An Roinn Cosanta
Department of Defence

Óglaigh na hÉireann
DEFENCE FORCES IRELAND

Department of Defence and Defence Forces Strategy Statement

2017-2020

An Taoiseach and Minister for Defence

In my role as Taoiseach and Minister for Defence I welcome the publication of this Strategy Statement which provides a strategic framework for the Department of Defence and the Defence Forces over the coming three year period. As with the previous Strategy Statement, a key focus must be to ensure that the Defence Organisation retains the capacity to meet its High Level Goal and to fulfil all roles assigned by Government. The White Paper on Defence continues to provide the Defence policy framework out to 2025 and has informed many of the strategic goals, objectives and actions identified in this Strategy Statement. Finally, I would like to acknowledge the hard work and effort of all personnel within the Department of Defence and the Defence Forces and I look forward to their continued demonstration of the highest standards of Public Service.

Leo Varadkar T.D.
An Taoiseach and Minister for Defence

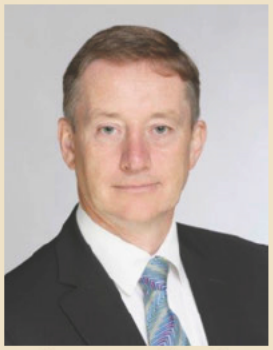
Minister with Responsibility for Defence

This Strategy Statement covering the period 2017 to 2020 sets out the High Level Goal of the Department of Defence and the Defence Forces and seeks to continue the positive work that has been undertaken following publication of the White Paper on Defence. The White Paper has set out a comprehensive policy framework for the period to 2025 and along with the Programme for a Partnership Government has been a key factor in the identification of priorities over the next three years. This Strategy Statement also builds on the significant progress already made on White Paper implementation and I look forward to continuing to work closely with the Secretary General, the Chief of Staff and their civil and military colleagues, whose continued efforts will be required to ensure that the goals and objectives are met.

Paul Kehoe T.D.
Minister with Responsibility for Defence

Secretary General & Chief of Staff

We welcome approval of this Strategy Statement which provides a strategic framework for the work of the Department of Defence and the Defence Forces over the next three years. The Department has a unique civil/military structure and responsibility for implementation of this Strategy Statement falls to both military and civil branches. Implementation will be overseen by the Strategic Management Committee on a continuous basis. This civil-military approach facilitates business planning processes in both the Department of Defence and the Defence Forces within a shared view of the strategic goals, objectives and actions identified in this Strategy Statement. The aim for the coming years is to ensure that the requirements of Government across all roles assigned can continue to be met.



Maurice Quinn
Secretary General

Mark Mellett DSM
Vice Admiral
Chief of Staff

Introduction

This Strategy Statement encompasses the civil and military elements of the Department of Defence and the Defence Forces, and sets out a shared High Level Goal:

To provide for the military defence of the State, contribute to national and international peace and security and fulfil all other roles assigned by Government.

This High Level Goal comprises three broad Strategic Dimensions: Defence Policy; Ensuring the Capacity to Deliver; and Defence Forces Operational Outputs. Under each Strategic Dimension, a number of Strategic Goals are identified and flowing from these are the identified priority Objectives and Actions which will be pursued over the period 2017 to 2020.

In the development of this Strategy Statement, a meeting was held with the Joint Oireachtas Committee on Foreign Affairs and Trade, and Defence while the Defence Forces Representative Associations and staff throughout the Defence Organisation[1] were also consulted .

Mandate

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. It 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 while the Secretary General is the "principal officer" of the Department and is also appointed by the Minister for Public Expenditure and Reform as the Accounting Officer for all defence expenditure. Defence Forces Headquarters (DFHQ) is the military element of the Department of Defence, which is headed by the Chief of Staff, who is the Minister's principal military adviser.

In accordance with the Defence (Delegation of Ministerial Functions) Order 2017, the Government has delegated specified powers and duties of the Minister for Defence to the Minister of State at the Department of Defence, Paul Kehoe TD.

