

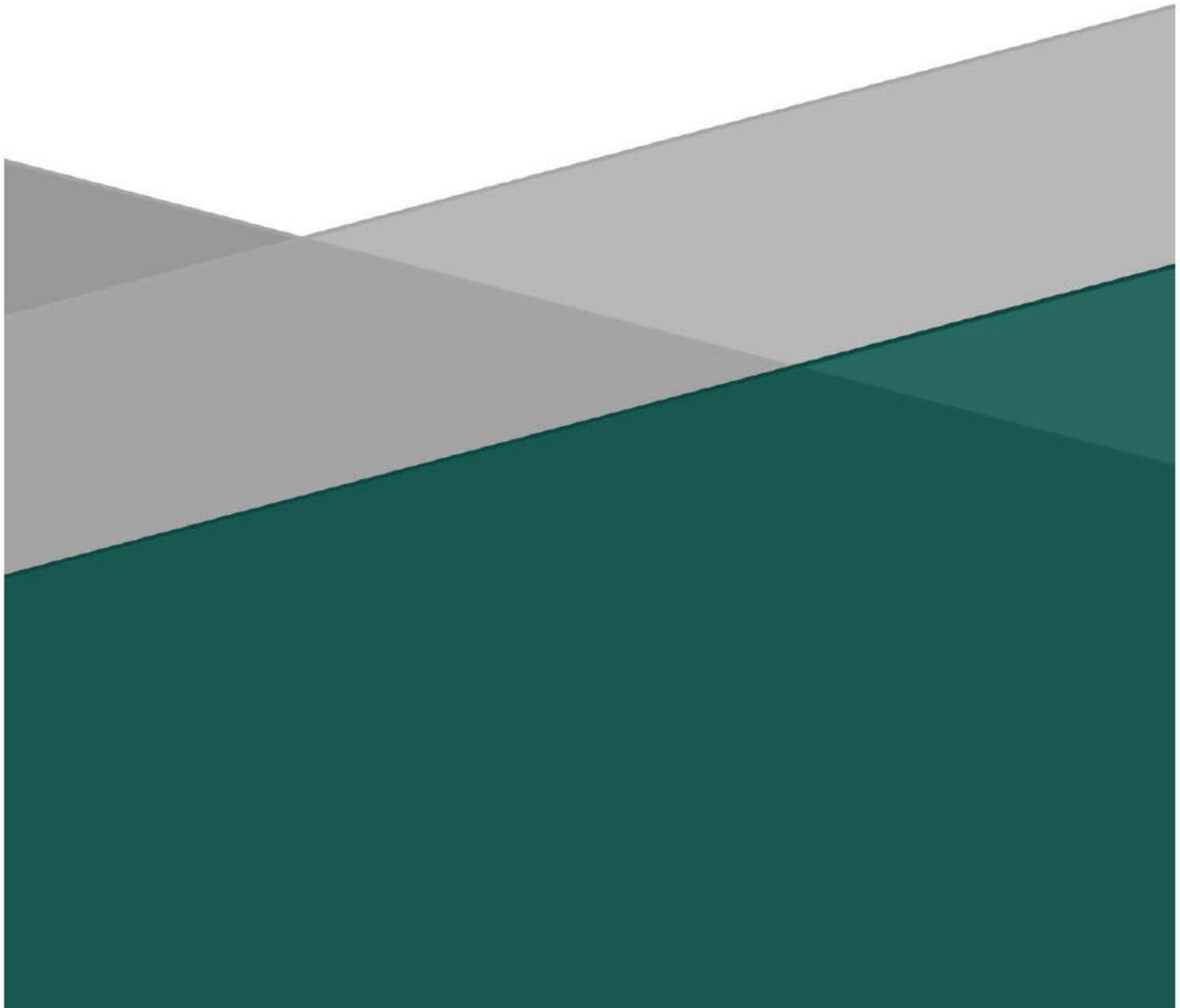


An Roinn Cosanta  
Department of Defence

# **Ministerial Brief**

## **Department of Defence**

**June 2020**



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# **1. The Minister for Defence and the Department of Defence**

## ***1.1 The Minister***

The Constitution vests supreme command of the Defence Forces in the President and also provides that the exercise of such command shall be regulated by law. The governing legislation is contained in the Defence Acts, 1954-2015, which provide that military command of, and all executive and administrative powers in relation to, the Defence Forces, including the power to delegate command and authority, shall be exercisable by the Government and through and by the Minister for Defence. By law, the Minister for Defence is also the head of the Department of Defence.

The Minister also has other responsibilities in relation to Civil Defence, Emergency Planning and the Irish Red Cross Society.

A short summary of the key elements of the responsibilities of the Minister for Defence is provided at Appendix 1, and this also includes details of forthcoming meetings and events that the Minister is required to attend.

## ***1.2 The Minister of State***

In the last Dáil both Taoisigh assumed the role of Minister for Defence and assigned a Minister (of State) with Responsibility for Defence (who sat at Cabinet). In this regard, both Taoisigh formally delegated powers to the Minister of State in accordance with the Ministers and Secretaries (Amendment) (No. 2) Act 1977. However, all powers or duties so delegated continued to be vested in the Minister for Defence, concurrently with the Minister of State, and could be exercised or performed by either. The Minister for Defence remained responsible to Dáil Éireann and as the member of the Government for the exercise and performance of any statutory powers and duties delegated.

Furthermore, in the past, the role of Minister of State at the Department of Defence had been assigned to the Government Chief Whip and Minister of State at the Department of the Taoiseach.

## ***1.3 Statutory framework for the Department and the Defence Forces***

The Constitution of Ireland vests the right to raise and maintain military or armed forces exclusively in the Oireachtas and expressly prohibits the raising and maintenance of any other military or armed force for any purpose whatsoever. The Department's mandate has a constitutional and statutory basis which provides for the doctrine of civil control of the armed forces of the State.

The Department of Defence was established by the Ministers and Secretaries Act 1924 and the Act assigns to the Department “*the administration and business of the raising, training, organisation, maintenance, equipment, management, discipline, regulation and control according to law of the military defence forces*”.

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

The Ministers and Secretaries Act provides that the Minister is ‘head’ of the Department. The Secretary General is the “principal officer” of the Department and as such is the Minister’s principal policy adviser. He is also appointed by the Minister for Finance as the Accounting Officer for all defence expenditure in accordance with the Exchequer and Audit Departments Act 1866. The authority, responsibility and accountability of the Secretary General are further elaborated in the Comptroller and Auditor General (Amendment) Act, 1993 and the Public Service Management Act 1997. The 1997 Act also requires the Secretary General to prepare a Strategy Statement for the Minister’s approval and an annual report on performance. While the Secretary General is the Accounting Officer, it is nevertheless the case that there is a significant degree of delegation of financial control and responsibility to the Chief of Staff. In effect, the bulk of the non-pay element of the Defence Vote is delegated to the Chief of Staff to facilitate the exercise of his functions, particularly in the area of the procurement of goods and services.

In accordance with relevant legislation, the Secretary General is required to submit a new Strategy Statement, for Ministerial approval, within six months of the appointment of a new Minister. Accordingly, joint civil-military work will commence shortly on preparation of a new Strategy Statement of the Department of Defence and the Defence Forces covering the period 2020 to 2023. This will have regard for the White Paper on Defence, Programme for Government commitments and an approved list of priorities for the Defence Organisation (see 1.6 below). The new Strategy Statement will provide an agreed three-year strategic framework for the entire Defence Organisation<sup>1</sup>, upon which all annual and other plans, civil and military, will be based. As required, consultation will take place with all other Government Departments on cross-cutting issues, with recognised Defence Forces representative associations, and with the relevant Oireachtas Committee assigned responsibility for Defence matters.

The Defence Acts 1954 to 2015 provide the legislative basis for the Defence Forces (*Óglaigh na hÉireann*) and provide that Defence Forces Headquarters (DFHQ) is the military element of the Department of Defence. The Chief of Staff of the Defence Forces heads DFHQ. The Chief of Staff is the principal military adviser to the Minister, and as such has direct access to the Minister. As provided for in the Defence Acts, the Minister has assigned duties to the Chief of Staff. The Chief of Staff is directly accountable to the Minister for the performance of these duties, which include responsibility for the military effectiveness, efficiency, organisation, and economy of the Defence Forces. As provided for in the Acts and with the approval of the Minister, the Chief of Staff has, in turn, delegated responsibility for certain duties to the Deputy Chief of Staff (Operations) and to the Deputy Chief of Staff (Support).

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<sup>1</sup> The term “Defence Organisation” refers to the Department of Defence and the Defence Forces.

The Act also provides for delegation by the Minister of military command to General Officers Commanding the Army Brigades (two), the Defence Forces Training Centre (DFTC), the Air Corps and to the Flag Officer Commanding the Naval Service. In practice, matters relating to command are normally channelled through the Chief of Staff. (In accordance with a commitment made in the White Paper, a civil-military project team is in the process of carrying out a review of high level Command and Control pertaining to the Defence Forces.)

#### ***1.4 The Management Board***

The civil element of the Department is led by the Management Board which comprises the Secretary General, the three Assistant Secretaries and the Director. The Management Board takes a central role in the formulation of strategy, in the development and monitoring of the business planning process and deciding resource allocation. Policy on key strategic and management issues is formulated before submission, as appropriate, for consideration at a political level, or otherwise is implemented. The Management Board also has a key role in relation to corporate governance. The Management Board meets on a weekly basis. The Minister occasionally attends meetings of the Management Board.

#### ***1.5 Strategic Management Committee***

The Strategic Management Committee (SMC) is a joint civil-military committee providing a forum for the discussion of all strategic, policy and operational issues. The SMC members are the Secretary General of the Department of Defence (Chairman), the Chief of Staff, the three Assistant Secretaries, the Director, the two Deputy Chiefs of Staff and the Assistant Chief of Staff. The General Officer Commanding the Air Corps and the Flag Officer Commanding the Naval Service attend in respect of matters affecting their services. Close co-operation on all matters between civil and military elements are a priority. The SMC meets on a monthly basis. The Minister occasionally attends meetings of the SMC.

#### ***1.6 Priorities List***

The Defence Organisation works to a single set of priorities that are directed and approved by the Minister. This Schedule of Priorities is prepared by a civil-military team and is informed by the Strategy Statement and framed within existing Government policy as set out in the White Paper. The priorities are discussed at the SMC meeting each month. The approved single set of priorities for 2020 are attached at Appendix 2.

#### ***1.7 Role of civil element of the Department***

The structures of all Government Departments are regulated by the Ministers and Secretaries Acts 1924 to 2011, and the Public Service Management Act 1997. As a “corporation sole”, the Minister embodies the Department in law and bears the responsibility for its activities. In effect, the Minister is the Department and civil servants

have no separate existence. This in turn means that the Minister is the ultimate decider of Departmental policy, drawing on the advice of the Department (civil and military), within the overall context of Government policy, and bears political responsibility for all actions within his or her Department. Moreover, the Carltona Doctrine<sup>2</sup> provides that the powers vested in a Minister may be exercised, without any express act of delegation, by departmental civil servants of certain seniority and responsibility i.e. the decision of the civil servant is the decision of the Minister.

Within this legal context, the primary role of the civil element of the Department of Defence is to support the Minister as head of the Department and in particular to provide policy advice and support on Defence matters, including assistance with policy formulation and the implementation of policy as directed by the Minister.

The civil element also has a number of specific roles, which include the management of legal, regulatory and litigation policy and related matters on behalf of the Minister; the management of human resources and industrial relations matters; and the coordination of the delivery of security, emergency and community services by the Defence Forces.

In addition, the civil element provides liaison between the Defence Forces and other Government Departments, public authorities, the EU and public representatives. Policy in respect of overseas operations, in furtherance of Ireland's commitments in the area of international security and peacekeeping, is also coordinated by the civil element.

Civil servants discharge financial management and audit functions in connection with the Secretary General's role as Accounting Officer and provide payroll and the management of major procurement and infrastructural programmes. There has been a significant degree of delegation of financial authority to the Defence Forces in recent years, particularly in the area of the procurement of goods and services.

An illustration of the senior management and Branch structure of the civil element of the Department is shown in Appendix 3.

To support the work of the civil element of the Department, and with the agreement of the Office of the Attorney General, an Advisory Counsel is seconded to the Department to provide independent and objective legal advice. The legal advisor's (Ms. Eunice Friel BL) role is to provide legal advice to the Secretary General, the Management Board and to line Branches on specific issues that arise which require legal opinion.

In addition, a number of civil servants are working for the Chief of Staff, within DFHQ, providing specialist inputs including procurement, finance and analysis.

## ***1.8 Role of Internal Audit and the Audit Committee***

The Department's Internal Audit Section is an independent unit which reports directly to the Secretary General. It provides the internal audit function to both the Department and the Defence Forces and carries out a range of audits each year covering various aspects of the operation of the Department and Defence Forces. The Section's work programme is

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<sup>2</sup> Carltona Ltd. v Commissioners of Works [1943] 2 All ER 560

set out in the annual audit plan, which is approved by the Secretary General following its review by the Department's Audit Committee. From time to time, the Section also undertakes audits of urgent matters not included in the audit plan.

Internal Audit Section's work is reviewed on an ongoing basis by the Department's Audit Committee. The Audit Committee operates under a charter co-signed by the Chair of the Committee and the Secretary General. The role of the Audit Committee is to provide independent advice to the Secretary General, in his position as Accounting Officer for the Defence Vote and the Army Pensions Vote, regarding the suitability and robustness of the internal control systems and procedures in the Department and Defence Forces, and advise him on matters relating to internal controls, risk management, financial reporting and internal and external audit. The Audit Committee comprises four members, two of whom are external to the Defence Organisation. The current membership of the Committee is:

- Chair – Mr Kevin Cardiff, former Secretary General, Department of Finance and former member of the European Court of Auditors.
- Second External Member – Ms Éimear Fisher, former Assistant Secretary General, Department of Children and Youth Affairs.
- Department Representative – Mr Des Dowling, Assistant Secretary General.
- Defence Forces Representative – Major General Sean Clancy, Deputy Chief of Staff (Support).

The Committee meets not less than four times per year and the Head of Internal Audit attends all Committee meetings. The Chair of the Audit Committee has right of access to the Accounting Officer.

## **1.9 Strategic Risk Committee**

The civil-military Strategic Risk Committee (SRC) provides a forum to identify the most significant risks that may adversely impact on the achievement of the Organisation's strategic objectives. Its functions are not to identify every risk facing the Organisation but to review and assess the management of external and internal key strategic risks faced by the Organisation, to ensure that there is a robust process in place to identify significant strategic risks, and to consider actions to mitigate or control such risks.

The SRC acts as a reporting channel to the SMC which monitors the evaluation and assessment of the Organisation's strategic risks. Membership of the SRC comprises co-chairs Mr Robert Mooney, Assistant Secretary General, and Brig. General Adrian O Murchú, Assistant Chief of Staff, as well as the Principal Officer in Planning and Organisation Branch, the Director of Strategic Planning Branch (SPB), the Secretary to the SMC and the Staff Officer in SPB. The SRC meets quarterly or more frequently if necessary and is supported in its work by a Strategic Risk Working Group.

## ***1.10 Risk Management Committee***

The Department's Risk Management Committee provides advice and assurance to the Management Board in overseeing and embedding risk management including the identification, assessment, and mitigation of risk across the Department's civil branches. The Committee reports to the Management Board on a quarterly basis or more frequently if required. The Committee comprises eight members, at Principal Officer level, appointed by the Management Board.

## ***1.11 Minister's Office and Special Advisers***

The primary responsibilities of the Office of the Minister for Defence are the:

- provision of a link between the Minister, the Department of Defence and the military authorities;
- provision of advice and assistance to the Minister in relation to his ministerial functions;
- processing correspondence, representations, parliamentary business and enquiries;
- organisation of the Minister's diary and public engagements.

The Office provides a service to members of the Oireachtas, other Government Departments and Ministers' Offices, constituents of the Minister and the public. The Office also liaises with organisations or groups in relation to public engagements which the Minister may undertake.

The primary function of Special Advisers is to secure the achievement of Government objectives and to ensure effective co-ordination in the implementation of the Programme for Government. The role and duties of Special Advisers are described in section 11 of the Public Service Management Act 1997. In summary, these are to assist the Minister by (i) providing advice; (ii) monitoring, facilitating and securing the achievement of Government objectives that relate to the Department, as requested; and (iii) performing such other functions as may be directed while being accountable to the Minister in the performance of those functions.

## ***1.12 Defence Forces Organisation***

The Defence Forces are organised on conventional military lines providing a sufficiently flexible structure to carry out all the roles assigned by Government. The Defence Forces consist of a Permanent Defence Force (PDF) and a Reserve Defence Force (RDF). The former is a standing force and provides the primary capabilities for military operations at home and military peace support operations abroad. The RDF provides a contingent conventional military capability to augment and assist the PDF in situations where such additional capabilities are required.

In addition, some 450 civilian employees are engaged throughout the Defence Forces. The majority of these employees are craft, general operative and related grades and are involved mainly in the maintenance of equipment and military installations. The remaining employees are mostly involved in clerical and storekeeping duties for the

Defence Forces but also include aircraft inspectors, social workers and other various professional and technical grades.

### **PERMANENT DEFENCE FORCE**

The PDF consists of the Army, the Air Corps and the Naval Service with an overall establishment of 9,500 personnel. A list of senior military management is attached at Appendix 4.

#### ***Army***

The Army provides the land component of the State's Defence capabilities. The Army currently provides the deployable military capabilities for overseas peace support operations augmented by personnel from the Air Corps and Naval Service. On a day-to-day basis the Army provides a broad range of operational outputs. These include activities in support of An Garda Síochána (known as Aid to the Civil Power or ATCP) such as providing prisoner escorts, explosive ordnance disposal (EOD) and security duties at Shannon Airport. The Army also undertakes tasks in support of the civil authorities (known as Aid to the Civil Authority or ATCA) such as the provision of assistance in severe weather events and is an integral part of the State's response to many contingencies. The Army is structured into two all-arms brigades, consisting of combat, combat support and combat service support elements. Each brigade has been designated a territorial area of responsibility with specific locations. The DFTC, located at the Curragh, Co. Kildare, supports the entire Defence Forces.

#### ***Air Corps***

The Air Corps is based at Casement Aerodrome, Baldonnel, Dublin and consists of an operational headquarters, two operational wings, two support wings, the Air Corps Training College, and a Communication and Information Services Squadron. On a day-to-day basis, the Air Corps undertakes Army Support, Fishery Protection Patrols, and provides a Ministerial Air Transport Service (MATS).

On a 24/7 basis, the Air Corps supports An Garda Síochána by providing pilots and technical support for the Garda Air Support Unit (GASU). The Air Corps also provides support for the HSE's Emergency Aeromedical Support (EAS) service which operates on a daily basis, during daylight hours, out of Custume Barracks, Athlone. In addition, it provides further support to the HSE through the provision of an emergency inter-hospital air ambulance service and, from time to time, also undertakes a number of other approved operations in support of various civil authorities. .

#### ***Naval Service***

The Naval Service is based at Haulbowline, Co. Cork, where it has an operational headquarters, an operations command, a logistical support command and a Naval Service College. The Naval Service provides the maritime component of the State's Defence capabilities. The Naval Service is the State's principal sea going agency and provides a broad range of supports in the maritime domain. On any given patrol day, the Naval Service can carry out a number of taskings on behalf of other State agencies such as the Sea Fisheries Protection Authority (SFPA), An Garda Síochána and the Revenue Commissioners.

Between May 2015 and October 2018, Naval Service vessels were deployed overseas on a regular basis to assist with the collective effort to save lives in the Mediterranean.

Initially, this was under 'Operation Pontus' which was a humanitarian search and rescue mission conducted as part of a bilateral agreement with Italy. Subsequently, following Government approval, from October 2017 the vessel deployment was under the EU Naval Mission in the Mediterranean, known as EUNAVFOR MED or 'Operation Sophia', until October 2018. Following a decision adopted by the European Council in March 2019 to temporarily suspend deployment of its naval assets, no further naval vessels were deployed. However, two Defence Forces personnel continued to serve in the mission Operational Headquarters (OHQ) in Rome. On 31<sup>st</sup> March 2020, the EU launched Operation Irini and closed Operation Sophia. Operation Irini has as its primary mission the imposition of the UN Arms embargo to intercept arms being smuggled by sea into Libya. It has no role in relation to the rescue of migrants, other than in accordance with the requirements of the UN Convention on the Law of the Sea. In May 2020, the Government approved Ireland's participation in Operation Irini. Approval provides for Ireland taking up three positions in the Operation Headquarters in Rome and up to two positions in the Force Headquarters. Consideration of an operational deployment of Defence Forces assets to the mission may arise for consideration in due course.

Naval Service vessels also participate from time to time in foreign visits in support of Irish diplomacy and trade. All foreign visits are subject to specific policy approval following consultation with Department of Foreign Affairs and Trade.

### **RESERVE DEFENCE FORCE**

The RDF consists of the First Line Reserve (FLR), the Army Reserve and the Naval Service Reserve.

The FLR is comprised of former members of the PDF who have undertaken to, either voluntarily or on foot of a contractual commitment, complete a period of service in the FLR. The current strength of the FLR is 279 personnel.

The Army Reserve and Naval Service Reserve are comprised of individuals, from a broad variety of backgrounds, who have voluntarily committed to complete a period of military service. The current effective strength of the Army Reserve is 1,544 personnel which is well below its authorised strength of 3,869 personnel. The current effective strength of the Naval Service Reserve is 126 personnel, also below its authorised strength of 200 personnel.

There is regular recruitment to the Army Reserve and Naval Service Reserve. However, there is significant attrition during the recruitment process and numbers inducted each year have not been sufficient to close the gap on the authorised strength level.

## ***1.13 Roles of the Defence Forces***

The White Paper on Defence sets out the roles of the PDF as follows:

- To provide for the military defence of the State from armed aggression;

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

The White Paper also establishes that the primary role of the RDF is to augment the PDF in crisis situations. The types of tasks that the RDF could be required to undertake in such situations are varied but could include:

- Conventional military operations in defence of the State;
- Aid to the civil power support, including port security tasks;
- Aid to the civil authority support;
- Barrack security or other supports that facilitate the release of members of the PDF for operational duties.

