civil Defence.
- e. The Department of Defence should enter into discussion with the Emergency Planning, Environment and Climate Change subcommittee of the CCMA about the requirement for a policy in relation to whether/when Local Authorities should charge for the provision of Civil Defence support.

- f. Given the continuing increase in the cost of insurance, further discussion should take place with the State Claims Agency in relation to the insurance arrangements in place for Civil Defence.

Quality assurance process

To ensure accuracy and methodological rigour, the author engaged in the following quality assurance process.

- ✓ Internal/Departmental
 - ✓ Line management
 - ✓ Spending Review Steering group
 - ✓ Other divisions/sections
 - ✓ Peer review (IGEES network, seminars, conferences etc.)

- External
 - Other Government Department
 - Steering group
 - Quality Assurance Group (QAG)
 - Peer review (IGEES network, seminars, conferences etc.)
 - External expert(s)

- Other (relevant details)



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