White Paper on Defence[2]

The White Paper on Defence, approved by Government in July 2015, provides the defence policy framework out to 2025. This policy framework, which provides that Ireland will continue to maintain its policy of military neutrality, 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 include continued provision of supports to An Garda Síochána, the defence contribution to international peace and security and the defence

1. In this Strategy Statement, the Defence Organisation refers to the Department of Defence and the Defence Forces.
2. http://www.defence.ie/WebSite.nsf/WP2015E

contribution to major emergencies and civil contingencies. A key feature of the White Paper is the geo-political and domestic security environment assessment[3] which provided the basis for the defence policy response and other policy requirements that are set out and which, in turn, led to the consolidation of those requirements into revised roles for both the Permanent Defence Force and the Reserve Defence Force (RDF).

The White Paper also sets out key principles on capability development, the future development of both the RDF and Civil Defence, and places a strong emphasis on development of the human resources of the Organisation. White Paper implementation is also addressed and, since publication, a total of 88 separate projects were identified to be completed over a ten year period, with a joint civil military White Paper Implementation Facilitation Team established to support and monitor the progress of these White Paper projects.

Programme for a Partnership Government 2016

In relation to Defence, the Programme for a Partnership Government agreed in May 2016 identified a total of 14 separate commitments, many of which overlap with extant White Paper projects and are reflected across the various Objectives and Actions that are identified in this Strategy Statement. Details of the 14 specific commitments contained in the Programme that have been assigned to Defence are contained in the Appendix, along with details of other commitments made in respect of which Defence has a contributory role.

Defence Funding

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

The Army Pensions Vote provides for the payment of pension benefits to retired military personnel and certain dependants. As such, the Vote is non-discretionary and demand driven. Superannuation benefits – retirement pensions and once-off lump sums – account for over 95% of all military pensions expenditure. The balance is spent on military disability pensions and other ancillary benefits. The gross Vote 35 allocation for 2017 amounted to €229m while the Budget allocation for 2018 is €239m.

The Defence Vote provides for both capital and current expenditure and in 2017 the gross allocation amounted to a total of €692m with a Budget allocation of €707m provided for 2018. The White Paper on Defence 2015 provides the policy approach to investment, whilst the 2018-2021 Capital Spending Plan includes a Defence provision of €416m. The capital element of Vote 36 is used for the purchase and upgrade of military equipment, necessary building and maintenance works, and ICT projects.

Cross Cutting with other Departments and Agencies

There are important cross-departmental dimensions to the work of the Defence Organisation and meeting our Goals and Objectives is often critically dependent on the inputs and co-operation of other Departments and State Agencies. Equally, their success can be dependent on the inputs and co-operation of the Defence Organisation. Department officials and Defence Forces personnel are represented on a number of inter-departmental groups and committees which consider a range of cross-cutting issues that impact on Government. Some of these cross-cutting relationships are outlined below.

3. http://www.defence.ie/WebSite.nsf/WP_chap2

The White Paper reflects the importance of whole of Government approaches to the security of the State. In this context, the Department of Defence will continue to collaborate with a range of Departments and Agencies who have security responsibilities. Such engagement includes that under the auspices of Cabinet Committee F (National Security), the National Security Committee and the Government Task Force on Emergency Planning. Increased collaboration in terms of planning, capability awareness, and joint exercising contributes to a stronger and more comprehensive approach to mitigating security threats to the State.

The Department of Foreign Affairs and Trade is a key strategic partner with which the Defence Organisation will continue to have a close and effective working relationship in the areas of UN Peacekeeping; International Security Policy; Disarmament, Non-Proliferation and Arms Control; and Sustainable Development. The Defence Organisation will continue to contribute to the implementation of the relevant Sustainable Development Goals and targets, as set out in the 2030 Agenda for Sustainable Development. The Defence Organisation will also continue to contribute to the inter-departmental groups focused on the implementation of UN Security Council Resolution 1325 through Ireland's second National Action Plan on Women, Peace and Security.