A further role of the RDF which is provided for in the White Paper is to contribute to state ceremonial events.

A statistical summary of the day to day operational outputs of the Defence Forces during 2019 is provided at Appendix 5.

### ***1.14 Defence Enterprise Committee***

There is an ongoing requirement to examine new and innovative means of enhancing the capabilities of the Defence Forces so they can continue to be in a position to undertake the roles assigned by Government. In accordance with Government approved arrangements, Enterprise Ireland supports the Defence capability development by raising the awareness of, and engaging with, Irish-based enterprise and research institutes, including third level colleges that are engaged in relevant and related activities. This is achieved through a Defence Enterprise Committee which is overseen by the Defence Enterprise Ireland Co-ordination Committee. These committees comprise personnel from the Department of Defence, the Defence Forces and Enterprise Ireland. Projects proposed by institutes and companies are firstly considered and cleared by Enterprise Ireland and then submitted to the Defence Enterprise Committee for consideration. All proposals are vetted and agreed by the Defence Enterprise Committee to ensure compatibility with the roles assigned to the Defence Forces by Government.

The Defence Forces, in turn, support Irish enterprise and research institutes, including third level colleges, which can contribute to the development and enhancement of Defence Forces capabilities. Under this initiative, the Defence Forces are supporting a range of projects that cover research, training and innovation projects including with Irish indigenous companies.

The Defence Forces are partners in the Horizon 2020 funded project CAMELOT. This project is designed to construct a system for the purposes of border and pollution control on land and at sea. It intends to construct a Command and Control system that will control a number of fixed and mobile sensors and unmanned systems which will alert authorities and provide constant situational awareness for such operations. The project has been ongoing since 2017 and is due to be completed in Q3 2020 (however this date may be extended).

The Department is also working with the Department of Business Enterprise and Innovation (DBEI) in relation to extending Enterprise Ireland's mandate to assist Irish industry and academia in accessing EU defence related funding. [REDACTED]

[REDACTED]

The engagement by the Defence Organisation in innovation, research and product development is given a particular emphasis in the White Paper, which provides that further development in this area will include the establishment of a Security and Defence Enterprise Group. This Group will bring together enterprise, industry, research and practitioners in the field of security and defence to identify areas of common endeavour and collaboration. The White Paper also recognised that while maintaining a very active

approach to supporting enterprise and research, the Defence Organisation does not have significant capacity or a stated function in industrial promotion. As such, only existing resources can be utilised in this area and, therefore, such supports have to be closely managed and prioritised having regard to their congruence with defence capability requirements and benefits.

A study is currently ongoing in relation to the feasibility of establishing a Research Technology and Innovation Cell within the Defence Organisation to foster research and innovation more broadly within the Organisation, including in association with research institutions and industry.

## **2. White Paper on Defence**

### **2.1 Background**

The White Paper on Defence was approved by Government in July 2015.

The preparation of the White Paper was informed by a wide-ranging consultation process, which was facilitated by the publication of the first ever Green Paper on Defence in 2013. The work underpinning the White Paper was undertaken by joint civil-military working groups and overseen by a joint civil-military Steering Group. The Minister also established an external advisory group comprised of former military and diplomatic experts. Discussions were held with a range of Government Departments and State Agencies on cross-cutting policy issues. The views of international organisations were also obtained, with a particular focus on likely future trends in international peace support operations. A symposium on the White Paper was also held in May 2015 and this, coupled with Dáil statements in June 2015, provided a final opportunity for inputs from stakeholders, prior to the finalisation of the White Paper.

### **2.2 Key Provisions**

The White Paper was published in August 2015 and provides the defence policy framework for the next decade. This policy framework is flexible and responsive given the dynamic nature of the security environment and enables the Defence Organisation to be adaptive to changing circumstances. As well as providing for the Defence of the State from armed aggression, the roles assigned (see 1.13 above for a full list) include continued provision of supports to An Garda Síochána, the defence contribution to international peace and security and the defence contribution to major emergencies and civil contingencies. These non-security supports maximise the utility of defence assets and improve the value for money achieved from defence expenditure.

Defence policy is a manifestation of civil control of Defence and encompasses a number of essential components including: decisions on defence requirements and the defence contribution within a wider security framework; decisions on the use of defence assets towards non-security ends; decisions on the operational deployment of the Defence Forces; decisions on the financial resourcing of defence and capabilities to be retained and developed; and matters relating to the administration of defence.

A key feature of the White Paper is the security environment assessment, which has subsequently been fully updated as part of the recent White Paper Update (see section 2.5 below). In this context, the White Paper includes a decision to put in place a new fixed cycle of defence reviews, to be carried out on a three yearly cycle, with the Update having been the first iteration in the cycle.

The White Paper also sets out key capability decisions. The development of flexible and adaptive military capabilities is a pragmatic approach to dealing with future uncertainty and the roles assigned. Capability commitments outlined in the White Paper are as follows:

- To maintain a PDF establishment of at least 9,500 personnel;
- To retain existing two Brigade Army structure and Air Corps and Naval Service structures;
- To further enhance the capabilities of the Army Ranger Wing, in particular with the aim of increasing the strength of the Unit considerably – work on this project is now close to finalisation;
- To develop the RDF within the single force structure.

On the equipment front, a key requirement is to ensure that the Defence Forces can continue to undertake the tasks that are required of them. This requires replacement of significant equipment platforms over the life-time of the White Paper, as follows:

- Upgrade of the Army's fleet of armoured personnel carriers (APCs) – in 2016 a contract was placed at an initial cost of €68m (incl. VAT) for the maintenance and upgrade of the fleet of 80 APCs and this upgrade programme is now well advanced;
- Replacement of a further three Naval Service vessels, LÉ Eithne, LÉ Ciara and LÉ Orla – the ship replacement programme saw four new Offshore Patrol Vessels being delivered between 2014 and 2018, which went beyond the White Paper commitment to complete a three ship programme, while planning is currently underway for the replacement of the current Naval Service flagship LÉ Eithne with a new Multi-Role Vessel;
- Replacement of the Air Corps' Cessna fleet and CASA maritime patrol aircraft – a contract to the value of €43.4m (incl. VAT) was placed in December 2017 for the replacement of the Cessna fleet with three larger PC12 fixed wing utility aircraft suitably equipped for Intelligence, Surveillance, Target Acquisition and Reconnaissance (ISTAR) tasks. It is expected that these three new aircraft will be delivered later this year. In relation to replacement maritime patrol aircraft, a contract to the value of €221.6m (incl. VAT) was signed with Airbus Defence and Space in December 2019 for the purchase of two new C 295 Maritime Patrol Aircraft with delivery scheduled for 2023.

Other equipment priorities have also been identified in the event of additional funding becoming available (beyond that required to replace existing capabilities). This includes radar surveillance capability for the Air Corps, further vessels for the Naval Service and additional armoured vehicles and air defence capabilities for the Army. Further information on Defence Forces Equipment can be found at Section 7.

Human Resources are a key component of capability and the White Paper sets out an ambitious programme in order to ensure that the Defence Organisation can continue to meet the challenges of a changing world. Particular challenges in relation to recruitment and retention have become more manifest in recent years however, and some of these are significant in certain specialist areas. These issues are more fully addressed in Section 5.2 below.

The White Paper also includes a section dealing with Veterans and the support that the Veterans Organisations will receive from the Department and the Defence Forces. It also

includes a section on Gender and provides for initiatives to encourage more women to apply to join the Defence Forces and to increase female participation at all ranks.

The service of members of the Reserve is valued and the White Paper provides that the RDF will be developed to ensure its continued viability. This includes a proposal that where specialist skills gaps exist in the PDF, consideration be given to engaging Reservists for relevant projects.

The members of Civil Defence provide essential supports to the Principal Response Agencies in time of need and the White Paper contains commitments to the development of Civil Defence to ensure that it can continue to deliver the required supports. The future development of Civil Defence will be around its central strategic objective of supporting the Principal Response Agencies in a variety of emergency and non-emergency situations. This embraces the large number of support roles under the Framework for Major Emergency Management including assistance in dealing with a wide range of emergencies at national and local level, including severe weather, flooding and searches for missing persons. All of the foregoing are referred to as core services.

### **2.3 *New Initiatives***

The White Paper introduces a wide range of new initiatives for the defence sector including:

- The establishment of a new process of fixed cycle defence reviews, at three and six year intervals, including on each occasion a fully updated assessment of the security environment. These fixed cycle reviews are common internationally and are intended to assure foresight, flexibility, poise and overall preparedness in terms of defence planning and provision. The White Paper provides that these reviews are to have a three yearly cycle, with every second review being more comprehensive in nature and styled a Strategic Defence Review. [The first such review, the White Paper on Defence Update 2019, commenced in 2018 and was approved by Government and published in 2019. Further information on the White Paper Update is provided at Section 2.5 below.]
- A specific defence funding study is to be established to capture in a new way the expected long-term costs of meeting Ireland's defence requirements using a ten year planning horizon linked to the proposed new framework of fixed cycle reviews. [Arising from the White Paper Update, this project is scheduled to be completed prior to the commencement of the Strategic Defence Review that is to get underway in early 2021.]
- The Department, in conjunction with other government departments and agencies, is to explore the contribution of gender focused measures, particularly in relation to the deployment of female personnel. This is an area that the Secretary General of the United Nations called upon Ireland to further support during his visit in 2015. [Work is currently underway on implementing this commitment.]

- The potential development of a new Institute for Peace Support and Leadership Training. It is foreseen that the new Institute would have international standing and contribute to the overall development of knowledge and experience in the areas of peace support and conflict resolution. [Scoping work was carried out on this proposal during 2016 and, as a result, a feasibility study was initiated. An interim report on this feasibility study was completed in November 2018 and the final report is now expected to be finalised shortly.]
- A new 10 week employment support scheme, aimed at unemployed people in the 18-24 age range, was developed in 2016 in consultation with key stakeholders including the Department of Social Protection. [Following a pilot programme and subsequent favourable evaluation, a scheme has now been established on a once yearly basis].

## **2.4 Implementation**

Following the publication of the White Paper on Defence a total of 95 separate projects were identified to be completed over a ten year period (see List of White Paper projects at Appendix 6).

Overall, the implementation is taking place under the overall sponsorship of the Secretary General and the Chief of Staff, with oversight by the SMC. Also, a Programme Management process is in place to support implementation and oversight.

Implementation of the 95 specific projects is being carried out on a phased basis over the ten year implementation period out to 2025. Implementation on a phased basis is necessary in order to reflect Programme for Government and Strategy Statement commitments, the related nature of some projects, resourcing implications and in order to reflect changes to the overall work programme and prioritisation arising from the recent White Paper Update 2019.

The breadth of White Paper projects is such that responsibility for delivery must be spread across the Defence Organisation and placed with the most appropriate responsible leads. Civil-military project leads have been established in relation to each project. A joint civil-military White Paper Implementation Facilitation Team (Joint Team) provides support and monitors the progress of these White Paper projects through interaction and cooperation with the civil-military project teams.

To date, a total of 42 White Paper projects have been initiated since the beginning of the implementation programme in June 2016, with 19 of these now closed, with others due to close shortly. White Paper projects that are currently active cover a broad range of areas and are at various stages of development. All active projects are being managed by the Joint Team.

The Joint Team continues to engage with the Institute of Public Administration to provide Project Management training to members of the various civil-military project teams. This training programme involves ongoing professional development across the Defence Organisation as the Project Management implementation process broadens, with subsequent phases of projects due for initiation, the evolution of the project closure

process and other trainings in this area. The Joint Team are responsible on an ongoing basis for advising the Minister, the Management Board, General Staff and the SMC about implementation of every project against agreed milestones in the context of the overall Implementation Framework. The Joint Team will also assist in the compilation and promulgation of lessons learned.

In addition, as part of OPS 2020<sup>3</sup>, the Defence Organisation was chosen as the lead in the implementation of one of six identified key priority actions in 2018; Action 10 – Embed Programme and Project Management across the public service and are actively involved in furthering this Action.

The vision underlying Action 10 is to strengthen programme and project management as a professional discipline within the public service in order to support better management of both current and capital programmes and projects and thus deliver better outcomes for the citizen.

In 2018, an Action 10 Team was established incorporating members from different sectors across the civil and public service, and a collaborative approach adopted. The Joint Team are facilitating this and liaise very closely with other public service bodies in this regard. To date, eight workshops of Action Team 10 have been held and a Project Management Handbook for the Public Service has been developed and launched along with the development of a suite of case studies. The public service Project Managers' Network has also been launched and is being coordinated by a subgroup of Action Team 10 under the leadership of Defence.

## ***2.5 White Paper on Defence - Update 2019***

### **OVERVIEW OF UPDATE PROCESS**

One of the key new initiatives contained in the White Paper relates to the Government's decision to put in place a new fixed cycle of defence reviews, to be carried out on a three yearly cycle. These reviews, which are common internationally, are intended to ensure that defence policy remains up to date and to bring certainty and regularity to the process of defence planning and overall preparedness.

The White Paper provides that these reviews are to consider progress made and any revisions required. Further, these reviews are to encompass a fully updated assessment of the security environment with a fresh consideration of implications for overall policy requirements, associated tasks, capability development and resourcing. The Government, through the White Paper, also committed to these review processes having new standing in public management terms and that all-party consultation would take place, along with consideration being given to placing these reviews on a statutory footing.

Work on the White Paper Update commenced in 2018 and, following Government approval, was published in December 2019. The Update was managed by a high-level joint civil-military Steering Group.

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<sup>3</sup> Our Public Service (OPS) 2020 is a framework that establishes the overall strategy for development and innovation in the public service to 2020 and beyond.

The process undertaken to carry out the Update looked at three broad strands:

- Developments in key aspects of the Security Environment
- Review of White Paper implementation
- Consultation with the Joint Oireachtas Committee on Foreign Affairs and Trade, and Defence

### **DEVELOPMENTS IN KEY ASPECTS OF THE SECURITY ENVIRONMENT**

The 2015 White Paper (Chapter 2) contains an assessment of the security environment that considered the broad security threats facing the State. This was done in order to situate appropriately the defence policy response in terms of the lead or supporting roles that defence plays. The updating of the security environment assessment from the 2015 White Paper was the starting point in this Update. This work was carried out by a high-level inter-departmental/inter-agency group led by the Department of Defence and comprised representatives of the Department of the Taoiseach, the Department of Justice and Equality, the Department of Foreign Affairs and Trade, the Defence Forces, An Garda Síochána and the Department of Communications, Climate Action and Environment.

The updated security environment assessment examined developments in the global and regional security environment, the geopolitical environment and the domestic security environment. The updated assessment concluded that while the essential aggregate level of threat facing this State has not altered in a way to justify increasing the overall stated level of threat, the position has developed and changed in the period since 2015. Threats to security, involving attacks leading to loss of life have occurred in, and threats to civil life remain as a feature of, our near neighbourhood. Furthermore, events internationally impact increasingly on our political, social, economic and environmental well-being, in ever more complex ways and patterns. The threats in the cyber domain and from espionage have been assessed as increasing since 2015. The wider political global environment presents as ever more complex and uncertain. The presence and activities of groups within Ireland with real or aspirational terrorist intent will continue as a security preoccupation of Government and relevant departments and agencies.

In conducting this work, the Department of Defence had regard to the work of the Cabinet Committee on Security and noted developments arising from the Report of the Commission on the Future of Policing in Ireland, published in 2018. The undertaking of the updated security environment assessment, as a practical exercise and in terms of what it says, reconfirms the need for a more evolved approach to national security management in Ireland. The establishment of the National Security Analysis Centre (NSAC) and steps it has taken to develop a National Security Strategy are very relevant in this context. When finalised, the Strategy should identify and elaborate on inter-dependencies and serve to inform and enhance debate in the public domain on security matters.

### **REVIEW OF WHITE PAPER IMPLEMENTATION**

The Update included a review of overall progress on all 95 White Paper implementation projects.

The review of White Paper projects resulted in a number of important decisions being taken that will have a bearing on overall prioritisation and sequencing of projects. This includes those currently underway and those ear-marked for earliest possible commencement within the framework of the overall ten-year implementation

programme (2015 to 2025). In particular, in the area of Defence Forces human resources and recruitment and retention, the importance of the projects to conduct a gap-analysis of skill-sets within the PDF and the advancement of the Capability Development Function surfaced as key requirements. The gap analysis project, which is to identify the extent of skill gaps and appropriate measures to address them, is key to commencement of certain other projects, including a number that relate to the RDF. Its importance has been further emphasised by the focus on workforce planning in the Government's High Level Plan to implement the 2019 Report of the Public Service Pay Commission (PSPC).

#### **CONSULTATION WITH THE OIREACHTAS**

The Minister with responsibility for Defence met with members of the Joint Oireachtas Committee on Foreign Affairs and Trade, and Defence, on 5<sup>th</sup> March 2019 in relation to both the White Paper Update and the process of establishing the fixed cycle of defence reviews.

This Ministerial level engagement with the Joint Committee re-enforced the importance of a fixed cycle of reviews process and highlighted the importance, in the democratic parliamentary setting, of a reflective approach which connects policy formulation and implementation in ways that are relevant to the changing security context. It also re-enforced the importance of connection with the citizen and the need for defence to serve society's needs in a manner that reflects the preferences of our people.

Looking to the future, there is scope to develop a more evolved approach to the consultative process with the Oireachtas to enhance the process of parliamentary engagement and provide sufficient opportunities for parliamentary input to the process. This is an aspect that is being considered as part of the White Paper project (no. 86) that is seeking to develop an approved structure around future defence reviews.

#### **CONCLUSIONS**

The following is a summary of the main conclusions arising from the White Paper Update.

- In overall terms, Defence remains of paramount importance to this State and as a vital element of overall security policy, provides the bedrock of stability and prosperity across political, social, economic and environmental domains.
- The Update reconfirmed the approaches in the White Paper, including the roles of the Defence Forces, and continued development of defence capabilities to meet a range of current and contingent requirements. In addition, it reinforced Ireland's active approach to international engagement as an absolute necessity in the present and likely future security environment.
- The Update also reconfirmed a feature noted from the White Paper, the need for greater debate on security matters in the public domain, while retaining appropriate levels of confidentiality, especially in the operational sphere. As in all aspects of public policy, a more informed approach, on national security and defence matters, will contribute to better decision-making on policy direction and resource allocation.
- The experience of the Update also underlined the importance of a National Security Strategy, which is now being developed by NSAC.

- The Update tracked international security developments, some of which Ireland has helped shape. The Update has served to underline the importance of Ireland's participation in the international sphere because such participation is the primary means by which we can shape events or policies taken individually or collectively by other States that may impact here.
- In recording the evolution of security policy features, especially in the EU through Permanent Structured Cooperation (PESCO) and other Common Security and Defence Policy (CSDP) initiatives, the Update captured the increasing rigour which governs questions of the level of military capacity and, at policy level, the associated guiding level of ambition.
- Human resources are a key component of capability and the Update recognised that the Defence Forces are below their full establishment of 9,500 personnel, significantly so in the case of the Air Corps and Naval Service. This is a capability deficiency that will require a continued and unrelenting focus. The Update noted that the current shortfall is especially marked in specialist areas, where small numbers are more vulnerable to gaps. Without giving rise to any compromise on safety, the impact of these shortfalls results in greater pressure on individual members and units; there have also been impacts on the scope of Air and Naval operations and the operational availability of some aircraft and the overall number of ships that have to be managed carefully. Priority will remain on the measures underway to address these challenges, although this Update also gave recognition to the possibility of the need for additionality in certain areas including special forces, cyber, safety management, headquarters (including capability development and joint operations) and other specialist roles.
- Finalisation of the Update coincided with publication of the Third Report of the PSPC, which carried out a comprehensive examination of recruitment and retention issues in the Defence Sector. The Government put in place a High Level Implementation Plan that includes a range of improvements in remuneration, along with the building blocks for further important initiatives. A joint civil-military Programme Management Office has been established to facilitate full implementation of the Plan. The Plan, based on the PSPC's recommendations, will result in reprioritisation of some of the existing White Paper human resources related projects and civil-military work on producing a single list of such projects is currently being carried out.
- Understandably, during the economic crisis, investment in Defence, as elsewhere, was significantly curtailed. However, the impact of this period of reduced investment allied to the relatively low absolute levels of investment, tightly constrain the building of capability as fast as would be desirable. The Update noted that absolute levels of spend, even with the increases under the multi-annual capital programme, launched as Project Ireland 2040, remain low against comparable international benchmarks.
- Present funding levels result in major equipment platforms being replaced only very sequentially, or over extended periods of acquisition. Given current allocations, many of the equipment requirements identified cannot be advanced for some time. Others, identified in the White Paper as being suitable for investment, should additional

investment become available, for the present, fall outside what can be prioritised within existing budgets. The need to take account of climate change objectives will be a further consideration in relation to future investment.

- An area in which investment has been particularly constrained is that of physical infrastructure. As well as training lands and ranges, this chiefly covers military facilities in barracks, comprising accommodation, support, training and all other aspects of running and maintaining defence operations across land, air and sea. While there have been very important modernisation projects completed in the last few years, there is continuing potential for additional investment in military facilities.
- One of the strongest conclusions coming through the White Paper projects review was the need to build a stronger and more integrated approach to capability planning and delivery. It is a reality that individual projects will necessarily focus, in the first instance, on those elements of capability with which they are primarily concerned. However, to succeed in delivering capability at Defence organisational level, no single area of capability can operate in isolation. There is a specific White Paper project (no. 31) dealing with capability development, including developing a process to embed this into the strategic management function of the Defence Organisation. The Update strongly reinforced the necessity for this project and the need for it to be accelerated.
- While the scope of the Update did not provide for an end-to-end review of all capabilities, it did allow for some degree of individualised analysis of progress. Combined with the updated assessment of the security environment, and review of changes generally in the Defence setting since 2015, this allowed for a high-level appraisal of areas of capability which warrant particular attention. Those identified include the importance of further development of special forces capabilities, enhancing ISTAR, addressing deficiencies in radar capabilities across all domains, building cyber capacity for the present and the future, as well as emerging equipment requirements involved in providing enhanced levels of force protection for deployment in future overseas missions.

