WHITE PAPER
ON
DEFENCE

AUGUST 2015

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Message from An Taoiseach

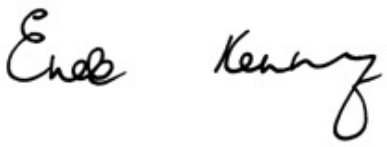
I am very pleased, on behalf of Government, to present this White Paper on Defence. It sets out a long-term and forward-looking approach to defence provision. The decisions taken in this White Paper will influence the development of defence capabilities for the next decade and beyond whilst acknowledging that the future is inherently uncertain. The maintenance of such flexible and adaptable military capabilities represents a very pragmatic and appropriate approach to dealing with such uncertainty.

Irish people take great pride in our Defence Forces and the contribution made by the Permanent Defence Force, the Reserve Defence Force and by Civil Defence. I have witnessed at first hand the important work that the Army, Air Corps and Naval Service undertake both at home and overseas. I am also acutely aware of the excellent work of Civil Defence as part of the local government response, in supporting communities in times of adversity. The commitment of the members of Civil Defence and the Reserve Defence Force is also testament to the continued spirit of voluntary service.

The defence contribution to our domestic security, international peace and security and to a broad range of supports to government departments and agencies means that this White Paper is important to a wide range of stakeholders, who have been consulted during the development of this document.

This White Paper charts a course for the continued development of capabilities across the Defence Organisation, whilst recognising that people are the key element of success. The Government are committed to ensuring that the Defence Organisation remains one in which people, both civil and military, are proud to serve.

The Department of Defence continues to provide leadership on defence policy and to ensure efficient and effective defence provision. Since taking up office, the Government have made a number of decisions in order to maintain and develop the operational capacity of the Defence Forces. This White Paper is further demonstration of the Government's commitment to ensuring that defence policy and associated capabilities offer a pragmatic and appropriate response to a highly dynamic security environment and anticipated future operational requirements.



ENDA KENNY T.D.

TAOISEACH

Ministerial Foreword

As Minister for Defence it is both a privilege and an honour to introduce a White Paper that sets out a defence policy framework and practical vision for the next ten years.

From my experience as Minister the single greatest asset the Defence Forces has is its personnel. I have witnessed at first hand their operational skills and commitment both at home and overseas. The professionalism and dedication shown in a wide variety of roles has been inspiring.

A career in the Defence Forces is a form of patriotism that provides an outstanding example to all of Irish Society.

We are a small State and dependent on global trade for our economic well-being. Ireland is vulnerable to a broadening range of security threats that affect the world today. Such security threats are increasingly interconnected, more diverse and less predictable. No one country acting alone can adequately respond to them. This White Paper contains a comprehensive security assessment that provides the context for the defence policy response.

In setting out defence policy to meet these security challenges, it builds on an all-embracing Government response and effective engagement with international organisations. In this context, it situates defence policy within the State's broader security framework. A key goal is to ensure that Ireland retains credible military capabilities that can meet anticipated future threats to the State's security, whilst ensuring that those capabilities remain flexible and responsive to a changing environment.

Ireland has a long and proud tradition of participation in UN mandated peace support operations. The deployment of the Defence Forces on such missions continues to provide an active and very tangible demonstration of Ireland's commitment to supporting the maintenance of international peace and security. This has enhanced Ireland's reputation throughout the world.

Defence capabilities and resources are also used to provide support to other state bodies in a variety of roles. This has significant benefits to the State in maximising the utility of defence capabilities and reducing the duplication of service delivery. While recognising the core functions of defence, this White Paper also sets out a framework through which defence can contribute further to our political, social and economic development.

The Government value the service and contribution that members of our Defence Forces make to the State. We remember those who have made the ultimate sacrifice in the service of the State including those on overseas peacekeeping missions in support of the United Nations. The Government also recognise the contribution of the Department of Defence and the service of those volunteers in the Reserve Defence Force and Civil Defence who devote so much time in service to the State. I also acknowledge the service and contribution of our veterans and their continued active support of the Defence Forces.

I am very proud to have had the opportunity to shape this White Paper on Defence, which sets out the future strategic direction for defence policy. I would like to thank all of those who supported me in its development, in particular the team in the Department of Defence and the Independent Advisory Group chaired by John Minihan. Finally I would like to acknowledge the work of my predecessor Alan Shatter, T.D. for his vision in developing the Green Paper on Defence in advance of this document.

I believe that this White Paper on Defence sets out a policy framework that will deliver the flexibility, support and modernisation needed to respond to a complex and changing environment both at home and abroad over the next decade.

SIMON COVENEY T.D.