The Defence Organisation has pioneered the use of MOUs and SLAs covering services delivered to a range of Government Departments and Agencies. These are defined and may include specific output targets for the Defence Forces. The Department will continue to develop this framework where appropriate.

The Office of Emergency Planning will continue to support the Minister for Defence in his role as Chairman of the Government Task Force on Emergency Planning and, where appropriate, will continue to provide assistance during national emergencies/crises to the lead Government Departments and participate in inter-agency structured exercises.

Whilst the Department of Communications, Climate Action and Environment has the lead role in relation to cyber security, the Defence Organisation is committed to participating in the delivery of measures to improve the cyber security of the State, as proposed in the Cyber Security Strategy for Ireland which was approved by Government in 2015.

In terms of procurement, the Defence Organisation continues to pursue the potential for enhanced future cooperation in joint procurement activities by the Defence Category Council, which operates under the auspices of the Office of Government Procurement, and which is chaired by the Department of Defence and also includes representation by personnel with responsibility for procurement from An Garda Síochána and the Irish Prison Service.

The Department of Defence will continue to work with the Office of the Attorney General to ensure that work is completed within a sound legal and constitutional framework. The Defence Organisation will further develop its positive relationship with the Office of the Ombudsman for the Defence Forces.

The Defence Organisation has a key role to play in the Decade of Centenaries Programme and will continue to work closely with the Department of Culture, Heritage and the Gaeltacht towards ensuring a successful commemorative programme, including input to state ceremonies and management of the Military Service (1916-1923) Pensions Collection project.

The Department of Defence will continue to support the engagement by Civil Defence with local authorities, and the continued provision of Civil Defence support, under the Framework for Major Emergency Management across a range of emergency incidents.

Partnership, Conciliation and Arbitration, and Veterans Policy

The Defence Organisation will continue to invest time and resources in partnership structures. Benefits include a greater shared understanding of the business of defence and how that can be progressed, better internal and external communications, the development of customer service planning and implementation, better environmental planning, and the creation of forums in which issues of concern can be resolved.

The Defence Forces Conciliation and Arbitration (C&A) Scheme, which will be subject to a review, provides a range of fora for defence management to discuss with the Defence Forces Representative Associations (RACO and PDFORRA), within the scope of representation, the impact of the implementation of this Strategy Statement. Although they do not come under the formal C&A Scheme, provision has been made for representation for members of the Reserve, by RDFRA. The Department also interacts with the Irish Nurses and Midwives Organisation which represents members of the Army Nursing Service.

The White Paper on Defence recognises the valued public service given by former servicemen and women of the Defence Forces. To this end, a range of initiatives have been identified for implementation to enhance supports available to veterans.

Human Rights and Equality Issues

Having regard to section 42(2) of the Irish Human Rights and Equality Commission Act 2014, the human rights and equality issues that are relevant to the performance of the functions of the Department of Defence have been considered in the preparation of this Strategy Statement.

Whilst the Defence Forces are not a public body for the purposes of the Act, the Department of Defence has a key role in the formulation of policy in relation to the Defence Forces, and in monitoring its implementation. The White Paper continues the development of this agenda. The approach to human rights and equality issues is being pursued through a number of initiatives. These include the development of a Diversity and Inclusion Strategy for the Defence Forces, an Equality Policy, and a number of new initiatives recently implemented with a view to increasing female participation in the Defence Forces.

Various measures are also in place to ensure the right of each individual, civil or military, to dignity in their work environment and in all activities arising from their service, whilst provisions also exist for dealing with internal complaints and the disclosure of information under the Protected Disclosures Act 2014.