## **3. National and International Security**

### **3.1 Cabinet Committee on Security**

The Cabinet Committee on Security is a new cabinet committee covering issues relating to justice, defence, Garda reform and national security. The existence of a cabinet level committee facilitates necessary Ministerial involvement, including that of the Minister for Defence, in the broad dimensions of security as well as a range of specific matters requiring Ministerial and Government consideration and decision.

Amongst relevant issues is the follow-up to the Commission on the Future of Policing which reported in September 2018. Implementation of the Commission's Report is being overseen by a High Level Steering Board and an Implementation Group on Policing Reform, with Department of Defence input.

The Cabinet Committee's remit also includes oversight of implementation of the Government's High Level Plan to implement the Report of the PSPC on recruitment and retention issues in the PDF.

### **3.2 National Security Committee**

The role of the Committee is to ensure that the Taoiseach and Government are kept informed of high-level security issues and the State's response to them. The Committee comprises the Secretary General to the Government, Secretary General of the Department of Foreign Affairs and Trade, Secretary General of the Department of Justice and Equality, the Garda Commissioner, the Secretary General of the Department of Defence and the Chief of Staff of the Defence Forces. The Committee receives threat assessments from the Garda Commissioner and the Chief of Staff.

The Chief of Staff and the Director of Intelligence advise the Minister for Defence on intelligence and security matters and operations. The Minister has the legal authority, at the request of the Director of Intelligence, to authorise, *inter alia*, certain communications intercepts, the carrying out of surveillance and the use of tracking devices in accordance with the relevant legislation. The Secretary General advises the Minister on all policy issues in this regard.

### **3.3 National Security Analysis Centre**

Arising from the recommendations in the Report of the Commission on the Future of Policing, NSAC was established under the aegis of the Department of the Taoiseach. A Director (Mr. Dermot Woods) has been appointed to NSAC and one of his key roles is to support the National Security Committee.

A key responsibility of NSAC is the development of a National Security Strategy. The associated work and operation of the Centre will help refine and shape the national security architecture and future approaches across government to assessing the security

environment, including in the context of future fixed cycle defence reviews. A National Security Strategy is presently being developed by NSAC for ultimate approval by Government. The consultation mechanisms involved in the preparation of the draft Strategy include a public consultation process which closed on 31<sup>st</sup> December 2019, and the analysis of the submissions received will inform the draft Strategy.

Two personnel from the Defence Organisation, one civil (Assistant Principal level) and one military (Lieutenant Colonel level), have been seconded to NSAC.

### ***3.4 Domestic Security/Aid to the Civil Power***

Internal security is primarily the responsibility of An Garda Síochána with the Defence Forces playing a key role in providing, on request, ATCP support. In contrast to many countries, Ireland has a predominantly unarmed police force and, as a result, the Defence Forces provide internal security supports to An Garda Síochána on an on-going basis. Some typical examples of such support are outlined below.

#### **GARDA AIR SUPPORT UNIT**

The Air Corps supports An Garda Síochána in the operation of two helicopters and a fixed wing aircraft, which form the GASU. The Air Corps provides regulatory oversight and piloting for the two helicopters and also has responsibility for maintenance of the fixed wing aircraft. The Air Corps support to the GASU is covered by the terms of a Service Level Agreement with the Department of Justice and Equality.

#### **EXPLOSIVE ORDNANCE DISPOSAL**

EOD teams regularly respond to requests made by An Garda Síochána for Defence Forces assistance in dealing with a suspect device or for the removal of old ordnance. EOD teams provide a unique response capability within the State to deal with such incidents. This capability has been developed over many years in operational environments both at home and overseas, and has been further enhanced in the area of chemical, biological, radiological and nuclear (CBRN) operations.

#### **STATIC GUARD AND CASH ESCORTS FOR THE CENTRAL BANK**

The Department of Defence recoups the full economic costs incurred as a result of escort and security services provided by the Defence Forces to the Central Bank. The total cost of this service annually is in the region of €1.3m.

#### **JOINT TASK FORCE ON DRUG INTERDICTION**

The Joint Task Force (JTF), which was established in 1993, enhances co-operation between An Garda Síochána, the Revenue Commissioners and the Naval Service in enforcing the law in relation to drug trafficking at sea. The JTF is brought together when An Garda Síochána and Revenue review intelligence received and consider that a joint operation should be mounted.

#### **PRISON SECURITY**

At the direction of Government, the Defence Forces continue to provide security at Portlaoise Prison. They also provide prisoner escorts to and from the courts and hospitals, at the request of An Garda Síochána.

## **SECURITY AT KEY LOCATIONS**

Also at the direction of Government, Military Police provide a 24/7/365 presence in Government Buildings in support of An Garda Síochána and to support the security needs within the Government Buildings/Leinster House complex.

At the request of An Garda Síochána, the Defence Forces provide static 24/7/365 security at the Irish Industrial Explosives premises in Enfield, Co. Meath.

## **3.5 Aid to the Civil Authority and other tasks**

In addition to providing ATCP, and participating in overseas peace support operations, the Defence Forces also undertake a broad range of tasks on a day-to-day basis, and across a wide range of contingencies, in its ATCA role. Examples of this would include providing assistance to the local authorities and the HSE during flooding/severe weather events, gorse fires, etc. that can occur throughout the country.

The Department of Defence has developed Memorandums of Understanding (MOU) and Service Level Agreements (SLA) in order to improve working relationships, service delivery and performance measurement. The general approach, where services are provided by the Defence Forces on a recurring basis to other Government Departments and Agencies, has been to agree a MOU or a SLA as a framework for the provision of services. The White Paper on Defence provides that the Department continues to formalise arrangements with other Departments and Agencies through the development of MOUs and SLAs and at present 35 such agreements are in place.

## **FISHERY PROTECTION**

The Naval Service conducts routine maritime surveillance patrols throughout Ireland's maritime jurisdiction on a day to day basis. In doing so, the primary tasking of the Naval Service is to provide a fishery protection service based on outputs agreed annually with the SFPA in accordance with the State's fishery protection legislation and its obligations as a member of the European Union. On any given patrol day, the Naval Service can carry out a number of taskings on behalf of other State agencies such as An Garda Síochána and the Customs Service of the Revenue Commissioners.

The Naval Service provision of a fishery protection service is augmented by the Air Corps' Maritime Patrol aircraft, again on the basis of outputs agreed annually with the SFPA.

Currently, two Naval Service vessels, LÉ Eithne and LÉ Orla, are on Operational Pause. A high level civil military group has identified a number of options with a view to ensuring earliest possible return by the Naval Service to full operational capacity. Despite challenges faced, it is nevertheless the case that the Naval Service achieved 95% of its fishery patrol target in 2019.

## **AIR AMBULANCE**

The Air Corps provide a long standing emergency inter-hospital transfer service within Ireland and to the United Kingdom in support of the HSE. This service is underpinned

by a SLA between the Department of Defence and the Department of Health which formalises arrangements for the provision of the service by the Air Corps.

In addition, the Air Corps also supports the HSE's Emergency Aeromedical Support (EAS) service. This service commenced in June 2012 and was established, initially on a pilot basis, by agreement between the Departments of Defence and Health. A permanent service was established following a Government decision in July 2015. The Air Corps supports this service through the provision of a dedicated helicopter operating during daylight hours out of Custume Barracks, Athlone, with reserve support being provided by the Irish Coast Guard. Since being established, the Air Corps has performed over 2,600 missions.

On foot of Military advice, the Air Corps were not in a position to accept EAS taskings by the National Ambulance Service for four days per month for a period of four months starting in November 2019 and ending in February 2020 (16 days in total). During those days, when the Air Corps were not accepting taskings, the Irish Coast Guard provided reserve cover to the National Ambulance Service. In addition, the Department of Health arranged for further back up through a charity helicopter service based in Roscommon Hospital on the days when the Air Corps was not in a position to accept EAS taskings.

This interruption was necessary from a safety and governance perspective with the safety of Air Corps personnel, HSE staff and patients being the shared number one priority.

#### **MINISTERIAL AIR TRANSPORT SERVICE**

The MATS is delivered primarily by the use of the Learjet 45 aircraft. The Learjet has a capacity to carry seven passengers and can be tasked with short and medium haul missions to the UK and Europe. A total of 46 Lear missions took place in 2019.

An inter-departmental high-level group of officials has been established (the MATS Review Group) to examine options for the future provision of the MATS. The MATS Review Group is preparing a Report to Government with recommendations and its work remains ongoing.

### ***3.6 International Security and Defence Policy***

#### **POLICY OVERVIEW**

It is acknowledged that no state acting alone can address the entirety of existing and emerging security challenges. They require a co-ordinated, collaborative and integrated collective response drawing on a wide range of policy instruments at national level and through multilateral collective security arrangements. Ireland through its proactive engagement with the UN, the EU, the OSCE and NATO Partnership for Peace (PfP), and bilaterally with other states, continues to contribute to a range of cooperative and collaborative security arrangements in support of international peace and security.

Ireland maintains a policy of military neutrality which is characterised by non-membership of military alliances and non-participation in common or mutual defence arrangements.

Deployment of Defence Forces' personnel on peace support missions is undertaken in accordance with relevant legislation, which contains the requirement for Government, Dáil and UN approval, known as the "triple-lock". This provision applies in all circumstances where more than 12 personnel are to be deployed on a peace support mission. However, under the provisions of the Defence (Amendment) Act 2006, personnel may also be deployed for such reasons as training and humanitarian operations under the sole authority of the Government.

### **THE EU AND THE UN**

Relations between the EU and the United Nations have developed over time into a rich and diverse network of co-operation and interaction, spanning virtually the entire range of EU external relations. The main areas in which the UN is active today – such as promoting international peace and security, promoting respect for human rights, protecting the environment, fighting disease, fostering development and reducing poverty – are also key priorities for the European Union.

As a guiding principle, EU-UN cooperation in crisis management is based on the added value to both organisations and on producing operational benefits building on complementarity of efforts on the ground, within the overall aim of ensuring EU-UN effectiveness and coherence on peace and security.

Ireland regards EU-UN co-operation in the area of Crisis Management as an important tool in strengthening effective multilateralism by allowing both organisations to work together to respond more effectively in times of crisis. The relationship between the EU and UN is a key consideration in advancing the role of the Union in international crisis management.

### **EU COMMON SECURITY AND DEFENCE POLICY**

With the entry into force of the Lisbon Treaty on 1<sup>st</sup> December 2009, the EU's European Security and Defence Policy was renamed the Common Security and Defence Policy. CSDP is an integral part of the EU's Common Foreign and Security Policy, which encompasses the EU's international obligations to the maintenance of international peace and security.

CSDP's primary function is to provide the Union with an operational capacity to undertake peacekeeping and crisis management missions outside the territory of the Member States. In addition to military tasks, there is a significant civilian and humanitarian dimension. The EU has at its disposal a wide range of instruments which it can deploy in this regard. These include economic, political, administrative, rule of law, etc.

Ireland's participation in CSDP takes place within the framework of our commitment to the primacy of the United Nations in the maintenance of international peace and security. Based on the provisions of the Treaty on European Union, amended by the Lisbon Treaty, Ireland has continued to participate in the ongoing development of EU military and civilian crisis management capabilities under CSDP.

The two main structures for the development and implementation of CSDP are the Political and Security Committee (PSC) and the EU Military Committee (EUMC). These

bodies are supported by the Council Secretariat and the EU Military Staff respectively. Ireland is represented at ambassadorial level in the PSC and by a Brigadier General, representing the Chief of Staff, within the EUMC. Defence personnel, based in Ireland's Permanent Representation to the European Union, work proactively in representing Ireland's national interests within the Union, in association with colleagues from the Department of Foreign Affairs.

Participation in CSDP imposes no obligation on a Member State to participate in any EU operation. The deployment of troops and personnel or the commitment to contribute financially remains the exclusive prerogative of each Member State, to be decided in accordance with its own national decision making processes. The Lisbon Treaty expanded the scope of tasks undertaken in EU crisis management operations and introduced new processes for solidarity, assistance and cooperation. However, under the guarantees secured by Ireland there was no fundamental change to the Irish approach to supporting EU actions in CSDP.

### **EU GLOBAL STRATEGY ON FOREIGN AND SECURITY POLICY**

In light of increasing security challenges in the EU neighbourhood, issues in the area of security and defence within the EU have taken on increased importance with an accelerated pace of development and implementation. The Department is fully engaged in this process at EU level, negotiating and promoting Ireland's interests in accordance with the policies set out in the White Paper, in consultation with the Department of Foreign Affairs and Trade and other relevant Government departments.

The High Representative for Foreign Affairs and Security Policy presented the EU Global Strategy on Foreign and Security Policy to the European Council in June 2016 and an associated Implementation Plan to Foreign and Defence Ministers in November 2016.

Its five priority themes are (i) security and defence, (ii) building resilience of states and societies, (iii) an integrated approach to conflicts and crises, (iv) support for cooperative regional orders and (v) supporting global governance. The Strategy has a positive focus on the Middle East Peace Process, disarmament, gender, the UN and importance of multilateralism more generally.

Since its adoption, implementation has focused on security and defence, resilience and the integrated approach. A priority in the time ahead will be the EU's work in support of global governance, multilateralism and the UN. Strengthening the EU's peace-keeping and crisis-management capacity in support of the UN will be an integral part of implementing the Global Strategy and will be done through the further development of the CSDP, as defined in the EU Treaties, including through greater cooperation and coordination between military and civilian CSDP Missions and Operations.

### **EU DEFENCE MINISTERS MEETINGS**

While there is no formal Defence Ministers Council, Defence Ministers meet twice during each 6 month EU Presidency (one informal meeting and one meeting with Ministers for Foreign Affairs). Ministers also meet in the format of the European Defence Agency (EDA) Steering Board. The next meeting of EU Defence Ministers (informal) is scheduled to be held in Germany on 26<sup>th</sup>/27<sup>th</sup> August 2020.

## **EU BATTLEGROUPS**

The term ‘Battlegroup’ is a standard technical military term. Essentially, it is a battalion-sized force with its support elements; including transport and logistics. The overall size is about 1,500 personnel. EU Battlegroups have a readiness to deploy within 5 to 10 days to a range of possible missions, sustainable for 30 days extendable to 120 days. Battlegroups, as part of the EU’s CSDP, offer a stand-by military capability that enables the EU to react to a crisis situation, if requested to do so by the UN. The stand-by period is for six months.

Participation in EU Battlegroups demonstrates Ireland’s commitment to the development of EU capabilities in the area of crisis management and contributes to our overall credibility within the Union. Experience has shown that Ireland’s participation in the Nordic Battlegroup in 2008, 2011 and 2015 and the Austro-German Battlegroup in 2012 has enhanced the Defence Forces’ ability to work with other nations in a multinational environment and has served to enhance the Defence Forces reputation as a provider of a credible military capability. Ireland also participated in both the German led and the UK led Battlegroups during the second half of 2016. Ireland is currently engaged in preparations for the German led Battlegroup. This Battlegroup will be on standby during the second half of 2020.

The Defence Forces participation in Battlegroups also supports Ireland’s efforts in securing partners for UN blue hat operations, due to the close civil and military relationships built through our participation. For example, Finland, which participated in the Nordic Battlegroup has since partnered with Ireland in Chad and remains partnered with Ireland in Lebanon.

Ireland’s participation in a specific Battlegroup operation would, as always, be subject to the usual “Triple Lock” requirements of a UN Mandate and Government and Dáil approval, as appropriate, in accordance with the Defence Acts.

## **PERMANENT STRUCTURED COOPERATION**

PESCO is a process under which groups of Member States can come together to develop capabilities in support of CSDP Operations, to develop and make available additional capabilities and enablers for peacekeeping and crisis management operations. PESCO participants commit to meeting a range of financial, investment, operational and capability commitments. 25 Member States have joined PESCO (Denmark and Malta have not).

Ireland's participation in PESCO was agreed by Government and approved by Dáil Éireann prior to the adoption of the Council Decision establishing PESCO on 11<sup>th</sup> December 2017. Ireland is a participant in one PESCO project (Greek-led Upgrade of Maritime Surveillance). Ireland also has Observer status on a further nine PESCO projects. There are currently 47 PESCO projects. These include projects in the areas of capability development, cyber and in the operational dimension.

As 2020 marks the end of the first of two initial PESCO phases, a strategic review must be completed before the end of the year in line with the Council Decision establishing PESCO. This process has begun at EU working group level.

### **PROPOSED EUROPEAN PEACE FACILITY**

The European Peace Facility (EPF) is a proposed off-budget funding mechanism outside of the European Union's multi-annual budget. It is intended to enable the financing of all Common Foreign and Security Policy (CFSP) actions having military or defence implications by both drawing together existing off-budget mechanisms such as the Athena mechanism and the African Peace Facility and eliminating existing gaps in the Union's external action toolbox. It has been proposed that the EPF may also be used to finance capacity building of EU partners relating to military or defence matters in pursuit of CFSP objectives.

Work at EU level on the EPF has advanced during the Croatian Presidency and is expected to conclude during the second half of 2020 under the German Presidency. This is to facilitate the EPF clearing requisite legal and administrative procedures in advance of a proposed operational commencement date of 1 January 2021. This date marks the commencement of the next EU long-term budget, the Multiannual Financial Framework (MFF) 2021 - 2027. The proposed off budget allocation for the EPF over the 7-year period of the next MFF is €8bn.

### **COORDINATED ANNUAL REVIEW ON DEFENCE**

The Coordinated Annual Review on Defence (CARD) is a process within the EU under which member States exchange data on future plans in relation to defence policy, capability development, budgets and investment. The process aims to create greater transparency through sharing information on defence plans and thus facilitating greater collaboration among member States on defence capability development, investment and procurement.

A trial run of the CARD process looking at data covering the period 2015 to 2020 was completed recently and lessons learned are currently being evaluated. The first full CARD cycle commenced in 2019 and involves bilateral meetings, a review period and a final report in autumn 2020.

The European Defence Agency (EDA), together with the EU Military Staff, act as the 'CARD secretariat'. Ireland is fully engaged with the CARD process, has participated in bilateral meetings and fed into workshops aimed at sharing the experiences gained and lessons identified with a view to improving the full CARD.

### **EUROPEAN DEFENCE AGENCY**

Ireland joined the EDA when it was established in 2004. The Agency is headed by the EU High Representative for Foreign Affairs and Security Policy. The Mission of the EDA is to support the Council and the Member States in their effort to improve the EU's defence capabilities in the field of crisis management and to sustain the CSDP as it stands now and develops in the future. The work of the Agency is achieved through a Steering Board comprising EU Defence Ministers of the participating Member States.

The EDA's main aims are to support Member States in the area of capability development, to support greater efficiency and competition in the European defence equipment market and to support and improve investment in defence and security research and technology. On a day-to-day basis, the Minister is represented in the EDA by officials from the Department of Defence.

“Pooling & Sharing” is an EU concept which refers to Member States-led initiatives and projects to increase collaboration on military capabilities. Ireland has been actively involved in a number Pooling & Sharing projects including Cyber Ranges, Naval Training which Ireland is leading, and Counter-IED training.

Ireland also supports the Agency’s work in capability development and market initiatives within the framework of CSDP and the relevant treaty provisions and national legislation.

### **EUROPEAN DEFENCE FUND**

The EDF is a new financial mechanism designed to enable and accelerate cooperation among Member States to better coordinate, supplement and amplify national investments in defence. Through the co-funded EDF, Member States will be able to achieve greater output and develop defence technology and equipment that may not be feasible on their own, by pooling national resources. The Fund will also foster innovation and allow economies of scale, which will enhance the competitiveness of the EU defence industry. The Fund will have two strands or windows, which are complementary - the Research Window and the Capability Window.

From 2018 to 2020, the EU Commission allocated €590 million from within existing resources to the European Defence Industrial Development Programme (EDIDP), which is a precursor programme to the EDF. In terms of objectives, the EDIDP and the EDF are broadly similar.

The EDF is an industrial sectoral programme, providing funding for research and capability development, which supports the European Defence and Industrial Technology Base in delivering capabilities for CSDP. The EDF, which will only come into effect post-2020, will be financed under the next Multiannual Financial Framework 2021-2027. The current level of funding proposed is in the region of €8 billion - which will come from the EU Budget - but this will depend on the outcome of negotiations on the Multiannual Financial Framework. These are currently underway and the proposed funding is subject to further revision.

Ireland has co-sponsored a non-paper and a subsequent follow up paper in relation to the EDF along with Netherlands, Denmark, Austria, Belgium, Croatia, Lithuania, Luxembourg, Latvia, Portugal, Sweden and Slovenia which calls upon the EU Commission to adopt work programmes that establish competition for funds as a key principle. The areas covered in this paper reflect many of the positions Ireland took during the negotiations of the EDF e.g. maximising SME involvement, not just large flagship projects which have limited value, widening the focus of the calls which maximises access for all to bid, maximising access for civil industries to the Fund.

### **NATO PFP**

Ireland joined PFP on 1<sup>st</sup> December 1999. Participation in PFP is entirely voluntary. The essence of the PFP programme is a partnership formed individually between each Partner country and NATO, tailored to individual needs and jointly implemented at the level and pace chosen by each participating government. Ireland’s engagement in PFP is supported through Ireland’s Partnership Liaison Office at NATO Headquarters in Brussels.

Ireland’s five priority areas of interest are:

- Co-operation on International Peacekeeping;

- Humanitarian operations;
- Search and Rescue;
- Co-operation in the protection of the Environment;
- Co-operation in Marine Matters.

In common with other neutral EU Member States who are members of PfP, Ireland participates in the PfP Planning and Review Process (PARP) mechanism for planning in relation to peace support operations. The scope of Ireland's involvement in PARP is focused on enhancing interoperability so that Defence Forces personnel can operate efficiently and effectively in a multi-national environment. Ireland completed the PARP Assessment process in June 2019 and work on formalising the 2020 Partnership Goal package will commence in Quarter 3 of 2020 under the newly formed Partnership directorate within NATO Operations Division called the Defence Institution and Capacity Building Directorate."