MINISTER FOR DEFENCE

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Chapter 1 | Introduction

1.1 Context

The security of the State and its citizens is a primary responsibility of Government. It is a whole of Government concern and a broad range of government departments and agencies are assigned security responsibilities. Providing for the military defence of the State's territory is a fundamental security requirement and responsibility for this is vested specifically in the Department of Defence[1] and the Defence Forces. In a modern state, Defence[2] is conceived as the ultimate guarantee of freedom.

The defence contribution to security also encompasses defence inputs to domestic security, in particular in support of An Garda Síochána who have primary responsibility for protecting the internal security of the State; defence inputs to the State's response to large scale emergencies; and defence inputs to international peace and security. In addition, defence resources are used for other non-security tasks which maximise the utility of defence assets for the benefit of the State.

All of these requirements highlight the key role that the Department of Defence, the Defence Forces and Civil Defence play within the State's security and support framework. Security is the bedrock on which a society's cultural, social and economic achievements are built. Defence underpins Ireland's security as well as the promotion of the State's strategic interests in the international environment. As such, there is a significant cross-cutting policy dimension to this White Paper on Defence and Defence policy should be viewed in these broader terms.

Defence policy is a manifestation of civil control[3] 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 financial resourcing of defence and capabilities to be retained and developed; and matters relating to the administration of defence. There are many possible approaches to the provision of defence but a key consideration relates to how Ireland engages with other countries. In this context defence policy and foreign policy must be fully congruent.

1.2 New Challenges

Historically and from a state perspective, the concept of national security was principally associated with defending the sovereignty of nation states. In this context, the focus of national security, for most countries, was towards external threats from hostile forces. As such, defence policy is fundamental to the well-being of the State and its citizens. Given our particular history, the threat of internal subversion of the State was also a

[1] The Department of Defence comprises civil and military elements with distinct but complementary roles. Defence Forces Headquarters (DFHQ) is the military element of the Department of Defence. References to the Department of Defence in this document refer to both the civil and military elements unless otherwise qualified.

[2] Other terminology used in the White Paper is as follows; the term 'Defence' is used to refer in a broad sense to defence provision in Ireland; "Defence Forces" refers to the military organisation; the term "Defence Organisation" refers to the Department of Defence and the Defence Forces.

[3] In Ireland, civil control of Defence, including the armed forces of the State, is exercised by the Government through and by the Minister for Defence. The Minister is supported in discharging his functions by the civil and military elements of the Department of Defence.

key national security focus. These remain fundamental components of national security and responsibility for these matters rests with[4] the Department of the Taoiseach, the Department of Foreign Affairs and Trade, the Department of Defence and the Defence Forces and the Department of Justice and Equality and An Garda Síochána.

The concept of security has broadened considerably in the decades since the end of the Cold War and this ongoing trend was highlighted in the White Paper on Defence[5] (2000). In the international sphere, a more diverse range of issues are now recognised as posing security threats. The European Security Strategy[6] (ESS), which was adopted by the EU Heads of State and Government in 2003 identified that at that time the EU faced security threats *"which are more diverse, less visible and less predictable"*. These threats included: terrorism, proliferation of weapons of mass destruction, regional conflicts, state failure and organised crime.

The 2004 report of the UN Secretary General's High-Level-Panel on threats challenges and change, entitled "A more secure world: Our shared responsibility"[7], identified social and economic threats, transnational organised crime, as well as inter-state conflict, internal conflict, terrorism and weapons of mass destruction, as global security threats. In 2005, the former UN Secretary General, Kofi Annan's report "In Larger

[4] Subsequent chapters will outline where other departments and agencies have assumed security responsibilities.
[5] Available at www.defence.ie
[6] Available at www.ec.europa.eu
[7] Available at http://www.un.org

Freedom"[8] added poverty, environmental degradation and deadly infectious diseases to that list.

A report on the implementation of the ESS was carried out by the EU's then High Representative in 2008[9]. It considered evolving threats, e.g., cyber attacks, energy security, climate change and piracy and highlighted the fact that security concerns had broadened geographically and spatially, e.g., cyber space. The publication of the European Commission's Joint Communication on a Cyber Security Strategy of the European Union[10] in 2013 and the EU's Maritime Security Strategy[11] in 2014, represent important components of the EU's response to the 2008 report.

Globalisation, that is growing trade and other links among countries, brings increased interdependence among countries. As well as building on lessons learned in the security domain, including from past failings, this broadening of the range of security threats also reflects this increased global interdependence. New vulnerabilities have arisen, including an increased reliance on technologies and services which facilitate global business. The complexity and transnational nature of many of today's threats means that no one country acting alone can adequately respond to them: collective engagement and a comprehensive range of policy instruments are necessary.

1.3 Implications for National Security

This broadened concept of security has in turn influenced how countries now view national security. In recent years, many countries have developed consolidated national security strategies. In addition to the traditional fundamental national security focus, many such strategies have expanded the range of threats to include others with the potential to cause serious disruption to the functioning of a state or to the well being of its citizens. There is also now a general acceptance that, due to increased interdependence and globalisation, the national security of many states is intertwined with regional and global security.