HIGH LEVEL GOAL

To provide for the military defence of the State, contribute to national and international peace and security and fulfil all other roles assigned by Government

Defence Policy

1. Provision of timely and relevant policy and military advice
2. Implement the White Paper on Defence
3. Contribute to national and international security and defence policy
4. Enhance cross-cutting policy collaboration

Ensuring the Capacity to Deliver

1. Development and maintenance of capabilities
2. Efficient and innovative management of resources
3. Develop management structures, organisation and people

Defence Forces Operational Outputs

1. Deliver operations successfully

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Department of Defence

DEFENCE POLICY

Óglaigh na hÉireann
DEFENCE FORCES IRELAND

Strategic Goals

Objectives and Actions

Provision of timely and relevant policy and military advice

- **Provision of timely and relevant policy and military advice to the Minister**
  - A continuous review of the defence and security environment to ensure the provision of timely and relevant policy and military advice to the Minister and to Government, including advice in respect of security, peace support and defence developments generally.
- **Identify appropriate responses in the delivery of defence outputs**
  - Ensure that appropriate responses in the delivery of defence outputs are identified and pursued to address changes in the defence and security environment.

Implement the White Paper on Defence

- **Progress White Paper objectives, including specific projects identified**
  - Review progress with White Paper implementation as part of the White Paper update that will commence in July 2018.

Contribute to national and international security and defence policy

- **Pursue measures in support of National security**
  - Continue to work with other Departments and Agencies with security responsibilities to assess and manage security risks.
- **Advance Ireland's strategic interests and values in international fora**
  - In the context of enhancing security, work proactively to advance national interests and continue to contribute actively to the development of international defence and security policy in international fora, together with the Department of Foreign Affairs and Trade, notably in relation to the UN, EU Common Security and Defence Policy and NATO/PfP.
- **Ongoing assessment of Ireland's contribution to and engagement in international peace support and crisis management operations**
- **InstituteforPeaceSupportandLeadershipTraining**
  - In accordance with the White Paper and the Programme for Partnership Government, progress the development of a new Institute for Peace Support and Leadership Training.

Enhance cross-cutting policy collaboration

- **Support the Government Task Force on Emergency Planning**
  - Continue to provide the necessary supports to the Minister for Defence in his capacity as Chairman of the Government Task Force on Emergency Planning.
  - In consultation and collaboration with other Departments and key public authorities, the Office of Emergency Planning will implement the Strategic Emergency Management: National Structures and Framework approved by Government in July 2017.
- **Develop synergies with other departments and agencies, including MOUs and SLAs**
  - The Department will continue to formalise, and monitor the provision of, Memorandums of Understanding (MOUs) and Service Level Agreements (SLAs).
- **DevelopCivil Defence**
  - Continue to support and develop Civil Defence around its central strategic objective of supporting the Principal Response Agencies (PRAs) in a variety of emergency and non-emergency situations.
  - Progress the work of the inter-agency guidance team to ensure that Civil Defence services and capabilities are developed according to the needs of the PRAs under the Framework for Major Emergency Management.

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ENSURING THE CAPACITY TO DELIVER

Óglaigh na hÉireann
DEFENCE FORCES IRELAND

Strategic Goals

Objectives and Actions

Development and maintenance of capabilities

- **Development and maintenance of capabilities in fulfilment of assigned roles at home and overseas**
  - Take capability building measures, ultimately consolidated in a Capability Development Plan referencing international best practice, comprehending integrated doctrinal development, human resources planning, regulatory reform, equipment procurement, infrastructural development, organisational structures, including high level command and control, training and education development.
  - Increase focus on innovation, and engagement in external evaluation, in line with the White Paper.

Efficient and innovative management of resources

- **Comply with public sector governance standards**
  - Ensure compliance with financial management, audit, assurance, risk assessment, procurement and other requirements, including the Public Spending Code, Public Financial Procedures and governance standards.
- **Initiate a Defence funding study**
  - Carry out a specific study to capture, in a new way and in time for the White Paper update in 2018, the long-term costs of meeting Ireland's defence requirements.