### **CURRENT PEACE SUPPORT OPERATIONS INVOLVING THE DEFENCE FORCES**

A key element of Ireland's contribution to international peace and security is the commitment of personnel to international peace support operations (PSOs) under a UN mandate. As of 2<sup>nd</sup> June 2020, Ireland is contributing 512 Defence Forces personnel to ten different missions throughout the world. A detailed list of overseas missions and the number of personnel attached is set out in Appendix 7.

The main overseas mission in which Defence Forces personnel are currently deployed is the United Nations Interim Force in Lebanon (UNIFIL). The current contingent (115<sup>th</sup> Infantry Group) comprises an infantry battalion of 278 troops, seven personnel at Sector West headquarters and nine personnel at the Force Headquarters in Naqoura.

The next mission in which a sizeable contingent of Defence Forces personnel is currently deployed is the United Nations Disengagement Observer Force (UNDOF) on the Golan Heights with 134 personnel. The current contingent (61<sup>st</sup> Infantry Group) comprises an infantry group of 125 troops and a deployment of nine people to the Force Headquarters at Camp Faouar. The 61<sup>st</sup> Infantry Group is tasked primarily to serve as the Force Mobile Reserve within the UNDOF Area of Responsibility.

Ireland's contribution to the EU Training mission in Mali is currently 20 Defence Forces personnel based in the mission headquarters in Bamako and in Koulikoro Training Centre. The objective of this mission is to improve the capacity of the Malian Armed Forces to maintain security in Mali and restore the authority of the Malian Government and the territorial integrity of the Malian State. Alongside standard infantry training, training is also being provided in international humanitarian law, the protection of civilians and human rights. A contingent of the Defence Forces has been deployed to EUTM Mali since March 2013. In April 2020, as a result of training activities with the Malian Armed Forces being suspended due to Covid-19, some members of the Irish contingent have been repatriated temporarily leaving 13 Defence Forces personnel in the mission. A further 13 members of the Defence Forces are deployed to the UN's MINUSMA mission in Mali.

## **MEMORANDUM OF UNDERSTANDING BETWEEN DEPARTMENT AND UK MOD**

In 2015 the Minister for Defence and his UK counterpart signed a MOU between the Department of Defence, Ireland and the United Kingdom Ministry of Defence on the enhancement of bilateral engagement on certain aspects of Security and Defence Cooperation.

The MOU provides that the participants will prepare a three-year Action Plan that contains the programme of bilateral cooperation activities for the forthcoming year and sets the intent for the succeeding two years. Various actions provided for within the plan, which is divided thematically into Policy, Land, Air and Maritime activities, are currently being advanced.

Progress on the on the implementation of the original 3 year action plan has been positive, with progress on Military cooperation in areas such as training and education particularly strong. While there has been some progress in the civilian sphere, the MoU provides for greater opportunities, particularly in relation to the potential for civil staff-to-staff talks. Work on the revised Action Plan is ongoing and it is anticipated that a draft Action Plan for 2020-2022 will be submitted for approval in Q4 2020.

An additional MOU between Ireland and the UK concerning the Protection of Defence Classified Information was approved by Government in February 2019 and signed on the 8<sup>th</sup> of April 2019.

### **3.7 *Brexit***

The Department of Defence is fully engaged with planning for Brexit and structures have been put in place to address any potential challenges arising from Brexit. This includes the assignment of responsibility to a senior official (Mr. Ciarán Murphy, Assistant Secretary) in relation to Brexit related matters. The senior official represents the Department on the Inter-departmental Group on EU-UK Affairs which is chaired by the Department of the Taoiseach and is engaged with the identification of key strategic, operational and policy issues arising from Brexit.

The Defence Forces are also engaged in prudential planning for a broad range of contingencies. There is ongoing close liaison between An Garda Síochána and the Defence Forces regarding security matters and regular coordination and liaison meetings take place.

## **4. Human Resources in the Defence Forces**

### **4.1 Overall strength**

The authorised strength of the PDF is 9,500; comprising 7,520 Army, 886 Air Corps and 1,094 Naval Service personnel.

As of 31<sup>st</sup> May 2020, the actual strength of the PDF in whole time equivalent (WTE) posts stood at 8,451 personnel, comprising of 6,837 Army personnel, 727 Air Corps personnel and 887 Naval Service personnel.

The Defence Vote provides funding for a full complement of 9,500 personnel. The gap between authorised strength and actual strength differs across the Defence Forces and can differ within specialities within the Defence Forces.

### **4.2 Recruitment and Retention**

There were 605 new personnel recruited into the PDF in 2019 and 878 departures. This equates to a turnover level of approximately 10% for all departures, including trainees. This is the highest level of turnover that the PDF has experienced in the period since 2002. Military organisations internationally have also experienced higher levels of turnover in recent years.

The trend in departures in recent years has varied, however, the number of trained personnel exiting the PDF has increased progressively since 2017. In this context, the number of personnel to be recruited in order to meet departures has increased. However, numbers actually recruited by the Defence Forces have declined. This has seen net losses and the overarching strength of the PDF decrease year on year.

Certain parts of the PDF have seen higher turnover rates than the overall rate, in particular the Naval Service. In addition, departures amongst personnel can have different impacts depending on their speciality and experience level. The loss of specialists such as pilots, technicians, mechanics and other trades, can take a significant time to address as there is a long lead time to train replacement personnel. Shortages of such specialists can also have a disproportionate impact on Defence Forces capabilities and this has led to operational restrictions in the Air Corps and Naval Service. In a buoyant labour market, members of the Defence Forces with specialist skills were highly sought after. In addition, many of those who departed did so with pension entitlements and this could also make working in the private sector more attractive financially.

Pay levels in the Defence Forces are governed by central pay agreements the most recent being the Public Service Stability Agreement 2018-2020. As part of that process the Department brought recruitment and retention difficulties to the attention of the Public Service Pay Commission (see next section). Aside from pay, there have been a number of initiatives taken to address personnel shortages in the PDF. These include the development of a scheme to provide for the re-commissioning of former Officers of the

PDF. This has seen a number of pilots re-enter the Air Corps. Direct entry schemes to recruit specialist personnel for the Naval Service have also been launched, albeit with limited success.

One impact of the Covid-19 crisis is a surge in applications for enlistment into the Defence Forces. A reduction in the numbers applying for early discharge is also expected. Training of recruits, with the exception of the Naval Service, has been suspended to focus Defence Forces resources on the Covid-19 response. The challenge for the Defence Forces in the period ahead will be to manage the relationship with applicants while also optimising the training of recruit intakes as the numbers move upwards towards 9,500.

On 1<sup>st</sup> April 2020 a scheme to re-enlist former personnel of the PDF was launched. The intent is to re-enlist specialist personnel, where vacancies exist, for periods of up to three years. This will allow for personnel currently in training to qualify, whilst immediately addressing operational pinch-points. This scheme has attracted significant interest.

A range of non-pay retention measures have been progressed by the Defence Forces and these include initiatives to enhance work-life balance and enhanced opportunities for personal development through sport, education and career courses.

It is unclear at this point what impact the current economic situation will have in the short and medium term on the recruitment or retention of personnel in the Defence Forces.

### ***4.3 Public Service Pay Commission (PSPC) Report***

Similar to other areas within the public service, the pay of PDF personnel was reduced during the financial crisis. Arising from the First Report of the PSPC and the subsequent Public Service Stability Agreement 2018-2020, the Government tasked the PSPC with conducting a comprehensive examination of recruitment and retention challenges in the Defence Sector. The PSPC submitted its Third Report, on recruitment and retention issues in the PDF, to the Minister for Finance and Public Expenditure and Reform in May 2019. The PSPC's Report was subsequently accepted in full by the Government on 4<sup>th</sup> July 2019 and a comprehensive High Level Implementation Plan, entitled "Strengthening our Defence Forces Phase One", was also published by the Government on the same date.

Following acceptance of the recommendations of the PSPC Report by the PDF Representative Associations (the Permanent Defence Force Other Ranks Representative Association (PDFORRA) and the Representative Association of Commissioned Officers (RACO)), implementation of these recommendations is now underway.

The PSPC report recommended a range of measures that would result in immediate and future benefits for members of the PDF. The immediate measures included:

- 10% increase in military service allowance;
- Restoration to pre-Haddington Road levels of certain specific allowances;
- Restoration of premium rates for certain weekend duties; and
- Restoration of a service commitment scheme for Air Corps pilots.

These measures have now been implemented and will cost €10 million per annum. This is in addition to increases in pay which members of the PDF are receiving under the Public Service Stability Agreement 2018-2020 (see Section 8.1 for further details of pay). The remaining recommendations are being progressed as part of the High Level Implementation Plan (see next section).

#### ***4.4 High Level Implementation Plan***

The High Level Plan provides for measures in the short, medium and longer term to deliver on the PSPC's recommendations. The overall programme of work comprises 15 individual projects (see Appendix 8 for a list of all 15), five of which are led by the Department of Public Expenditure and Reform. The latter include a review of pay structures in the PDF and the identification of pay related retention measures. Both of these measures will be progressed within the framework of the Public Service Stability Agreement and future public sector pay negotiations. A range of other pay and non-pay related actions are also being progressed.

Of the ten projects being led by the Department of Defence (civil and military), nine are currently up and running and are being progressed as quickly as is possible in the circumstances.

These projects include a review of technical pay, which affects enlisted personnel who are specialists. The Department of Defence review was completed in the required timeframe with an initial priority focus on technical specialists in the Air Corps, Naval Service and CIS Corps. The recommendations arising from the review of technical pay have not been implemented, as yet, as sanction to do so is required from the Department of Public Expenditure and Reform.

Options for incentivising longer service for certain non-commissioned officer (NCO) and officer ranks, in particular those with specialist skills undergoing a significant loss of experience, are being developed and this will feed into future pay negotiations.

There are also a range of non-pay projects, on which work is underway or due to commence shortly. These include a review of recruitment methods, enhanced workforce planning, enhanced professional military education, bespoke leadership training, development of a mental health and wellbeing strategy, a review of barriers to extended participation in the PDF, the development of further non-pay retention measures and consideration of the provision of additional specialist posts in certain areas.

A Programme Management Office (PMO), within the Department of Defence, has been established to co-ordinate, facilitate, support and monitor implementation of the Defence aspects of the Plan. The PMO reports weekly on the progress of implementation of the plan to designated programme sponsors. The PMO also reports monthly on the progress of implementation to the SMC and to a recently established civil-military Strategic HR Group (SHRG). In line with the oversight arrangements detailed in the Plan, an external HR advisor has also been appointed to assist with its implementation. This work has been impacted by the Department and Defence Forces' COVID-19 response but remains a priority.

## **4.5 Equality, Gender and Diversity**

As at 31<sup>st</sup> May 2020, there were 587 whole time equivalent female personnel in the PDF. This represents 6.9% of the total serving strength of 8,451. The number of female personnel in the three services of the Defence Forces is set out in the table below:

Service	No. of female personnel	No. of female personnel as % of total
Army	486	7.1%
Air Corps	37	5.1%
Naval Service	64	7.21%

The Defence Forces are committed to gender equality and employ a gender perspective in all policies and regulations. The Defence Forces Diversity and Inclusion Strategy and Action Plan promotes diversity, inclusion and equal opportunities for all members of the Organisation.

A number of specific initiatives have been implemented to increase female participation in the Defence Forces including:

- The Defence Forces have initiated a range of family-friendly policies with a focus on improving the work-life balance of serving personnel.
- Personnel Support Services are available including crisis pregnancy support, post-natal depression and sudden loss, miscarriage and bereavement counselling.
- Parental Leave.
- Shorter Working Leave which a member may be granted leave, without pay and allowances, for the purpose of balancing their working arrangements with outside commitments including school holiday periods of their children.

Work continues on two gender related White Paper Projects; one to ‘explore the contribution of gender focused measures in peacekeeping, particularly in relation to the deployment of female personnel’, and a second which aims to conduct a survey ‘to identify impediments to the advancement of women in the PDF’.

With regard to Equality, Diversity and Inclusion, the Defence Forces’ LGBT Network, Defend with Pride, continues to support LGBTI personnel within the organisation and their families.

## **4.6 Independent Monitoring Group**

An Independent Monitoring Group (IMG) was established in May 2002 to oversee the implementation of recommendations arising from a report on the extent of harassment, bullying, discrimination and sexual harassment within the Defence Forces. Reports of the IMG issued in 2004, 2008 and 2014. The 2014 Report made a total of 35 recommendations including that a further independently chaired review of progress in the context of workplace dignity, bullying, harassment, sexual harassment and

discrimination in the Defence Forces should be conducted. Terms of Reference for the commissioning of a new IMG report have been prepared.

#### ***4.7 Defence Forces Climate Survey***

The Defence Forces Climate Survey, published in 2016, was commissioned on foot of a recommendation contained in the 2014 IMG Report. In line with a similar survey carried out in 2008, approximately 11% of personnel were sampled.

Follow up work on the initial findings in the Survey was conducted by University of Limerick researchers, via focus groups. The resulting report published in July 2017 explored issues such as pay and conditions (particularly for the lowest paid members of the Defence Forces), vacancies, recruitment and retention, promotion systems, performance management, leadership, culture, morale, stress and work-life balance.

Issues raised in the survey are being addressed in a number of ways, including through implementation of the White Paper, the Government's High Level Plan to implement the PSC Report and the Defence Forces' work programme. Other actions arising from the Climate Survey will be progressed through the Conciliation and Arbitration process.

#### ***4.8 Organisation of Working Time Act 1997***

In November 2016, the Government granted approval to the Minister for Jobs, Enterprise and Innovation to prepare the heads of a Bill to amend the Organisation of Working Time Act 1997 to bring the Defence Forces and An Garda Síochána within its scope, subject to derogations permitted by the EU Directive on Working Time (Council Directive 93/104/EC of 23<sup>rd</sup> November 1993). The approval was sought further to a commitment given by the Minister for Jobs, Enterprise and Innovation in response of a request made by the Minister for Justice and Equality in the context of a High Court case, *Gaine and Harrington -v- Commissioner of An Garda Síochána and Others*.

At present, both An Garda Síochána and the Defence Forces have a blanket exemption from the provisions of the Act. Developing EU Court of Justice case law, and the above High Court Action, now make this position untenable.

The Government gave a commitment to bring the Defence Forces (and An Garda Síochána) within the scope of the Organisation of Working Time Act 1997, which transposed the EU Directive on Working Time into Irish law.

The Department of Employment Affairs and Social Protection has lead responsibility for amending existing legislation in order to remove the current blanket exemption on An Garda Síochána and the Defence Forces from the scope of the 1997 Act. While this is a complex matter, work is underway in the Department of Employment Affairs and Social Protection, who are liaising with the Department of Defence.

The Defence Forces have undertaken significant work in examining the nature of the duties of the Defence Forces and how the EU Directive can be applied to its members.

Implementation of the Directive is a complex process and work remains ongoing at this time.

PDFORRA have initiated litigation alleging non-compliance with the Working Time Directive. Agreement was reached as part of a mediated agreement to deal with litigation relating to duties undertaken in Portlaoise Prison and EOD duties. This agreement was extended to RACO and any other issues relating to alleged breaches of the Working Time directive will be dealt with through the C&A process in the first instance. (See also Section 9.5 below.)

## 5. Defence Funding

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

Worthy of particular note at the outset is the fact that, in recent years, the capital element of Vote 36 has been enhanced by the allocation of savings from elsewhere in the Vote, primarily from payroll savings arising from the PDF being below its authorised full strength. The ability to retain savings within the Vote, over a number of years, has made a very important contribution to the overall level of investment in equipment and barracks infrastructure. While recruitment and other measures have continued to be pursued very vigorously to return the PDF to full strength, the fact that savings in the Vote have been retained in full, and invested in the Defence Forces, is an important continuing commitment to Defence. It is useful to emphasise this point, because, it has repeatedly been reported by media and other commentators, despite regular correction, that savings have been returned unspent rather than re-invested in Defence.

### 5.1 Vote 35 (Army Pensions)

#### OVERVIEW

The Army Pensions Vote provides for the payment of pension benefits to retired military personnel and certain dependants. As such, the Vote is primarily non-discretionary and demand driven. Superannuation benefits – retirement pensions and once-off lump sums – account for about 95% of all military pensions expenditure. The balance is spent on military disability pensions and other ancillary benefits.

The following table summarises the position in relation to Vote 35 in 2019 and 2020.

<b>Vote 35</b>	<b>2019 Estimate</b>	<b>2019 Outturn</b>	<b>2020 Estimate</b>
<b>Gross (€m)</b>	251.0*	251.0	259.1
<b>A-in-As (€m)</b>	5.0	5.0	5.0
<b>Net (€m)</b>	246.0	246.0	254.1

*\*Includes a supplementary estimate of €1.9m*

#### FUNDING

The Army Pensions Vote has required supplementary estimates over the past number of years. This is essentially because the amounts originally provided in those years were not sufficient to meet the costs that transpired. The Department largely met any pension shortfalls from corresponding savings on the Defence Vote (Vote 36) e.g. identified pay savings that arise from the gap between retirements and the recruitment of replacement personnel (normally recruited in batches of 30+ to facilitate collective training).

A range of factors has contributed to increased military retirement benefit costs. There are particular difficulties that are unique to the Defence Forces in terms of predicting retirement and turnover patterns, and which can contribute to greater than expected

expenditure in any given year. This is due, amongst other things, to the availability of the early payment of pension benefits immediately on retirement after relatively short periods of service, and regardless of age. Members of the PDF have earlier pension accrual for operational and manpower policy reasons. This derives from the ongoing requirement to recruit new blood in order to maintain a professional military force and helps maintain the age profile of personnel as close as possible to appropriate levels for all ranks. The average age of serving PDF members is currently 36.

The 2018 Spending Review of Defence Forces Pensions Expenditure was carried out as part of the 2018 round of spending reviews and was undertaken jointly by officials from Department of Public Expenditure and Reform and the Department of Defence. Briefly, the Review came to the following conclusions:

- Defence Forces pensions expenditure – and pensioner numbers – have been increasing progressively year on year; and this trend is forecast to continue in the short to medium term. [The Covid-19 crisis may have an impact on 2020 retirement numbers.]
- Military pensions expenditure – in common with public service pensions generally – is demand-driven and non-discretionary; so it cannot be arrested or reversed in the same way as may be possible with other aspects of Exchequer expenditure.
- Defence Forces superannuation arrangements differ in a number of key respects to the wider public service. These distinctions include earlier and more unpredictable retirement turnover with entitlement to immediate pension benefit, and atypical faster rates of benefit accrual. These factors make it more difficult to accurately predict annual funding requirements in any given year.
- Funding allocated in the annual Estimates process for Defence Forces pension benefits has proved insufficient in recent years. This has led to an annual requirement for a Supplementary Estimate, largely met through identified savings from the Defence Vote – Vote 36.

In noting the Supplementary Estimates that have been required in the past, the Spending Review recommended that the Army Pensions Vote (Vote 35) should be allocated resources, in line with the cost analysis in the Review, from 2019 onwards to ensure that the full cost can be met. In the recent Budget, an extra €10m was allocated in the 2020 Estimates for the Army Pensions Vote. The gross allocated 2020 budget is some €259m (compared to €249m in the 2019 Estimates allocation).

### **DISABILITY PENSIONS**

Under the Army Pensions Acts 1923-1980 a tax-free disability pension or gratuity may, following retirement, be granted to a former member of the PDF for permanent disablement due to a wound or injury attributable to military service (whether at home or abroad) or to a disease attributable to, or aggravated by, overseas service with a United Nations Force. These benefits are payable in addition to Defence Forces retirement benefits, however, the two pensions are subject to an overall limit. In cases where a service (retirement) pension and a disability pension are payable the Acts provide for the service (retirement) pension to be reduced, usually by half the disability pension amount. [It should be noted that compulsory retirement or discharge from the Defence Forces on medical grounds does not give an automatic entitlement to a disability pension.]

Applications under the Army Pension Acts are investigated by the Army Pensions Board, which is an independent statutory body consisting of a Chairman and two ordinary

members (both doctors). The Chairman and one doctor are civilians and the other member is a serving Army doctor. The Board determines the question of attributability to military service in each case; assesses the degree of disability; and reports its findings to the Department, which acts on the Board's findings including the grant or refusal of appropriate benefits.

## 5.2 Vote 36 (Defence)

### OVERVIEW

The Defence Vote provides for both capital and current expenditure and the 2020 gross allocation amounts to a total of €781m. A substantial portion of this allocation provides for the pay and allowances of some 10,440 public service employees. The Vote also includes provision for non-pay costs relating to the replacement and maintenance of essential defence equipment, infrastructural and operational costs.

The following table summarises the position in relation to Vote 36 in 2019 and 2020 and a full subhead breakdown of this Vote is provided at Appendix 9.

<b>Vote 36</b>	<b>2019 Estimate</b>	<b>2019 Outturn</b>	<b>2020 Estimate*</b>
<b>Gross (€m)</b>	758.0	756.0	781.0
<b>A-in-As (€m)</b>	22.8	32.1	24.1
<b>Net (€m)</b>	735.3	723.9	756.9

*\* The 2020 Estimates process has not been finalised and revisions to Subhead provisions are currently being considered to reflect developments in the first half of the year. The proposed revisions to the Defence Vote 36 Revised Estimate reflect a transfer of expected savings on pay subheads to meet pressures elsewhere in the Vote including Covid-19 related costs and defensive equipment investment.*

### CURRENT EXPENDITURE

The Defence Vote 36 pay allocation of some €545m provides for the pay and allowances of some 9,500 PDF personnel, 550 civilian employees and 355 Civil Servants. It also provides for paid training for members of the RDF. The non-pay current expenditure allocation of €123.4m provides funding towards ongoing Defence Forces operational, support, maintenance and training costs.

In the past, a ratio of 70% to 30% was identified as being the appropriate pay to non-pay ratio for Defence expenditure. A level of 30% for non-pay is now regarded, in the context of advanced technology and essential reliance for most operations on heavier duty equipment, as an absolute minimum.

### CAPITAL EXPENDITURE

The 2020 capital allocation of €113m will be used to continue a programme of sustained equipment replacement and infrastructural development across the Army, Air Corps and Naval Service, as identified and prioritised in the White Paper.

Under the National Development Plan, as part of *Project Ireland 2040*, the Defence Vote was allocated €541m in capital funding for the period from 2018 to 2022. This allocation

is of considerable strategic importance and will allow Defence to make significant investments in equipment and infrastructure over the coming years, in accordance with the White Paper on Defence.

In addition, the White Paper provides that 100% of the proceeds from sales of surplus properties from within the Defence estate can be reinvested in the defence capital programme. In practice, necessary adjustments arising from such sales will be made to the following year's capital provision.

### **5.3 *Shared Services***

The Public Service Reform Programme (November 2011) identified the implementation of shared services as a major reform initiative. Shared services consolidate administrative functions in areas such as Human Resources, Payroll and Finance allowing the public sector bodies to focus resources on core activities that in turn lead to administrative efficiency and reduced costs.

During 2017, the Department's military payrolls and travel and subsistence were successfully migrated to the Payroll Shared Services Centre (PSSC), within the National Shared Service Office (NSSO). The payrolls and travel and subsistence for enlisted personnel, officers and reservists are now processed by the PSSC, along with all the other Department payrolls already operated by that organisation. All Defence payroll migrations to the NSSO (PSSC) are now finished and the Department has ceased payroll production.

The Department and the Defence Forces worked closely with the Department of Public Expenditure and Reform project team in contributing to the design of the financial and inventory management solution as part of the Financial Management Shared Services (FMSS) project. Defence personnel also actively participated on working groups dealing with the FMSS project. The overall FMSS project has been reviewed by the NSSO team and a revised project plan is expected shortly.

## **6. Emergency Planning**

### **6.1 Government Task Force on Emergency Planning**

Following the events of 9/11 the Government established the Government Task Force (GTF) on Emergency Planning. The GTF is the top level structure which gives policy, direction and coordinates and oversees the emergency planning activities across all Government Departments and public authorities. The GTF meets in the National Emergency Coordination Centre (NECC), based in Agriculture House, Dublin 2, every 6-8 weeks and at least 6-7 times a year and is chaired by the Minister for Defence.

The GTF is comprised of Ministers, senior officials of Government Departments, senior officers of the Defence Forces and An Garda Síochána and officials of other key public authorities having a lead or support role in Government and national emergency planning. The GTF may designate sub-groups to work on specific areas relating to the development of national emergency management.

### **6.2 Office of Emergency Planning**

The Office of Emergency Planning (OEP) supports the Minister for Defence in his role as Chair of the GTF. The OEP works with Departments and other key public authorities in order to ensure the best possible use of resources and compatibility across different emergency planning requirements. The OEP, which is based in the NECC, also coordinates the work of various emergency planning sub-groups of the GTF.

Key activities of the OEP include assisting the Minister for Defence to maintain an oversight of emergency planning and reporting to Government in this regard, and the provision of expertise and advice with regard to refining and developing national emergency management arrangements.

### **6.3 Framework for Major Emergency Management**

#### **STRATEGIC EMERGENCY MANAGEMENT: NATIONAL STRUCTURES AND FRAMEWORK**

As part of the work of the GTF, a review of the existing national-level structures and processes was initiated in 2014 and culminated in the approval by Government in July 2017 of the “*Strategic Emergency Management (SEM): National Structures and Framework*”.

The aim of the SEM Framework and its associated annexes is to ensure that all state bodies can react quickly and efficiently to any large-scale emergency.

### **6.4 National Risk Assessment**

In 2013 and 2017 a “National Risk Assessment” (NRA), conducted under the auspices of the GTF, was noted by Government and submitted to the EU Commission as part of an

overview of NRAs by the EU across member states. In accordance with revised EU Civil Protection legislation in 2019, member states are now required to assess their national risk management capabilities every three years. As such, a new NRA for 2020 will be conducted under the auspices of the GTF and submitted later this year.

The purpose of each NRA is to identify hazards facing the State across a broad range of emergencies, to assess the likelihood and impact of these hazards and to inform actions at national level aimed at mitigating such risks, including the allocation of resources.

The NRA should not be confused with the “National Risk Assessment – Overview of Strategic Risks” produced annually by the Department of the Taoiseach.

## **7. Defence Forces Equipment**

### ***7.1 Naval Service Vessel Replacement Programme***

The White Paper on Defence recognises that a minimum eight ship flotilla is required to ensure the operational capability of the Naval Service. A significant investment programme over the past decade has seen the procurement of new four new Offshore Patrol Vessels (OPVs), delivered between 2014 and 2018. Although beyond the commitment in the White Paper to complete a three ship programme, these recent acquisitions need to be seen in the context of the fact that three ships in the current flotilla are now over 30 years old and, as such, decisions will need to be taken in the near future about the future composition of the flotilla.

Currently, the nine vessels are (oldest to newest): LÉ Eithne, LÉ Orla, LÉ Ciara, LÉ Roisin, LÉ Niamh, LÉ Samuel Beckett, LÉ James Joyce, LÉ William Butler Yeats and LÉ George Bernard Shaw.

All of the four new OPVs are performing well in operational service. Prior to the decision to acquire a fourth new OPV, the White Paper had provided that the two existing Coastal Patrol Vessels, LÉ Ciara and LÉ Orla, are to be replaced with similar vessels with countermine and counter-IED capabilities. The relevant White Paper project (no. 29F) is currently paused pending other decisions which may dictate how to proceed (including in light of the acquisition of a fourth new OPV).

The White Paper also provides for the replacement of the current Naval Service flagship LÉ Eithne with a multi role vessel (MRV) which will be enabled for helicopter operations and will also have a freight carrying capacity. Initial preparatory work in this regard has commenced. It is the Department's intention to hold a public tender competition in due course to cover the supply of the MRV, subject to availability of funding within the overall Defence capital funding envelope.

In relation to LÉ Roisin and LÉ Niamh, a Mid-Life Extension Programme is underway with the aim of ensuring the operation of both vessels for the next 15 years.

### ***7.2 Air Corps' Fleet Replacement Programme***

The Air Corps operate a fleet of fixed and rotary wing aircraft which provide military support to the Army and Naval Service, together with support for non-military air services such as Garda air support, air ambulance, fisheries protection and the MATS.

The equipment priorities for the Air Corps are also addressed in the context of the White Paper which recognises that there are several new and/or enhanced platforms to be procured.

This includes the replacement of the Cessna fixed wing aircraft with three larger aircraft equipped for ISTAR tasks. Following an open tender competition, a contract was placed with Pilatus Aircraft Ltd. in December 2017 at a cost of €43.4m (incl. VAT) for the

provision of three PC-12 fixed wing ISTAR equipped aircraft which will replace the Cessna fleet. The production and engineering fit out of these aircraft is well underway and they are on schedule for delivery later this year.

The White Paper also provides for the replacement of the two CASA 235 Maritime Patrol Aircraft with larger more capable aircraft which would enhance maritime surveillance and provide a greater degree of utility for transport and cargo carrying tasks. Following Government approval in December 2019, a contract was signed with Airbus Defence and Space to purchase two new C 295 Maritime Patrol Aircraft at a contract value, including equipment fit-out and ancillary support, of €221.6 million (incl. VAT). The new aircraft are scheduled for delivery in 2023.

The existing fleet of eight Pilatus PC9 training aircraft is not due for replacement until 2025 while the current fleet of two EC 135 and six AW 139 helicopters will continue in operation over the lifetime of the White Paper. The Air Corps also operates one Lear LR45 aircraft which is used primarily in the provision of the MATS.

Given the unique situation arising from the COVID-19 pandemic, the acquisition of a new PC12 aircraft directly from Pilatus was also completed recently. This aircraft provides greater confidence of being able to service requests from the HSE and other agencies during this crisis, while also ensuring contingency backup in the event of the Lear or CASA aircraft being unserviceable at times when travel off-island is required in support of evolving national priorities.

### ***7.3 Army Equipment Investment Projects***

A number of key armoured projects related to the White Paper will enable the Army to retain all-arms conventional military capabilities.

With the focus on essential force protection by armoured vehicles, a significant investment is being made in the Army's fleet of 80 MOWAG armoured personnel carriers. A mid-life upgrade maintenance and upgrade programme for the fleet of vehicles is well underway at a cost of €68m (incl. VAT) for the initial programme of works in the first phase of vehicles undergoing engineering works. There will be additional works on variant vehicles. This programme of works will extend the utility of the fleet and provide greater levels of protection, mobility and firepower and will seek to ensure viability of the fleet out to 2030.

Other recent enhancements include the acquisition of ten new Armoured Logistic Vehicles and 24 Armoured Utility Vehicles (4x4s), both of which will provide essential force protection overseas.

### ***7.4 Equipment Development Plan***

The Defence Organisation is committed to ensuring the upgrade of equipment and capability, within the financial envelope available. The National Development Plan provides for a capital allocation of €541m for Defence for the period 2018-2022. This

level of capital funding will allow for significant investment in equipment, and infrastructure, over the coming years as identified and prioritised in the White Paper on Defence. The capital allocation for Defence is €113 million for 2020.

Maintaining the Defence Forces capabilities and outputs, and the acquisition of new and upgraded equipment, is a matter that is kept under constant review. There is a particular focus within the Defence Organisation on ensuring that modern and effective equipment is available to maintain the necessary capability to carry out all roles assigned by Government to the Defence Forces, at home and overseas.

In this regard, an Equipment Development Planning process has been developed covering the next five years for new equipment projects that will be implemented for the Army, Air Corps and Naval Service. The new Equipment Development Plan, currently being finalised, provides an updated process to identify and prioritise equipment investment over the medium term. This process will provide governance for the prioritisation of defensive equipment procurement and ongoing review of equipment planning requirements in accordance with identified required capabilities. The Plan provides a strategic oversight and visibility to the equipment acquisition process, in terms of cost, schedule and capability development planning requirements.

## ***7.5 High Level Planning and Procurement Group***

The High Level Planning and Procurement Group (HLPPG) is a joint civil/military group whose role is to develop and implement multi-annual rolling plans for equipment procurement and disposal, and infrastructural development (including property acquisition) based on the policy priorities in the White Paper.

The HLPPG meets on a monthly basis and is chaired on rotation by the Assistant Secretary General in charge of Finance and Contracts Branches – currently Mr. Des Dowling and the Deputy Chief of Staff (Support) – currently Major General Sean Clancy.

A sub-Group of the HLPPG, known as the HLPPG Working Group (HLPPG WG) is charged with the development of the planning methodology and the preparation of specific plans.

In the context of the Public Spending Code, the HLPPG and HLPPG WG have been assigned to act as the Sanctioning Authority for (Vote 36) programme expenditure proposals greater than €300,000 (HLPPG WG) and €1m (HLPPG).

## ***7.6 Climate Action Plan***

The Government's Climate Action Plan sets out over 180 actions, together with hundreds of sub-actions, to ensure that Ireland is responding to the climate challenge and securing a more resilient and sustainable future in a zero carbon world. A Climate Action Delivery Board will oversee implementation of the Plan and co-ordinate action by all Government Departments, offices, agencies and semi-state companies.

For Defence, the need to take account of climate change objectives will be a further consideration in relation to future investment and will have a bearing on the work of the HLPPG. The inclusion, in the White Paper, of a commitment to proceed with a new multi-role Naval vessel arises, in part, from the effects, including more difficult sea conditions, observed in the maritime domain as a result of climate change.

## 8. Conciliation and Arbitration

### 8.1 Defence Forces Pay and Industrial Relations

Public sector pay policy comes under the remit of the Department of Public Expenditure and Reform. Public service pay policy is determined by the Department of Public Expenditure and Reform having regard to Public Sector Pay Agreements, which are conducted through central negotiations.

The Department of Defence does not have discretion to award separate sectoral increases in pay, nor to use pay savings to increase pay.

Rates of remuneration and conditions of employment in the Defence Forces have traditionally been set by reference to relative levels of pay across the various parts of the Irish public sector.

Similar to other sectors in the public service, the pay and allowances of PDF personnel was reduced as one of the measures to assist in stabilising national finances during the financial crisis. Improvements within the economy provided the opportunity for the unwinding of the Financial Emergency Measures in the Public Interest (FEMPI) legislation, which imposed pay cuts across the public service.

Pay is being restored to members of the Defence Forces and other public servants in accordance with public sector pay agreements. The Defence Forces Representative Associations, PDFORRA and RACO, have signed up to all pay agreements to date. The current Public Service Stability Agreement 2018-2020 provides for increases in pay for all public servants, including members of the Defence Forces ranging from 6.2% to 7.4% over the lifetime of the agreement, with the focus of the larger increases on the lower paid.

By the end of the current Agreement, the pay scales of all public servants (including members of the Defence Forces) earning under €70,000 per annum will be restored to pre-FEMPI levels. The restoration of the 5% reduction to allowances cut under FEMPI legislation is also scheduled in the Agreement.

The pay scales for **enlisted ranks** (including Military Service Allowance (MSA)) for line Army personnel following the implementation of a 10% increase in MSA are:

▪ Private 3 Star (Post 2013 entrant)	€28,685 - €39,583
▪ Corporal (pre 2013 entrant)	€38,786 - €40,523
▪ Sergeant (pre 2013 entrant)	€41,479 - €43,938
▪ Company Sergeant (pre 2013 entrant)	€47,960 - €51,010
▪ Sgt Major (pre 2013 entrant)	€52,613 - €56,096

The pay scales for **commissioned ranks** (including MSA) for line Army personnel are currently:

▪ Lieutenant (PRSI Class A)	€41,666 - €51,922
▪ Captain (PRSI Class C)	€50,472 - €62,460

▪ Captain (PRSI Class A)	€53,029 - €65,650
▪ Commandant (PRSI Class C)	€62,815 - €76,022
▪ Commandant (PRSI Class A)	€66,029 - €79,887
▪ Lieutenant Colonel (PRSI Class C)	€74,967 - €82,852
▪ Lieutenant Colonel (PRSI Class A)	€78,779 - €87,078
▪ Colonel (PRSI Class C)	€85,234 - €101,979
▪ Colonel (PRSI Class A)	€89,589 - €107,222

### **General Staff**

▪ Brigadier General (PRSI Class C)	€130,663
▪ Major General/Rear Admiral (PRSI Class C)	€143,729
▪ Lieutenant General/Vice Admiral (PRSI Class C) (Chief of Staff)	€186,476

These earnings relate to Army line ranks. In many cases, Air Corps and Naval Service personnel receive additional remuneration per equivalent rank arising from additional allowances for duties performed.

Members of the Defence Forces also receive a range of duty allowances depending on their assigned tasking.

Certain positions in the Defence Forces also attract technical pay, which, depending on the job of the individual member, ranges from €420 to €7,000 extra annually. In July 2019, 3,346 members of the Defence Forces (some 45% of serving personnel) were in receipt of technical pay.

Overseas Peace Support Allowance is paid (tax-free) to PDF personnel participating in overseas military operations on direction of the Government.

Specialist Officers such as Doctors, engineers, pilots receive higher rates of pay, for example:

- The pay (including MSA) for a Doctor at Commandant rank, on PRSI Class A, ranges from €85,886 to €100,675 per annum.
- The pay (including MSA and flying pay) for a pilot at Commandant rank, on PRSI Class A, ranges from €83,023 to €96,881 per annum.

Pilots may also avail of a service commitment scheme which provides a yearly payment of €22,213 for Captains, Commandants and Lieutenant Colonels and a terminal bonus of up to €37,022 following eight years of service.

## **8.2 Military Service Allowance (MSA)**

MSA was introduced in 1979 to compensate Defence Forces personnel for the special disadvantages associated with military life. Its distinguishing feature is that it is paid on a continuous basis to every member of the Defence Forces up to and including the rank of Colonel, with the exception of those in training (Defence Forces Regulation S3, which governs pay, prohibits the payment of MSA to Cadets, Recruits, Two Star Privates and Apprentices). Any changes to this position requires the sanction of the Minister for Public

Expenditure and Reform. The Department of Defence recently requested sanction from the Department of Public Expenditure and Reform (DPER) to pay MSA to Cadets who assisted the HSE in the COVID-19 response. This was refused.

However, those cadets who contributed to the COVID response received a daily Maintenance of Essential Service Allowance (MESA) for the duties performed in assisting the civil authorities. MESA is paid to members of the Defence Forces who are deployed on occasion to support the Civil Authorities, across a wide range of scenarios. The allowance is €48.26 for weekdays; €72.50 on Saturday (where no working day as a rest day); €96.65 on Sundays and Defence Forces holidays.

In this context, PDFORRA are seeking to have the Two Star Privates who are assisting in the response to Covid-19 advanced to Three Star Privates, on the basis that their training has been suspended and they have been tasked with certain duties, such as guard duties and the production of visors. The advancement from Two to Three Stars on successful completion of training comes within the remit of military management. In this instance, military management have not recommended a reduction in the training criteria for this particular cohort of Two Star Privates.

Where Two Star Privates are operationally deployed to assist the civil authorities in the response to Covid-19, they are paid the Aid to the Civil Authority Allowance in accordance with current arrangements. The allowance is €49.76 for weekdays; €74.70 on Saturday (where no working day as a rest day); €99.60 on Sundays and Defence Forces holidays.

### **8.3 Representative Associations**

The Defence (Amendment) Act 1990 and Defence Forces Regulations (DFR) S6 provide for the establishment of Representative Associations for members of the PDF.

There are two PDF Representative Associations; RACO for commissioned officers and PDFORRA for enlisted personnel.

RACO has two full time officials.

- General Secretary – Comdt Conor King
- Deputy General Secretary – Lt Col Derek Priestley

Membership of RACO is voluntary and open to all serving officers of the PDF; from 2<sup>nd</sup> Lieutenant to Colonel and equivalent Naval Service ranks.

PDFORRA has two full time officials.

- General Secretary – Mr Ger Guinan
- Deputy General Secretary – Mr Martin Bright

Membership of PDFORRA is voluntary and open to all serving enlisted personnel of the PDF; from Private to Battalion Sergeant Major and equivalent Naval Service ranks.

Although they do not come under the Conciliation and Arbitration (C&A) scheme, provision has also been made in DFR S.7 for representation on behalf of members of the

Reserve, by the Reserve Defence Force Representative Association (RDFRA). The Department also interacts with the Irish Nurses and Midwives Organisation (INMO) which represents members of the Army Nursing Service.

#### ***8.4 Conciliation and Arbitration (C&A) Scheme***

A Scheme of Conciliation and Arbitration (C&A) for members of the PDF provides a formal mechanism for the PDF Representative Associations (i.e. RACO and PDFORRA) to engage with the Official side on matters which come within the scope of the Scheme.

The purpose of the Scheme is to provide a means for the determination of claims and proposals from the Associations relating to remuneration and conditions of service. It is open to the Associations to submit claims to the Official side in relation to matters falling within the C&A scheme. Generally, claims relate to pay and conditions, award of allowances etc. When submitted, these claims are generally the subject of negotiations and, where agreement is not reached, it is open to both sides to seek the assistance of an adjudicator to settle the matter. However, the range of matters which can be brought for consideration is constrained as cost-increasing claims are prohibited under the terms of the Public Service Stability Agreement 2018-2020.

In light of the many changes in the industrial relations landscape since the inception of the scheme in the early 1990s, an independent review of the scheme was completed in 2018. The report of review contained a number of recommendations aimed at improving the efficiency of the scheme.

The parties to the scheme, which comprises the Department of Defence (civil and military), the Department of Public Expenditure and Reform, RACO and PDFORRA have reached agreement on a revised C&A Scheme incorporating the recommendations in the review.

One of the recommendations arising from the Review was that the Chairperson of Council should be independent of the parties (previously the Chairperson was a serving civil servant, at Assistant Secretary level, in the Department of Defence, nominated by the Minister for Defence and the Minister for Finance). The review recommended that the individual be identified by the Workplace Relations Commission and appointed by the Minister for Defence, in consultation with the parties. Mr Declan Morrin, who has extensive experience in Industrial Relations, has been appointed to the post.

#### ***8.5 Industrial relations process for PDF representative associations***

In accordance with the provisions of the Defence Act 1954 as amended, the Defence Forces Representative Associations are prohibited from being associated with or affiliated with any trade unions or any other body without the consent of the Minister. Accordingly, the Associations cannot be affiliated to ICTU, unless the Minister grants permission. There are a range of concerns related to possible affiliation. This matter has

received significant consideration, including engagement with ICTU on the matter, and a separate confidential brief to the Minister can be provided.

To compensate for these limitations, there are a range of statutory redress mechanisms available to serving members, including redress of wrongs, a Defence Forces Ombudsman and a C&A scheme.

In 2017, the European Committee of Social Rights, in a non-binding ruling, upheld the prohibition of the right of military personnel to strike. However, it did conclude that Ireland was in violation of Article 5 of the European Social Charter on the grounds of the prohibition against military representative associations from joining national employees organisations, and in respect of Article 6.2 of the Charter regarding the right to bargain collectively.

It should be noted that the basis for the complaint pre-dates a number of significant Government initiatives. In relation to collective bargaining, the PDF Representative Associations were afforded equal standing to other public service trade unions and representative associations during the negotiations which led to the Public Service Stability Agreement 2018-2020.

The findings of the European Committee of Social Rights were considered as part of the independent review of the C&A Scheme in 2018. One of the recommendations from that review was that the Official side should, with the consent of the Minister, engage in discussions with ICTU to explore the practicalities of a PDF representative association forming association/affiliation with ICTU, while giving due consideration to any likely conflict that might arise between such an arrangement and the obligations of military service.

Defence management (civil and military) have engaged in discussions with ICTU and have also met with RACO and PDFORRA to discuss this matter. The implications of possible association or affiliation are being carefully considered.

Following the most recent meeting in January of this year, PDFORRA undertook, with the assistance of ICTU, to provide certain assurances which would assist the Minister in determining a position on the matter. PDFORRA responded on 22<sup>nd</sup> June last and, at the same time, correspondence was also received from solicitors representing PDFORRA. The matter is currently under consideration.