Develop management structures, organisation and people

- **Maintain the Government approved strength of the Defence Forces and support Veterans**
  - Maintain a Permanent Defence Force (PDF) of at least 9,500 serving personnel.
  - Develop an Army Reserve and Naval Service Reserve with a combined strength of 4,169 personnel.
  - Develop supports for exiting personnel and veterans.
- **Review and develop HR strategies**
  - Review and further develop HR strategies to ensure that the Defence Forces attract and retain personnel in keeping with HR requirements. The Organisation will continue to work closely with the Public Service Pay Commission.
  - Prepare and publish a HR strategy for the Department of Defence covering the period 2017 -2019.
  - Review and develop measures to ensure a strategic approach to recruitment, employment and retention of Civilian Employees in accordance with long-term needs.
- **Fulfil all commitments arising from public service reform initiatives**
  - Implement all actions arising from the Civil Service Renewal Plan and any plans at overall public service level.
  - Implement the Defence Forces Integrated Competency Framework across all ranks.
  - Continue to engage and support shared service initiatives including the process for the development and implementation of Financial Management Shared Services.

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DEFENCE FORCES OPERATIONAL OUTPUTS

Óglaigh na hÉireann
DEFENCE FORCES IRELAND

Strategic Goal

Deliver operations successfully

Objectives and Actions

- **Deploy Defence Forces capabilities in the provision of domestic security supports at the direction of Government and in response to approved Aid to the Civil Power requests from An Garda Síochána.**
- **Deploy Defence Forces capabilities to multi-national peace support, crisis management and humanitarian relief operations in accordance with Government direction and legislative provision.**
- **Deploy Defence Forces capabilities to approved Aid to the Civil Authority operations in response to major emergencies, including severe weather events.**
- **In accordance with Memoranda of Understanding and Service Level Agreements targets, provide a fishery protection service as well as a range of ongoing supports to other government departments and agencies including search and rescue and air ambulance services.**
- **Conduct operations in areas such as provision of a Ministerial air transport service and ceremonial services on behalf of Government.**

Commitments arising from the Programme for Partnership Government (PfG) 2016

a) Department of Defence led commitments

PfG Commitment Description
We will introduce a pilot employment support scheme in 2016, providing 30-40 participants with skills and training identifiable with the Defence Forces.
An increased level of female participation in our Defence Forces, with the goal of doubling the rate of participation from the current 6% to 12% in the next 5 years.
The Office of Emergency Planning, will examine the potential for a Rapid Response Unit, led by the Department of the Environment, which could be deployed when necessary, to coordinate offers of help and assistance, to those experiencing hardship following a severe weather event.
Implement the White Paper on Defence.
Provide for moving from an eight to a nine ship naval flotilla, investment in armoured personnel carriers, logistic vehicles, modernisation of barracks including Custume Barracks Athlone, replacement of aircraft as necessary and provide for improvements at Casement Aerodrome Baldonnel.
Ensure at least 9,500 Permanent Defence Forces personnel and a full-strength reserve.
Support our veterans for the public service and outstanding contribution they have made to the State.
Ensure the strength, skills base and contribution of the Reserve Defence Forces are maximised and target full participation of the RDF at 4,000 personnel.
Prioritise the need to address the gap in female participation in the Defence Forces.
Support and develop Civil Defence, update legislation governing its role, and establish a coordinated inter-agency guidance team to deal with major emergency management issues.
Develop a new Institute for Peace Support and Leadership Training in the Curragh.
Encourage partnerships between the Defence Forces and the private sector with a view to increased research, innovation and enterprise development.
Award a 1916 medal to all members of the Permanent Defence Forces who are in service in 2016 and to serving members of the Reserve Defence Forces in 2016 as part of the single force concept.
We will work with the Northern Ireland Executive to agree a funding plan for the Atlantic Youth Trust initiative, which involves a new sail training vessel to facilitate youth development, mentoring and training on an all-island basis.

(b) Commitments assigned to other Departments which Department of Defence has a contributory role

PfG Commitment Description	Lead Department
The new Government is committed to the expansion of the successful Emergency Aeromedical Service (air ambulance) and its possible extension to night time. A feasibility study will be carried out to explore how this might be achieved, who might provide it and the potential cost. This shall include consideration of a second base.	Department of Health
Complete a core structural review of decision-making arrangements across the common areas of security and defence.	Department of Justice and Equality