## **8.6 Current C&A issues**

### **POST 1994 SOLDIER**

A review of appropriate age profiles of enlisted personnel in the Defence Forces is being conducted.

In 2019, following discussions with PDFORRA, the Minister agreed that line Privates and Corporals recruited post 1994, be allowed to continue in service to 31<sup>st</sup> December 2022 (or until they reach the age of 50), provided these personnel meet certain criteria during this interim period, including medical grades and fitness tests. The agreement was

subsequently extended to also allow Sergeants enlisted post 1994 to continue in service to the same date, subject to their meeting agreed criteria.

### **SUPPLEMENTARY PENSIONS**

The purpose of supplementary pensions is to make up the shortfall in total pension that may arise between compulsory retirement age and the qualifying age for the State pension (currently 66, rising to 68 in 2028), for public servants paying full PRSI whose occupational pensions are integrated with the social insurance system.

Members of the PDF are eligible for fast-accrual pensions payable earlier than the public service norm and they also have lower mandatory retirement ages than applies generally. Similar to members of An Garda Síochána, they can retire earlier than other public servants.

Some years before the introduction of the Single Pension Scheme, the Department of Defence had put sectoral pension agreements in place with the PDF Representative Associations, which included payment of a supplementary pension to provide for the income gap between mandatory retirement age and qualifying age for the State pension e.g. most Commandants nowadays must retire at age 58.

The Public Service Pensions (Single Scheme and Other Provisions) Act 2012 makes no provision for supplementary pensions for any new entrants joining any public service group on or after 1<sup>st</sup> January 2013. The matter was considered by the PSPC but its Report did not recommend any review or change to Single Pension Scheme rules on this aspect.

Responsibility for public service pension policy comes under the remit of the Minister for Finance and Public Expenditure and Reform who had agreed to meet RACO to discuss this matter in early 2020. This meeting has yet to take place however. The Minister with responsibility for Defence wrote to the Minister for Finance and Public Expenditure and Reform on 6<sup>th</sup> May 2020 seeking an update on arrangements for the meeting.

### **OUTSTANDING ADJUDICATIONS**

There are a number of outstanding Adjudication findings across the public service which cannot be implemented at this time having regard to the provisions of the FEMPI legislation.

The Public Service Stability Agreement 2018-2020, provides for consideration of a process to address any outstanding adjudications, having due regard to the question of their continued validity and cost implications.

Following discussions with PDFORRA on the matter, the Department implemented increases to the Army Ranger Wing Allowance of an additional €50 per week; increased technical pay by €13.52 per week for Cooks with relevant qualifications and experience; and paid an account holders allowance of €65.80 per week for those Account Holders who were not in receipt of the allowance. These payments were made at the end of 2019 and were backdated to 1<sup>st</sup> October 2018. The policy of charging recruits for accommodation and rations was also discontinued from that date.

PDFORRA indicated their intent to seek further retrospection on these adjudications. The retrospective payment of accounts holders to new beneficiaries back to September 2012 is now the subject of legal proceedings.

**EMERGENCY AMBULANCE SERVICE (EAS) DUTY ALLOWANCE**

In September 2019 RACO submitted a claim seeking payment of a Security Duty Allowance (SDA) to flying officers at Commandant and Lieutenant Colonel ranks who are carrying out EAS duties. [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED].

**ISSUES ARISING FROM UN REQUIREMENTS TO MITIGATE COVID-19 RISKS**

Given the unprecedented nature of the COVID-19 crisis, and in order to mitigate its transmission, the UN introduced a range of measures relating to overseas missions that have impacted all troop contributing nations, including Ireland.

With a specific focus on Irish overseas missions, this has resulted in:

- Delays in troops returning home and an extension of their time overseas;
- The rescheduling of departure dates with consequential shortening of time overseas for those due to depart;
- Cancellation of UN mission leave; and
- Some personnel, who were on mission leave, being unable to return to the mission and having their period of overseas service cut short.

Both RACO and PDFORRA have submitted correspondence and claims, through C&A, seeking compensation relating to the delay in returning from the missions and inability to take UN mission leave. There are also claims and solicitors' letters for loss of earnings on behalf of individuals who had returned to Ireland in March 2020 and could not return to the mission area to complete the anticipated duration of the mission and accrue additional earnings if overseas. These matters are being dealt with through the C&A process.

In addition, members of the Defence Forces deploying overseas with the forthcoming 116<sup>th</sup> UNIFIL Battalion must undergo a 14 day certified period of quarantine in advance of leaving Ireland. They must stay in isolation in a military camp and this effectively increases the duration of the mission by two weeks for those personnel. The question of

an appropriate payment for personnel quarantining in a barracks prior to departure on overseas missions is under consideration.

## **9. Litigation**

### **9.1 Overview**

Given the physical nature of the types of operations and training that members of the Defence Forces must undertake, it is inevitable that a certain number of injuries will occur. Whilst efforts continue to be made to reduce the risk of such occurrences, and to respond appropriately, it is also inevitable that some of these will result in legal proceedings being taken. The Department's Litigation Branch works with the State Claims Agency in relation to the defence of delegated personal injury claims made against the Minister for Defence.

Litigation Branch also works with the Chief State Solicitor's Office (CSSO) in relation to litigation regarding administrative decisions relating to Defence Forces personnel that are being challenged by way of Judicial Review or other legal proceedings.

### **9.2 State Claims Agency**

The management of claims against the Department in relation to personal injuries alleged to have occurred within Ireland has been delegated to the State Claims Agency (SCA) since September 2005. The management of claims in respect of personal injuries alleged to have occurred overseas, claims of post-traumatic stress disorder, bullying and other harassment cases have been delegated to the SCA since November 2011.

The SCA also has a role in overseeing risk management and is actively and continuously engaged with the Department and Defence Forces with a view to reviewing incidents giving rise to claims and trends emerging in order to identify and obviate, if possible, the underlying causes of injury to civilian and Defence Forces personnel.

Servicing litigation places significant demands on the resources of the Department, both civil and military.

### **9.3 Lariam**

Malaria is a serious disease and is a threat to any military force operating in areas where the disease is prevalent. There are three anti-malarial drugs in use by the Irish Defence Forces, namely Lariam (mefloquine), Malarone and Doxycycline. The choice of medication is a medical decision made by Medical Officers in the Defence Forces, having regard to the specific circumstances of the mission and the individual member of the Irish Defence Forces.

Significant precautions are taken by Medical Officers in assessing the medical suitability of members of the Defence Forces to take any of the anti-malarial medications. It is the policy of the Defence Forces that personnel are individually screened for fitness for service overseas, including a medical risk assessment for Lariam.

The newly appointed Director of the Medical Branch (DMB) has amended DMB Instructions (25 and 52) to update the medical policy advice regarding the use of malaria chemoprophylaxis in the Defence Forces. These amendments were promulgated to all Medical Officers and Pharmacists in January 2020. The amendments have the effect of expanding the Malaria Chemoprophylaxis medical policy advice for sub-Saharan Africa in particular, where all three medications will be made available and the decision as to which one to prescribe will be made by the Medical Officer following consultation with the individual at his/her pre-deployment medical assessment.

A Malaria Chemoprophylaxis Working Group was established in January 2011 and reported in April 2013. The Group was re-convened in August 2015 and reported in October 2017. The recommendations of this second report are being progressed by an Implementation Group established by the then Minister.

The SCA has advised that a total of 243 claims, taken by members or former members of the Defence Forces who allege personal injury as a result of their consumption of Lariam, have been received to date. 41 of these claims have been struck out, settled or not progressed by the Plaintiffs. In respect of the remaining 202 claims, High Court proceedings have been served in respect of 93 claims. In relation to the remaining 109 claims received, High Court proceedings have not yet been served against the Minister. (Figures as at 12<sup>th</sup> June 2020.)

The first case taken against the Minister for Defence, alleging personal injury as a result of the consumption of Lariam was settled in November 2017 without admission of liability. A further case was struck out in March 2019 with no admission of liability. The reason for the settlement was very specific to the particular case. The next case commenced hearing in June 2019 and was subsequently withdrawn by the Plaintiff in July 2019. The matter was struck out with no Order. There are currently no cases listed for hearing in 2020.

**This matter has been the subject of ongoing political and media attention.**

#### ***9.4 Alleged exposure to toxic substances in the Air Corps***

The State Claims Agency is currently managing 11 claims, against the Minister for Defence, for personal injuries alleging exposure to chemical and toxic substances whilst working in the Air Corps in Baldonnel in the period 1991 to 2006.

In one case, an Order for Discovery was made in the High Court in October 2016. Following appeals to the Court of Appeal in 2018 and the Supreme Court in 2019, Discovery of certain categories of documents is required. The Discovery Order from the Supreme Court was perfected in December 2019 and work is in hand to provide the discovery material, as per the Order.

One further case was held to be statute barred by the High Court but was appealed to the Court of Appeal which allowed the Appeal and set aside the order of the High Court. The Court proposed that the matter be remitted to the High Court for the respondent's Motion to be determined in accordance with the terms of the Court of Appeal's judgment. Given

the current Covid-19 emergency, the matter was adjourned with liberty to re-enter. The matter will be re-listed when normal Civil Court sittings resume.

**This matter has been the subject of ongoing political and media attention.**

### ***9.5 EU Working Time Directive***

The Department currently has 15 cases on hand in relation to the alleged incorrect transposition of the EU Directive on Working Time into Irish law, namely the Organisation of Working Time Act, 1997, which provides for a blanket exclusion of members of the Defence Forces from its provisions (see also Section 4.8 above).

The cases, which are being managed by the CSSO on behalf of the Department, refer to issues around annual leave, rest periods and maximum weekly working time.

There were three cases scheduled for hearing in March 2019, however, the parties agreed to enter into mediation talks in an effort to resolve the issues. [REDACTED]

**This matter has been the subject of ongoing political and media attention.**

### ***9.6 Post Traumatic Stress Disorder (PTSD) and Personal Injury - UNDOF-Syria***

Whilst on patrol in Syria in 2013, a convoy of five APCs came into contact with hostile elements and a number of personnel alleged personal injuries of a physical and/or psychological nature. Seven cases have been pleaded and, following a recent adjournment, assigned a new hearing date of 16<sup>th</sup> June next. In advance of the hearing, the matter has recently entered into mediation and the next mediation date was set for 29<sup>th</sup> May. As a result of the disruption caused by the public health emergency, the mediation has been postponed. The hearing date of 16<sup>th</sup> June has been adjourned and a new date will be assigned when the Courts begin scheduling cases for hearing again.

[REDACTED]



### **9.8 Summary of Branch activity**

The following table provides a summary of the caseload during each of the past three years and the financial implications for the Defence Vote.

	<b>2017</b>	<b>2018</b>	<b>2019</b>
Cases on hand 1 <sup>st</sup> January	376	393	533
New cases received	135	248	179
Cases finalised	118	108	114
Cases on-hand 31 <sup>st</sup> December	393	533	598
Settlements / Awards paid	€2.17m	€3.8m	€3.2m
Legal costs	€1.6m	€3.3m	€3.2m
<b>Total expenditure</b>	<b>€3.77m</b>	<b>€7.1m</b>	<b>€6.4m</b>

## **10. Legislation**

The main legislation currently in force for which the Minister for Defence has lead responsibility for is the Defence Act 1954, as amended. This provides the legislative basis for the Defence Forces.

The following is a summary of the main areas of work currently being progressed within the Department's Legislation Branch.

### ***10.1 Legislation being progressed***

#### **DEFENCE FORCES (FORENSIC EVIDENCE) BILL**

The principal purpose of this Bill, which mirrors closely the provisions of the Criminal Justice (Forensic Evidence and DNA Database System) Act 2014, is to ensure that Military Police have access to DNA testing on a statutory basis (in line, where appropriate, with the powers of An Garda Síochána under the 2014 Act) in relation to the investigation of serious crimes involving military personnel. Following publication of the Bill in August 2019, the second stage Dáil debate on the Bill was completed in October. The Bill fell with the dissolution of Dáil Éireann. Pending the formulation of a new Government it is not clear how the Bill will be recommenced.

#### **DEFENCE AMENDMENT BILL**

The purpose of this Bill is to revise the Defence Acts in relation to the deployment of military personnel overseas, and other matters. The text of this Bill was approved for publication by Government in December 2019 and subsequently published on the Oireachtas website in January 2020. The Bill fell with the dissolution of Dáil Éireann. Pending the formulation of a new Government, it is not clear how the Bill will be recommenced. A provision in the Bill in relation to the re-enlistment of retired enlisted personnel was included in the Emergency Measures in the Public Interest (Covid 19) Act 2020.

#### **SECONDARY LEGISLATION**

Legislation Branch is responsible for the amendment and modernisation of various Defence Force Regulations (DFRs) made pursuant to the Defence Act 1954. DFRs are made and prescribed by the Minister for Defence in exercise of the powers vested in him or her by various sections of the Defence Act 1954.

## **11. Defence Property**

### ***11.1 Existing portfolio***

The Defence property portfolio consists of a diverse range of facilities from conventional military barracks to forts, camps, married quarters and training lands. The principal assets are the following 14 permanently occupied installations, the majority of which were taken over in 1922.

- Collins' Barracks, Cork
- Naval Base, Haulbowline, Co. Cork
- Finner Camp, Ballyshannon, Co. Donegal
- Cathal Brugha Barracks, Rathmines, Dublin 6
- McKee Barracks, Dublin 7
- St. Bricin's Hospital, Dublin 7
- Defence Force Training Centre, Curragh Camp, Co. Kildare
- Sarsfield Barracks, Limerick
- Aiken Barracks, Dundalk, Co. Louth
- Gormanston Camp, Gormanston, Co. Meath
- Casement Aerodrome, Baldonnel, Dublin 22
- Custume Barracks, Athlone, Co. Westmeath
- Stephens' Barracks, Kilkenny
- Dún Ui Mhaoilíosa (Renmore) Barracks, Galway

In addition to the permanently occupied installations, Defence also administers four rented properties, mainly for use by the RDF.

Defence has an overall portfolio of some 20,000 acres of land, mainly at the Curragh, the Glen of Imaal (Co. Wicklow) and Kilworth Camp (Co. Cork). These provide vital facilities, such as large open spaces and firing ranges, for military training.

The property portfolio includes some 60 married quarters properties which are currently occupied and the majority of these are located within or near the Curragh Camp. In accordance with standing policy, the provision of married quarters is being discontinued in a managed and orderly way. Military personnel are obliged, under Defence Force Regulations, to vacate married quarters within a specified period of being discharged or retired from the PDF.

The term overholder is used to describe former members of the Defence Forces and their families who have refused to leave married quarters within 21 days of leaving the Defence Forces. Currently, 41 of the "married quarters" properties are occupied by overholders. The Department is working to resolve the issue of overholding and, in accordance with normal procedure, seeks vacant possession of overheld married quarters. While the Department does not have a role in the provision of housing accommodation for the general public, it assists in whatever way it can in order to resolve the cases of overholding without recourse to legal action, as it is preferable not to have to use legal means to obtain vacant possession of the properties concerned.

## ***11.2 Five Year Infrastructure Development Plan***

In accordance with the White Paper on Defence, the Department and the Defence Forces published a five-year infrastructure development plan on the 14<sup>th</sup> of January last.

The Programme reflects the complex environment in which the Defence Forces operate and the corresponding need for appropriate infrastructure to provide for accommodation and training of personnel, maintenance and storage of equipment for land, sea and airborne operational requirements.

There are currently over €60m worth of projects underway at different stages of development. This level of expenditure will continue to increase as the Programme is implemented. It is projected that some €75m will be spent over the next three years and that, over the five-year lifespan of the Programme, some €145m will be invested to ensure that infrastructure is modernised in line with existing and future requirements.

It is intended that this Programme will be used as a planning tool and will be subject to joint periodic review by a joint civil-military team. It is also intended that the Programme will be an iterative process for the five years and will be subject to review throughout the lifetime of the White Paper.

## ***11.3 Planned disposals***

Since 2008, there have been eight barracks closed under the modernisation programme. In 2008, the Government approved the closure of Monaghan (sold to the VEC), Longford (part sold to the VEC and part to Longford County Council), Rockhill (sold by public auction) and Lifford (sold to Donegal County Council). All closed in March 2009.

In 2011, the Government approved the closure of Cavan (sold to the VEC), Castlebar, Clonmel (sold to South Tipperary County Council) and Mullingar. These barracks closed in March 2012.

The former Magee Barracks in Kildare Town, which closed in November 1998, was sold by public auction on 11<sup>th</sup> February 2016 for €8.2m. The only remaining vacant barracks is Columb Barracks in Mullingar which is currently being used by a variety of community groups.

The Department has had proactive engagements with the Land Development Agency (LDA) following confirmation to the Department of its interest in acquiring the former Columb Barracks in Mullingar for the development of housing provision. To this end, the Department has commenced the necessary background work to facilitate the early transfer of these lands and property.

The LDA have also confirmed a future interest in acquiring the St. Bricin's medical facility in Dublin 7. The Department and the Defence Forces are now scoping out the implications of accommodating the services currently provided at St. Bricin's, which also includes the office of the Army Pensions Board, at an alternative location elsewhere in the

Defence property portfolio. The Department will continue to liaise with the LDA in accordance with the Government's decision on the establishment of the LDA.

As mentioned earlier in this Brief in the context of capital funding, the White Paper provides that 100% of the proceeds from sales of surplus properties can be reinvested in the defence capital programme. In practice, necessary adjustments arising from such sales are made to the following year's capital provision.

## 12. Civil Defence

Civil Defence is a statutory volunteer based organisation that supports the Principal Response Agencies (An Garda Síochána, the HSE and the local authorities), government departments and state organisations during a wide range of emergencies. This includes dealing with severe weather events and also searching for missing persons. Each year, Civil Defence also provides support at over 1,000 community, sporting and charitable events across the country.

The Department of Defence is responsible for Civil Defence policy and the strategic management and development of the organisation. The Civil Defence Branch of the Department is based in Roscrea, Co. Tipperary.

Following a review of the roles and responsibilities of Civil Defence, a new policy document, titled 'Towards 2030', has just been published.

There are 29 Civil Defence Units (one in each local authority). Operational control and day to day management of Civil Defence Units rests with the relevant local authority. This function is carried out by the Civil Defence Officer, who is an employee of the local authority. At the end of 2019, there were 3,307 active members listed on the Civil Defence volunteer register.

Civil Defence training and operations are funded by a combination of a central grant from the Department of Defence and a contribution from the relevant local authority on a 70/30 basis. As well as grant aid and policy advice and support, the Department provides other supports to local Civil Defence Units, such as central training for local instructors. The Department also supplies vehicles, uniforms and personal protective equipment for volunteers and a wide range of other equipment to local authorities for Civil Defence use.

The Government provided an additional €500,000 in funding to Civil Defence in 2019 through the Dormant Accounts fund. This was used to purchase 16 new four wheel drive vehicles to improve the organisation's capability and capacity. In late 2019, Civil Defence was awarded a further €1 million in Dormant Account funding, due in 2020. This will be used to procure a further 32 four wheel drive vehicles which will be entering service during the second half of 2020. The additional vehicles will further improve the capability of Civil Defence to fulfil its goal of supporting the Principal Response Agencies as set out in the White Paper on Defence.

The White Paper provides that Civil Defence will continue to be developed around its central strategic objective of supporting the Principal Response Agencies in a variety of emergency and non-emergency situations. This embraces the large number of support roles under the Framework for Major Emergency Management, including assistance in dealing with a wide range of emergencies at national and local level.

There have been issues with the standard of accommodation provided for Civil Defence in a small number of counties. The White Paper restates the long standing position that each local authority is responsible for providing suitable accommodation for their local Civil Defence Unit. Given the significant benefits that local authorities accrue from their

Civil Defence Units, the Department is working proactively with those local authorities in order to ensure that appropriate accommodation is provided.

In 2019, Civil Defence was subject to a Spending Review undertaken jointly by the Department of Public Expenditure and Reform and the Department of Defence. The final report of the Review was published in October 2019. The review made a number of recommendations, including the need for a minimum training standard for Civil Defence volunteers and the need for better management information regarding Civil Defence activities. The process of implementing these recommendations has commenced.

### **13. Irish Red Cross Society**

The Red Cross Act 1938 provides for the establishment, by Government Order, of a national Red Cross Society. Pursuant to this Act, the Society was established by the Irish Red Cross Society Order 1939, in which the Government set out the basis upon which the Society is administered. The Order, as amended, provides that the Society's General Assembly shall exercise the powers of the Society, organise the Society and control and manage its affairs. Whilst the Irish Red Cross Society is an independent charitable body corporate, which is responsible for handling its own internal affairs, Red Cross legislation has traditionally been sponsored and brought to Government by the Minister for Defence.

The Department of Defence provides an annual grant to the Society which is a contribution towards the salary and administration costs of running the Society's headquarters. The grant in 2019 amounted to €932,000 of which €130,000 represented the Government's annual contribution to the International Committee of the Red Cross.

## **14. Ombudsman for the Defence Forces**

The Office of the Ombudsman for the Defence Forces (ODF) became operational in December 2005. The Office was established under the Ombudsman (Defence Forces) Act 2004 to provide serving and former members of the Defence Forces with an impartial and independent review of grievances.

The primary role of the ODF is to provide an independent appeals process for members of the Defence Forces who have processed a complaint through the internal Redress of Wrongs process but remain dissatisfied with the outcome, or the manner in which their complaint was handled. The majority of cases investigated by the ODF concern grievances from serving members of the Defence Forces about non-selection for promotion, career courses and overseas service.

The current ODF, Mr. Justice Alan Mahon, was appointed for a three year period on 6<sup>th</sup> July 2018.

The ODF publishes an Annual Report, usually within four months of the end of each year. The Annual Report is generally favourable about the interaction of the ODF with the Defence Organisation.

The ODF has been allocated a budget for 2020 of €460,000. Expenditure in 2019 amounted to €380,078.

## **15. Army Equitation School**

The mission of the Army Equitation School is to promote the Irish horse through participation in international competition at the highest level, both at home and overseas. Army riders competing on Irish-bred horses provide an instantly recognisable symbol of Ireland at prestigious international events. In addition to competition activity, the School provides supports to the Irish horse industry and encourages breeders and producers, who may have Irish bred horses suitable for top-level competition, to have them assessed by the School with a view to their possible purchase or lease.

The Army Equitation School is based at McKee Barracks, Dublin 7. The school has a total stock of 43 horses and currently 37 are in training (both show-jumpers and event horses), with two horses used for groom training and parades, and four are in retirement. The current personnel strength of the School is 36, comprising nine Officers (including six Riding Officers), nine Non-Commissioned Officers and 18 Privates.

For 2020, the School has been allocated a budget of €900,000 (unchanged from previous years) of which €350,000 has been set aside for new horse acquisitions (which may be purchased or leased by the Department following a trial and recommendation made by a Horse Purchase Board). Typically, no more than a handful of new horses are acquired each year (three were purchased in 2019) but, when this occurs the Minister, as the registered owner, is invited to name the horse. It is the established practice to use names which would be readily identified as being Irish. Frequently, place names in the vicinity of where the horse was bred are used, but on occasions well known place names, for example Glendalough, are used even though the horse might not have any association with that part of the country. Shortly after each new horse is acquired, the Department will submit a list of suggested suitable names for the Minister to choose from.

The White Paper on Defence provides that the Army Equitation School should continue to promote, at existing levels, the Irish sport horse through participation in competition at home and abroad, and to support the breeding industry. Building on existing linkages with external stakeholders, it also proposes that the Department and the School will develop more formal arrangements with Horse Sport Ireland, Teagasc, the Royal Dublin Society, the National Sports Campus and the Institute of Sport. Furthermore, there is also provision for a review to be undertaken with a view to helping the School to maximise its utility as a platform for nurturing talent, while promoting professionalism and the Irish sport horse.

## 16. Protected Disclosures Act

The Protected Disclosures Act 2014 was enacted on 15<sup>th</sup> July 2014. The purpose of the Act is to provide a statutory framework within which workers can raise concerns and disclose information regarding potential wrongdoing that has come to their attention in the course of their work in the knowledge that they can avail of significant employment and other protections if they are penalised by their employer or suffer any detriment for doing so. It is important to note that in order to enjoy the protections of the Act, disclosures must be made in accordance with the provisions set out in the Act.

A single civil-military Protected Disclosures Office has been established in the Department, in which all protected disclosures are initially assessed. This Office is also preparing updated guidance for issue to all staff, both civil and military, on Protected Disclosures. Together, the single office and updated guidance should ensure a uniform approach to protected disclosures across the Defence Organisation.

In accordance with the terms of section 22 of the Protected Disclosures Act 2014, an annual report in relation to the total number of protected disclosures made in the preceding year is prepared and published on the Department of Defence website [www.gov.ie/en/publication/c380of-protected-disclosures](http://www.gov.ie/en/publication/c380of-protected-disclosures). Reports for 2014 to 2018 are currently available with the 2019 report being compiled at present.

The Act makes specific provisions regarding disclosures that relate to the Security and Defence of the State. In the context of the fact that the Act also addresses the need for confidentiality relating to individuals, a separate briefing on Protected Disclosures will be provided to the Minister.

## **Appendix 1: Summary of key elements of the Minister's responsibilities**

The overall role of the Minister and, flowing from this, that of his/her Department are set out in sections 1.1, 1.3 and 1.7. By law, the Minister for Defence is the head of the Department of Defence and, as such, bears political responsibility for all civil and military matters, policy and operations. The following is a summary of some of the key elements of the Minister's responsibilities.

### **GOVERNMENT MEETINGS AND INTERACTION WITH OTHER MINISTERS**

- Defence items that appear on the Cabinet Agenda generally relate to proposals seeking Government approval for overseas troop deployments – this would occur approximately six times per annum.
- In addition, from time to time, consideration is given to participation in EDA capability development projects, known as Category A/B projects<sup>4</sup>. Participation in such projects requires both Government and Dáil approval. While it cannot be accurately predicted what these projects may be, at present Ireland is involved in an EDA Category B project in respect of Maritime Surveillance (MARSUR II) which is likely to lead to a further edition (MARSUR III) later this year. If Ireland wishes to participate in this further project, Government and Dáil approval will be required.
- A further area where Government approval is required is to participate in EU Battlegroups.
- The Chief of Staff, the Military Judge and the Ombudsman for the Defence Forces are appointed by the President on the advice of the Government, while the Government appoint the Deputy Chiefs of Staff and the Director of Military Prosecutions.
- Other Ministers that the Minister for Defence would tend to have engagement with are:
  - Minister for Foreign Affairs and Trade re. overseas deployments, International Security Policy, CSDP and engagement with UN, OSCE and NATO/PfP.
  - Minister for Justice and Equality re. domestic security matters.
  - Minister for Finance and Public Expenditure and Reform re. funding for Defence and overall terms and conditions.
  - Minister for Agriculture, Food and the Marine re. the Air Corps and Naval Service role in fisheries protection.
  - Minister for Health re. air ambulance services provided by the Air Corps and, more recently, Defence support for the response to Covid-19.
  - Minister for Transport, Tourism and Sport re. maritime and aviation security matters.

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<sup>4</sup> The EDA supports a range of work programmes funded on an ad-hoc basis by the Member States in various compositions. In some instances, all Member States will participate in these programmes unless they specifically decide to opt out (referred to as Category A Programmes) and, in other cases, a small number of Member States will group together to pursue a particular initiative (referred to as Category B Programmes).

- Minister for Business, Enterprise and Innovation re. the European Defence Fund and the Defence Enterprise Initiative.
- Minister for Housing, Planning and Local Government re. Civil Defence, Civil Protection and Major Emergency Management planning at regional and local level.
- Minister for Communications, Climate Action and Environment re. cyber.

#### **ATTENDANCE AT STATE CEREMONIAL EVENTS**

- The Minister for Defence has traditionally been the host of the annual 1916 Commemoration held outside the GPO each Easter Sunday and at the annual 1916 Commemoration held at Arbour Hill in early May each year.
- As there is significant military involvement, the Minister for Defence also attends the National Day of Commemoration ceremony that will be held this year on Sunday 12<sup>th</sup> July at the National Museum at Collins Barracks.
- Another annual event that the Minister for Defence is invited to attend is the National Famine Memorial Day Commemoration which, this year, was to have been held in Buncrana, Co. Donegal but, due to Covid-19, a scaled back ceremony has held at St. Stephen's Green on 17<sup>th</sup> May last.
- Plans are at an early stage to hold a State Ceremonial event in Cork city on the 1<sup>st</sup> of November 2020 to mark the significant events that took place there in 1920, including the deaths of their Lord Mayors and the burning of the city. The likely centrepiece of the event is a parade with a significant military component.

#### **ATTENDANCE AT MILITARY CEREMONIAL EVENTS**

- Cadet commissioning ceremonies – usually three per annum (one for Army, Air Corps and Naval Service). A commissioning ceremony for Naval Service Cadets is scheduled for next Friday, the 3<sup>rd</sup> of July in Haulbowline while, in addition, there is also a commissioning ceremony for two Lieutenants under the Military Medicine Training Scheme on Thursday next, the 2<sup>nd</sup> of July in DFTC, Curragh. A Cadet induction ceremony will take place in September (date tbc).
- Some passing out parades (attestation) for new enlisted Recruits – generally there are 10 to 12 such events per annum.
- The Minister generally attends the review of troops travelling overseas. The following reviews are currently scheduled to take place during the remainder of 2020:
  - UNIFIL review of 117<sup>th</sup> Inf. Battalion in October/November 2020 (dates and venue tbc).
  - UNDOF review of 62<sup>nd</sup> Inf. Group in September/October 2020 (dates and venue tbc).

## **ATTENDANCE AT FORTHCOMING INTERNATIONAL MEETINGS**

- Defence informal – two per annum, the next of which is scheduled to be held in Germany on 26<sup>th</sup>/27<sup>th</sup> August 2020.
- Foreign Affairs Council and Defence – two per annum, the next of which is expected to be held in Brussels in November (to be confirmed).

## **VISITS TO TROOPS SERVING OVERSEAS**

- In recent years, the Minister and Minister of State undertake at least one visit each to an overseas mission during the course of the year, usually around St Patrick's Day and in the autumn.

## **OTHER RESPONSIBILITIES**

- The Minister for Defence is Chairperson of the Government Task Force (GTF) on Emergency Planning which meets approximately six/seven times per annum. The planned dates of next meetings during 2020 are end of July (date tbc), 9<sup>th</sup> September, 4<sup>th</sup> November and 9<sup>th</sup> December (but these are all subject to change).
- As Chairperson of the GTF, the Minister for Defence would normally attend National Emergency Coordination Group meetings with other Ministers when convened by a Lead Government Minister/Department in response to a national-level emergency covered by the *Strategic Emergency Management: National Structures and Framework* approved by Government in 2017.

## Appendix 2: Defence Organisation Priorities 2020

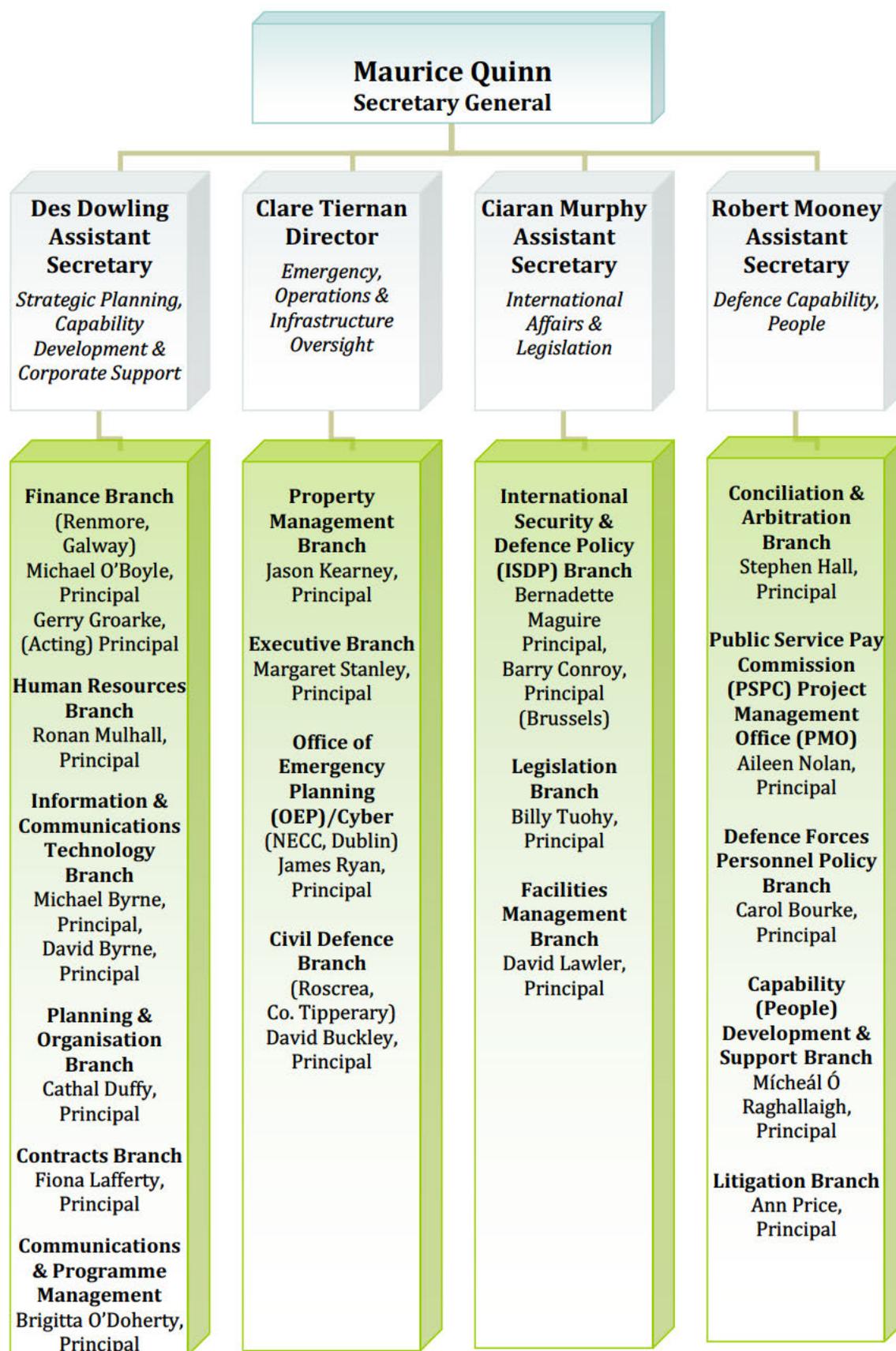
\* Denotes priorities where associated actions are expected to be delayed and timelines extended due to resources being directed to the Covid response. These priorities and their status/assessment will be reviewed once the Covid crisis is over.

		2020 Priority	Assessment
<b>POLICY</b>	1.	COVID-19	Respond as required to COVID-19
	2.	White Paper / White Paper Update *	White Paper projects on track.
	3.	EU + International	<ul style="list-style-type: none"> <li>• Ongoing and proactive engagement with UN, EU, NATO/PfP and bilaterally in line with Government Policy.</li> <li>- Active outreach in presentation of the Irish position on the Future of Europe and CSDP as they evolve. Proactive engagement with Oireachtas and EU partners on CSDP initiatives, including PESCO, CARD and the European defence Fund and contribution to CSDP Operations.</li> <li>- Build new alliances at EU level to support Ireland’s potential to influence developments in CSDP.</li> <li>- Continue to engage proactively with NATO/PfP in accordance with White Paper commitments.</li> <li>- Political engagement with UN in context of overseas missions, including the Food for Thought Paper on the topic of increasing the contribution of EU Member States to UN peacekeeping.</li> <li>• Defence engagement with and support for the “Global Footprint” strategy.</li> <li>• Engagement with the SECCO campaign.</li> </ul>
	4.	Brexit	Prudent defence planning.
	5.	National Security	[REDACTED]
	6.	Climate Change	Climate action integrated into equipment & infrastructure programmes of work.
	7.	Public Sector Initiatives *	<ul style="list-style-type: none"> <li>• OPS 2020 Priority Actions:</li> <li>• FMSS, including the management of the resilience of existing systems.</li> </ul>

		2020 Priority	Assessment
	8.	Civil Defence*	Progress policy development in respect of Civil Defence with a view to publishing the policy "Towards 2030".
	9.	Emergency Management	GTF: Deliver the GTF Programme of Work
<b>CAPABILITY</b>	10.	Capability Development Planning Framework*	Framework for capability development planning
	11.	Strategic HR / Recruitment / Retention *	<ul style="list-style-type: none"> <li>• Strategic HR Working Group: Oversee the implementation of the HLIP.</li> <li>• Achieve and sustain strength: <ul style="list-style-type: none"> <li>- Implementation of 2020 Recruitment Plan.</li> <li>- Direct entry and re-entry of specialists to be achieved.</li> </ul> </li> </ul>
			<ul style="list-style-type: none"> <li>• Implement Working Time Directive</li> </ul>
			<ul style="list-style-type: none"> <li>• Enhance retention: <ul style="list-style-type: none"> <li>- Progress participation and approaches to all aspects of diversity and inclusion.</li> <li>- Progress work on morale, esprit de corps and DF Values.</li> </ul> </li> <li>• DF to initiate a scoping exercise on next independently chaired IMG review of progress.</li> </ul>
			<ul style="list-style-type: none"> <li>• Increase female recruitment.</li> <li>• Progress the gender, equality and diversity agenda.</li> </ul>
	12.	Equipment	<ul style="list-style-type: none"> <li>• Equipment Development Plan finalised.</li> <li>• Progress planning and delivery of equipment across: <ul style="list-style-type: none"> <li>- Land (e.g. MOWAG Armoured Vehicles midlife upgrade, Software Defined Radio)</li> <li>- Air (e.g. ISTAR aircraft &amp; CASA replacement) and</li> <li>- Sea (e.g. mid-life refit LÉ Roisin &amp; LÉ Niamh and LE Eithne Replacement (MRV)).</li> </ul> </li> <li>• Integrate Green Procurement into equipment procurement plan and business case presentations to HLPPG.</li> </ul>
13.	Infrastructure	Implement the prioritised 5 year Infrastructure Plan for the Defence Forces.	
14.	Legislation	Legislative Programme in place.	
15.	Industrial Relations	Implementation of the recommendations of the Review of the Conciliation & Arbitration Scheme for the PDF.	

		2020 Priority	Assessment
	16.	Lariam	Implementation of the Report of the 2 <sup>nd</sup> Working Group regarding litigation arising from the use of Malaria Chemoprophylaxis in the DF.
	17.	RDF	<ul style="list-style-type: none"> <li>• Progress PfG commitments.</li> <li>• RDF recruitment.</li> <li>• Develop proposals on FLR following completion of the HLIP projects.</li> </ul>
	18.	Innovation *	Improve effectiveness & efficiency through innovation and transformation initiatives achieved through the progressing of White Paper Projects 17 and 18 (Defence Enterprise Initiative) and through quarterly meetings of the Defence Enterprise Committee.
	19.	Air Corps *	<ul style="list-style-type: none"> <li>• Progress AC capabilities in the context of ATC, pilot capacity and the action plan.</li> </ul>
			<ul style="list-style-type: none"> <li>• Safety Management System implementation progressed, drawing on the consultant's report (Bureau Veritas).</li> </ul>
	20.	Naval Service	<ul style="list-style-type: none"> <li>• Maximise NS operations and capabilities in the context of roles assigned by government for operations and in light of current challenges.</li> </ul>
			<ul style="list-style-type: none"> <li>• Facilitate ISPAT site remediation with a view to progressing West Wall Berthage.</li> </ul>
	21.	Cyber	Implement National Cyber Security Strategy as appropriate.
22.	Veterans	Support of the Veterans' Associations by way of grants-in-aid to ONE and IUNVA.	
<b>OPERATIONS</b>	23.	Overseas Operations*	Submission to Minister of the joint review of overseas operations and prospects for the next 18 months for consideration and approval.
	24.	Domestic Operations*	<ul style="list-style-type: none"> <li>• Progress joint exercises – GS, HSE, etc.</li> <li>• Readiness states.</li> <li>• SLA on Sea Fisheries met.</li> <li>• MOU on EAS missions met.</li> <li>• ATCA/ATCP.</li> <li>• Commemorations.</li> </ul>
	25.	Protected Disclosures	Continue to manage all protected disclosures received in the Organisation through the single office for Protected Disclosures.

## Appendix 3: Senior Management (Civil Servants)



## **Appendix 4: Senior Management (Military Officers)**

<b>Chief of Staff</b>	Vice Admiral Mark Mellett
<b>Deputy Chief of Staff (Support)</b>	Major General Sean Clancy
<b>Deputy Chief of Staff (Operations)</b>	Major General Anthony McKenna
<b>Assistant Chief of Staff</b>	Brigadier General Adrian Ó Murchú
<b>General Officer Commanding 1 Brigade</b>	Brigadier General Patrick Flynn
<b>General Officer Commanding 2 Brigade</b>	Brigadier General Tony Cudmore
<b>General Officer Commanding Defence Forces Training Centre</b>	Brigadier General David Dignam
<b>General Officer Commanding Air Corps</b>	Brigadier General Rory O'Connor
<b>Flag Officer Commanding the Naval Service</b>	Commodore Michael Malone

## **Appendix 5: Summary of operational outputs of the Defence Forces during 2019<sup>5</sup>**

### **ARMY**

<b>Type of Operation</b>	<b>Number of Operations</b>
Central Bank Cash Escorts	5
Prisoner Escorts	91
Hospital Guard (prisoner)	5
Explosive Ordnance Disposal (EOD) Call-outs	88
Explosive Escorts	5
Central Bank Patrols	1,095
Shannon Airport Security Duties	296
Search operations	15
VIP Visits	3*

\* These three VIP visits resulted in 2,614 personnel being deployed in support of An Garda Síochána.

Domestically, the Army also provided a year round 24/7 armed guard at Government Buildings, the Central Bank, Portlaoise Prison and at an explosives production facility. In addition, the Army provided ATCA support to the HSE, to local authorities and to Gardaí in response to ambulance strikes, gorse fires and flooding events during 2019.

### **AIR CORPS**

<b>Type of Operation</b>	<b>Number of Missions</b>
Garda Air Support Unit (GASU) missions	1,199
Emergency Aeromedical Support (EAS) missions	347
Civil Assistance missions (e.g. inter-hospital air ambulance)	46
Maritime Patrol missions	130
Ministerial Air Transport Service (MATS) missions	49

### **NAVAL SERVICE**

#### **Fishery Protection**

<b>No. of fishery patrol days</b>	<b>Sightings</b>	<b>Boardings</b>	<b>Infringements</b>	<b>Detentions</b>
1,036	1,134	772	8	12

A further 25 non-fishery patrol days were also carried out by the Naval Service during 2019. The Naval Service Diving Section responded to seven ATCP requests from An Garda Síochána as well as five ATCA requests for support from the Irish Coast Guard and one from the Marine Survey Office.

<sup>5</sup> See Appendix 7 for details of Defence Forces personnel serving overseas.

## **Appendix 6: List of White Paper projects**

<b>Project No.</b>	<b>Projects per Chapter</b>	<b>Page No.</b>	<b>Current Status</b>
	<b>Chapter 3</b>		
1	It is important that the approach to the assessment of security and associated arrangements governing this are kept under review. Any necessary measures to enhance these will be taken in the light of consideration of developments and approaches at national and international levels.	24	External engagement on project definition underway
2	The Defence Organisation will develop both civil and military capabilities and capacity across the full spectrum of activity, including defence policy and administration, so as to support the comprehensive approach to crisis management, post conflict stabilisation and Security Sector Reform. It will also develop, in concert with partners and other like-minded states, joint initiatives to this end.	29	Not yet commenced
3	Review Ireland's declared contribution to United Nations Standby Arrangements System (UNSAS) and the EU Headline Goal; to include consideration of the potential deployability of the full range of Defence Forces' capabilities including Army, Air Corps and Naval Service capabilities and assets on peace support and crisis management operations.	29	Not yet commenced
4	Progress options for building on existing bilateral relations through staff exchanges, exploring the option of Defence Attaché appointments to key EU member states/third countries where appropriate, developing bilateral MOUs and more regular civil/military staff to staff engagements.	29	Not yet commenced
5	Engagement with the Connected Forces Initiative (CFI), the Planning and Review Process (PARP), and the Operational Capabilities Concept (OCC).	30	Closed
6	Opportunities will continue to be identified to expand Ireland's participation in multi-national capability development projects within the framework of the EDA in support of Defence Forces' operations, capacity and capability.	31	Not yet commenced
7	Engage with other stakeholders, in response to matters raised by the United Nations Secretary General, to explore the contribution of gender focused measures in peacekeeping, particularly in relation to the appropriate deployment of female personnel.	31	Closed
8	Develop the new Institute for Peace Support and Leadership Training at the Curragh by (1) Evaluating the new concept; (2) Advancing its objectives; to showcase the initial concept during 2016.	34	Underway
9	Explore further areas of greater synergy with departments and agencies with responsibility in the maritime area to ensure the best and most efficient use of all state resources. This will encompass a more risk based approach and the use of new technologies.	40	Not yet commenced

10	Ask the Chair of the National Maritime Security Committee to initiate an examination of maritime security arrangements, including governance arrangements with a view to bringing forward recommendations, if required, to enhance the provision of maritime security.	40	Paused
11	A review of Ireland's National Risk Assessment (NRA), including those emergencies/crises that may threaten or impact on national security, will be undertaken in late 2015 by a subgroup of the Government Task Force on Emergency Planning.	41	Closed
12	Develop an Service Level Agreement (SLA) with the Department of Communications, Climate Action and Environment with regard to support Computer Security Incident Response Team – Ireland (CSIRT-IE).	43	Closed
13	Develop an SLA with Irish Aid relating to participation by members of the Defence Forces in the Emergency Civil Assistance Team (ECAT) initiative.	47	Closed
<b>Chapter 4</b>			
14	The Department and the Army Equitation School will develop more formal arrangements with equitation bodies such as Horse Sport Ireland, Teagasc, Royal Dublin Society, National Sports Campus and the Institute for Sport. The School will be reviewed to maximise its utility for nurturing talent while promoting the Irish horse.	51	Not yet commenced
15	To develop the Defence Forces School of Music, including possible linkages with relevant educational institutions.	51	Not yet commenced
16	Based on the outcome of the pilot, and having considered the report of the Emergency Aeromedical Support [EAS] Working Group, the establishment of a permanent service was approved by Government in July 2015. The Government's decision provided that whilst the current service model will continue, the service will be subject to ongoing review in the context of ensuring a sustainable long term service arrangement.	52	Not yet commenced
17	The Department will identify opportunities for co-operative collaborative engagement between the Defence Forces and Irish-based enterprise and research institutes, including third level colleges.	53	Paused
18	Develop the Defence Enterprise Initiative further including establishing a Security and Defence Enterprise Group to support Irish-based enterprise in their engagement with the European Defence Agency (EDA) and in accessing EDA and Horizon 2020 programmes, to the benefit of Irish Enterprise and Defence Forces capability.	54	Paused
19	In the context of ongoing engagement it will be necessary to resolve the issues of intellectual property rights and possible endorsement of such products or research. Develop a policy on intellectual property rights and endorsement.	54	Closed
20	In consultation with Enterprise Ireland, the Department and Defence Forces will examine current procurement processes with	54	Not yet commenced

	a view to improving the potential for Irish enterprise to compete for Defence contracts.		
21	In pursuing its overall goal and consistent with capability requirements, the Department will give appropriate stimulation to innovation networks which may include state actors, institutes of higher education, research centres and progressive entrepreneurial companies.	55	Paused (merged with 17)
22	Develop a new employment support scheme with the direct involvement of the Defence Forces.	55	Closed
23	The Department will give serious consideration to developing renewable energy solutions on defence lands and installations.	56	Closed
24	The Department will initiate a new Bill which will revoke all existing Red Cross legislation with certain provisos.	56	Paused
<b>Chapter 6</b>			
25	Fuse information from the land, air and maritime domains into a joint Common Operational Picture (COP).	62	Closed
26	The Secretary General and Chief of Staff will jointly undertake a review of the current high level command and control structures in the Defence Forces, having regard to international best practice on military command and control and drawing upon external expertise. This will include a review of structures for managing joint operations and intelligence.	63	Underway
27	From a national view point and having regard to the need to minimise threats to the safety of personnel, the Department of Defence will examine the option of maintaining a rapid deployment capacity, at Company level, to support or reinforce overseas contingents if the situation so demands.	65	Not yet commenced
28	Measures will be taken to further enhance the capabilities of the Army Ranger Wing in particular with the aim of increasing the strength of the Unit considerably.	65	Underway
29 <sup>6</sup>	Incorporate the following into the High Level Planning and Procurement Group's (HLPPG) work agenda and in due course a new equipment plan, which will form a sub-set of a broader capability development plan.	66	----
29A	Implement the most cost effective approach to maintaining Armoured Personnel Carrier (APC) capabilities	66	Underway
29B	Replace existing five Cessnas, with three larger aircraft suitably equipped for Intelligence, Surveillance Target Acquisition and Reconnaissance (ISTAR) tasks.	66	Underway
29C	Replace existing CASA 235s with consideration being given to larger more capable aircraft.	66	Underway
29D	Procure a small number of Armoured Logistic Vehicles for Overseas missions	66	Closed
29E	Replace the LÉ Eithne with a Multi-Role Vessel (MRV) enabled for helicopter operations and have a freight carrying capacity.	66	Underway

<sup>6</sup> This is not a project in itself but is the overarching heading for the seven capability projects 29A to G.

29F	Replace the two existing Coastal Patrol Vessels, the LÉ Ciara and LÉ Orla with similar vessels with counter-mine and counter-Improvised Explosive Device (IED) capabilities.	66	Paused
29G	In the event of additional funding becoming available, beyond that required to maintain existing capabilities, consideration will be given to the development a primary radar surveillance capability, acquisition of additional ships for the Naval Service and additional APCs and variants, Light Tactical Armoured vehicles and additional air defence capabilities for the Army in line with the Capability Development Plan.	66	Not yet commenced
30	Consider the development of a more capable air combat/intercept capability as part of the White Paper update	68	Not yet commenced
31	The Department will develop a detailed capability development plan, building on the work completed as part of the White Paper process.	68	Underway
32	Fulfil requirement to carry out major building refurbishment in areas including Haulbowline, Casement Aerodrome, McKee Barracks and the Curragh Camp.	69	Closed
33	Develop a co-ordinated 5 year infrastructure development plan that reflects, on a priority needs basis, an approach for all infrastructure development requirements for the life time of the White Paper. The first step of the plan is to assess the main barracks and facilities.	70	Closed
34	Review the current training lands portfolio and the necessary infrastructure to develop them to meet the standards required by the Defence Forces.	71	Not yet commenced
35	Undertake a review of the legislative framework to ensure that it is fit for purpose.	71	Not yet commenced
<b>Chapter 7</b>			
36	Implement the Defence Forces' competency framework, currently being developed, for recruitment, development, performance management and promotion.	73	Underway
37	Design, develop and implement a merit based promotion system for all ranks.	73	Not yet commenced
38	Undertake, in the medium term, a review of civil and military roles/functions to determine the optimum mix of civil service, civilian and military personnel to address both operational and support roles within the Defence Organisation.	74	Not yet commenced
39	Conduct a gap-analysis of skill-sets within the PDF to identify the frequency of gaps and appropriate measures to address them.	74	Not yet commenced
40	Conduct, in the medium term, a review of HR policies in relation to recruitment, training and education, performance management, reward systems, and retention and retirement policies alongside appropriate age profiles for personnel across the Defence Forces.	75	Not yet commenced
40A	Conduct a review of contracts of service for all ranks of enlisted personnel of the Defence Forces in the context of capability requirements and associated appropriate age profiles.	75	Not yet commenced

41	The Defence Forces will review and develop rolling medium term manpower planning requirements so as to deliver an effective and efficient workforce mix. Current personnel policies to support this will be further developed and implemented.	75	Closed
42	The Defence Forces will raise awareness and attract recruits from all backgrounds so the Defence Forces, both Permanent and Reserve, reflect the society that they serve. The Defence Forces will assess the effects of ongoing initiatives in the medium term.	75	Closed
43	Review external accreditation to ensure an appropriate balance is achieved between maintaining required skills and capability, and retention and retirement/exit objectives.	76	Not yet commenced
44	The Defence Forces will review its performance management and annual appraisal systems to ensure that they fully support the Defence Forces capability requirements consistent with the new Integrated Competency Framework. (Linked to No. 36)	77	Underway (merged with 36)
45	Develop and incorporate a scheme of commissioning officers from enlisted personnel ranks.	77	Closed
46	Consider a scheme to enable lateral career moves within the Defence Forces across the three services.	77	Not yet commenced
47	Develop succession planning and smoother processes for filling key posts.	77	Not yet commenced
48	Identify and examine any impediments to maximise the candidate field for promotion consistent with service and performance.	78	Not yet commenced
49	The Department will undertake a review of the overall pay and allowance structures with a view to the simplification and standardisation of the remuneration system in the Defence Forces.	78	Not yet commenced
50	Conduct a programme of reviews of the terms and conditions applying across the services, ranks and technical staff with a view to greater standardisation within the overall system.	78	Not yet commenced
51	Implement a range of systems, procedures & scheduled training to ensure PDF preparedness for transition to civilian life after military service.	78	Not yet commenced
52	Develop a career platform or portal for exiting personnel to give them a direct bridge to employers to assist them in making the transition to a career in civilian life.	78	Not yet commenced
53	Defence Forces Human Resources will create a career portfolio for interested exiting members of the PDF listing their military qualifications alongside the level of the qualification on the National Framework of Qualifications (NFQ) where relevant.	78	Not yet commenced
54	The Department's Human Resources Branch will provide support in CV preparation for exiting civilian employees.	78	Not yet commenced
55	Develop further initiatives to encourage more women to apply for the Defence Forces and to increase female participation at all ranks.	79	Closed
56	Conduct a survey to identify any impediments to the advancement of women in the PDF.	79	Underway

57	Develop and actively manage a Diversity and Inclusion Strategy in the Defence Forces, building on existing policies in relation to ethnicity, gender, sexual orientation and equality.	79	Closed
58	Operational requirements, overseas postings, training courses, career courses and the availability of development opportunities will be reviewed to ensure that they do not discriminate on the basis of gender or familial responsibility, while retaining the integrity of the course and training requirement.	79	Not yet commenced
59	Further develop the supports available to exiting personnel and veterans.	85	Not yet commenced
60	The Department will commence an organisational capability review within the next twelve months.	87	Not yet commenced
61	The Department will explore opportunities for joint training with Defence Forces' personnel in light of the "Comprehensive Approach".	88	Not yet commenced
62	Regarding Civilian Employee vacancies, the Department will, in the short term, initiate a programme of targeted recruitment to address priority vacancies. In the medium term, the Department will identify the areas that are most in need.	89	Closed
63	The Department will establish a planning group consisting of representatives of Civilian HR and the military authorities to undertake a gap analysis to identify supply and demand and will identify core requirements. It will examine the existing service delivery model and make recommendations on a service delivery framework.	89	Not yet commenced
64	The Department will examine the existing approach where a catastrophic injury is incurred with the objective of creating a less adversarial system.	92	Not yet commenced
<b>Chapter 8</b>			
65	Revise the terms and conditions of First Line Reserve (FLR) membership and examine the case for the current gratuity.	97	Not yet commenced
66	Develop the necessary regulatory changes and service criteria (of the FLR) in consultation with all stakeholders.	97	Not yet commenced
67	The Department will review the provisions of the Defence Acts and bring forward proposals for any changes that may be required in order to reflect the possible crisis situations where activation of members of the Reserve may be appropriate.	98	Not yet commenced
68	Establishment of the Naval Service Reserve (NSR) increased to 300.	99	Not yet commenced
69	Consideration will be given to the activation of Reserve Sub-Units for short periods of training with PDF Units or other support tasks.	99	Not yet commenced
70	Establish a panel of professionally qualified members of the Reserve, to be known as the Specialist Reserve.	100	Paused
71	Conduct a skills survey to identify individuals in the FLR, Army Reserve (AR) and NSR with relevant professional qualifications and their potential availability.	100	Paused (merged with 70)

72	The Department will identify the options available to underpin the engagement of the members of these Specialist Reserve, whose personal circumstances would allow them to undertake required tasks, including on overseas missions.	100	Not yet commenced
73	Progress, in consultation with the Representative Associations, the possibilities for members of the Reserve with specialist skills to assist the PDF in a voluntary unpaid capacity.	100	Not yet commenced
74	The Secretary General, in conjunction with the Chief of Staff, will bring forward proposals for the operation of a scheme that affords a small number of suitably qualified members of the RDF the opportunity to undertake operational duties at home and overseas.	100	Not yet commenced
75	Replace the term "effective" with the term "active".	100	Not yet commenced
76	The Department will give consideration to the establishment of a database of former members of the AR, NSR, FLR and PDF who could be called upon to volunteer in a crisis situation, by listing these as an "Inactive Reserve".	100	Not yet commenced
77	The Department will incorporate the review of progress on the implementation of the findings of the 2012 Review of the RDF into the overarching review process.	101	Not yet commenced
<b>Chapter 9</b>			
78	Progress new Civil Defence legislation with a view to providing a more modern aggregated piece of governing legislation.	104	Not yet commenced
79	The Department (Civil Defence Branch) will take the lead role in the Government's new Inter-agency Guidance Team (IGT) being established in order to enhance liaison under the Major Emergency Management.	104	Closed
80	Explore opportunities for further Civil Defence Service Level Agreements (SLAs).	105	Not yet commenced
<b>Chapter 10</b>			
81	The Secretary General and the Chief of Staff will develop a plan that seeks to optimise mutual civil-military synergies and consider further models of integrated working between the various civil and military branches of the Department. (includes consideration of a central procurement cell)	110	Not yet commenced
82	The Secretary General, in conjunction with the Chief of Staff, will prepare a specific short-term review to assess the increased capacity required in staffing in international fora.	110	Not yet commenced
83	The Department and Defence Forces will put in place further joint civil-military training initiatives, building on the new induction course.	110	Not yet commenced
84	The Department will ensure the successful delivery of the defence component of the Financial Management Shared Services.	111	Underway
85	Assess the future geographical layout of the Department taking account of a forthcoming organisational capability review of the civil service branches and the outcome and timing of further shared services developments.	112	Not yet commenced

86	The Government intends putting in place a new fixed cycle of defence reviews; every three years there will be a White Paper update with a strategic defence review every 6 years. The Government will consider putting the new review process on a statutory footing, having engaged in a process of all-party consultation to seek to put the proposals for defence review on a consensual basis.	114	Underway
87	Develop further procurement approaches that are more collaborative or involve joint procurement through engagement with other countries or through the European Defence Agency (EDA) and increased recourse to direct purchasing on a Government to Government basis...	116	Not yet commenced
88	The Government are establishing a specific defence funding study to capture in a new way the expected long-term costs of meeting Ireland's defence requirements using a ten year planning horizon linked to the proposed new framework of fixed cycle reviews. A comprehensive approach, linked to the new defence review architecture, needs to provide a fully elaborate picture for Government of the choices and their resource implications.	117	Underway

## **Appendix 7: Defence Forces personnel serving Overseas**

### **Members of the PDF serving Overseas (as of 2<sup>nd</sup> June 2020)**

#### **1. UN MISSIONS**

(i)	<b>UNIFIL</b> (United Nations Interim Force in Lebanon) HQ	9
	<b>UNIFIL</b> 115 <sup>th</sup> Infantry Battalion	278
	<b>UNIFIL</b> Sector West HQ	7
(ii)	<b>UNTSO</b> (United Nations Truce Supervision Organisation) Israel & Syria	10
(iii)	<b>MINURSO</b> (United Nations Mission for the Referendum in Western Sahara)	0
(iv)	<b>MONUSCO</b> (United Nations Stabilisation Mission in the Democratic Republic of the Congo)	2
(v)	<b>UNDOF</b> (COS Staff/FHQ Staff – Camp Faouar – Bravo side)	9
	<b>UNDOF</b> 61 <sup>st</sup> Infantry Group (Camp Faouar – Bravo side)	125
(vi)	<b>MINUSMA</b> (Irish Defence Forces Task Unit) Mali	13
	<b>TOTAL</b>	<b>453</b>

#### **UN MANDATED MISSIONS**

(vii)	<b>EUFOR</b> (EU-led Operation in Bosnia and Herzegovina)	4
(viii)	<b>EUTM Mali</b> (EU-Led Training Mission)	13
(ix)	<b>KFOR</b> (International Security Presence in Kosovo ) HQ	13
(x)	Naval Service EU Naval Mission (Op. Irini)	2

**TOTAL NUMBER OF PERSONNEL SERVING WITH UN MISSIONS 485**

<b>2.</b>	<b><u>ORGANISATION FOR SECURITY AND CO-OPERATION IN EUROPE</u></b>	
	Staff Officer, High Level Planning Group, Vienna	1
<b>3.</b>	<b><u>EU MILITARY STAFF</u></b>	
	Brussels	6
<b>4.</b>	<b><u>EU BATTLE GROUP</u></b>	
	German Led Battle Group 2020 (Stadtallendorf)	10
<b>5.</b>	<b><u>MILITARY REPRESENTATIVES/ADVISERS/STAFF</u></b>	
	(i) Military Adviser, Permanent Mission to UN, New York	1
	(ii) Military Adviser, Irish Delegation to OSCE, Vienna	1
	(iii) Military Representative to EU (Brussels)	4
	(iv) Liaison Officer of Ireland, NATO/PfP (Brussels)	3
	(v) EU OHQ Operation Althea, Mons, Belgium	1
	<b>TOTAL NUMBER OF PDF PERSONNEL SERVING OVERSEAS</b>	<b>512</b>

## **Appendix 8: High Level Implementation Plan Projects**

<b>Project No.</b>	<b>Project Title</b>	<b>Project Lead</b>
<b>Value members of the PDF</b>		
V1	Review of pay structures	Project being led by DPER
V2	Increase MSA	Project being led by DPER
V3	Restore allowances cut under HRA	Project being led by DPER
V4	Restore weekend premium rates	Project being led by DPER
<b>Retain the best people in the PDF</b>		
R1	Restore Pilot Service Commitment Scheme	Project being led by DPER
R2	Tech. 2-6 arrangements	Project being led by Defence
R3	Incentivised long service arrangements - NCO and Officer ranks	Project being led by Defence
R4	Barriers to extended participation in the PDF	Project being led by Defence
R5	Bespoke management training for leaders and managers	Project being led by Defence
R6	Professional Military Education Strategy	Project being led by Defence
R7	Mental Health and Wellbeing Strategy	Project being led by Defence
R8	Non Pay Retention Measures in the PDF	Project being led by Defence
R9	Additional specialist posts for high turnover/long lead-in appointments	Project being led by Defence
<b>Attract the best people to the PDF</b>		
A1	Recruitments methods for PDF	Project being led by Defence
A2	Workforce Planning	Project being led by Defence

## **Appendix 9: Defence Estimate Vote 36 for 2019/2020**

<b>Subhead</b>	<b>Description</b>	<b>2019 Estimate</b>	<b>2019 Outturn</b>	<b>2020 <sup>7</sup> Estimate</b>
		<b>€000</b>	<b>€000</b>	<b>€000</b>
A.1	Administration - Pay	18,900	18,586	21,300
A.2	Administration Non-Pay	5,640	4,445	5,221
A.3	Permanent Defence Force: Pay	446,709	418,650	457,261
A.4	Permanent Defence Force: Allowances	41,202	44,028	46,052
A.5	Reserve Defence Force Pay, etc	2,150	1,551	2,150
A.6	Chaplains & Officiating Clergymen: Pay & Allowances	1,250	1,103	1,250
A.7	Defence Forces Civilian Support: Pay & Allowances	26,000	19,352	24,000
A.8	Defence Forces: Capability Development	75,000	102,476	81,000
A.9	Air Corps: Equipment & Support	16,860	17,450	16,860
A.10	Military Transport	14,190	16,275	14,190
A.11	Naval Service: Equipment & Support	13,000	13,443	13,000
A.12	Barrack Expenses and Engineering Equipment	13,980	13,791	14,180
A.13	Defence Forces Built Infrastructure: Construction and Maintenance	28,100	23,826	29,100
A.14	Defence Forces Uniforms, Clothing, Equipment and Catering	13,980	15,505	13,980
A.15	Defence Forces Communications and IT	10,740	13,133	10,740
A.16	Military Education and Training	2,150	2,319	2,150
A.17	Defence Forces Logistics & Travel	3,378	3,908	3,378
A.18	Defence Forces Medical and Healthcare Support	7,000	6,732	7,000
A.19	Lands	1,000	855	800
A.20	Equitation	900	970	900
A.21	Litigation and Compensation Costs	5,000	6,417	5,000
A.22	Miscellaneous Expenditure	3,500	3,773	3,567
A.23	Costs arising directly from Ireland's participation in the EU's CSDP	1,747	1,839	1,747
A.24	Civil Defence	4,740	4,735	5,240
A.25	Irish Red Cross Society	932	932	965
<b>Gross Total</b>		<b>758,048</b>	<b>756,094</b>	<b>781,031</b>
B	Appropriation's - in - Aid	22,735	32,154	24,070
<b>Net Total</b>		<b>735,313</b>	<b>723,940</b>	<b>756,961</b>

<sup>7</sup>The 2020 Estimates process has not been finalised and revisions to Subhead provisions are currently being considered to reflect developments in the first half of the year. The proposed revisions to the Defence Vote 36 Revised Estimate reflect a transfer of expected savings on pay subheads to meet pressures elsewhere in the Vote including Covid-19 related costs and defensive equipment investment.