This broader concept of national security also now encompasses certain threats such as natural disasters, cyber security and pandemics. Within this broader concept, threats to a state's economy, such as the financial crisis, may also be considered matters of national security.

In recent years there has been an increased focus on identifying broader national risks for Ireland. In December 2012, the Office of Emergency Planning published "A National Risk Assessment for Ireland".[12] This assessment was intended to advance best practice relating to emergency planning and preparedness. It examined hazards under four categories; natural, transportation, technological and civil. Each of these hazards was assessed having regard to probability of occurrence and likely impact, and the results were presented in a risk matrix. Whilst the majority of these hazards / threats do not pose national security concerns; threats such as terrorism, severe flooding, infectious diseases, loss of critical infrastructure, disruption to energy supply and cyber attacks can impact on national security.

In 2014, the Department of the Taoiseach published the National Risk Assessment 2014[13]. The purpose of that assessment was: *"to identify the risks (both financial*

[8] Available at http://www.un.org
[9] Available at http://cosilium.europa.eu
[10] Available at http://www.ec.europa.eu
[11] Available at http://www.ec.europa.eu
[12] Available at http://www.oep.ie
[13] Available at http://www.taoiseach.ie

and non-financial) which might have an adverse impact on Ireland's well-being and ensure appropriate prevention and mitigation frameworks are in place to address the nominated risks."

In considering the requirement for a broader risk assessment than that undertaken in the past, the document acknowledges that: *"Many other countries are looking at similar exercises, reflecting recent experiences and the extent of inter-connectedness between countries in the current era of globalisation. It is obvious that incidents such as terrorist attacks, pandemics, natural disasters or financial shocks in distant locations can have significant reverberations in Ireland. A feature of current efforts in many countries is an effort to broaden risk assessment from the traditional approach focused on national security and civil emergency-type events, to encompass broader economic and social factors".*

The "National Risk Assessment for Ireland" listed five categories of risks: economic risks, environmental risks, geo-political risks, social risks and technological risks. All of the categories of risks outlined pose security challenges or can be exacerbated by deteriorations in the security environment. Risks within the geo-political category such as war or regional instability can adversely affect the economy, the environment, etc. Incidents such as piracy off the Horn of Africa can lead to increased costs for business and impact competitiveness. Cyber attacks, state sponsored or otherwise, can cripple a country's electronic infrastructure, including the wide range of network connected devices and systems that control or operate critical national infrastructure. As such, "traditional" security related issues are linked to, and can increase a range of risks such as economic risks, environmental risks, social risks and technological risks.

Conversely, certain of the risks outlined above can intensify "traditional" security threats. Climate change, which is considered an environmental risk, can lead to changes in resource distribution, poverty and disaffection. This in turn can provoke resource conflicts, crime or extremism. Technological change can create new vulnerabilities that can be exploited by those disposed to doing so, creating new security risks. Furthermore, risks that disrupt societal norms can have significant security implications. This complex web of cause and effect linkages challenges the traditional view that internal and external security concerns are separate and distinct. The reality is that security risks have become increasingly inter-related.

In this context, a key challenge for Government is to ensure that threats are identified and that the full range of Governmental policy responses is brought to bear. This White Paper on Defence is an essential part of that broader process.

While individual strategies are in place to deal with threats that are faced, Ireland has not presented these as a consolidated national security strategy; however, the security environment assessment outlined in the next chapter considers a comprehensive range of threats that could adversely affect our national security. This White Paper focuses on threats where Defence plays a lead or supporting role.

A wide range of state agencies and bodies are responsible for leading and planning for the response to such threats and our memberships of and engagement with international organisations are also central to responding to these threats. The defence policy response, including the specific roles assigned to defence within this broader national security paradigm, will be discussed in subsequent chapters.

1.4 Objectives of the White Paper

This White Paper on Defence sets out the Government's defence policy for the next decade. It provides a framework that will enable a flexible and adaptive response to any adverse changes in a dynamic security environment. It also sets out the security tasks that the Department of Defence and the Defence Forces will undertake in supporting those other departments and agencies which are constituent parts of the State's security architecture. In addition, the White Paper sets out the Government's policy on using defence resources in other non-security roles for the benefit of the State.

The key objectives of the White Paper are:

- To provide a medium term policy framework for defence that is flexible and responsive having regard to the dynamic nature of the security environment and the key role that Defence plays in the State's security architecture;
- To give appropriate underpinning to Ireland's engagement in international bodies particularly the United Nations and the European Union;
- To ensure that the stated roles of the Defence Forces are consistent with requirements;
- Building on recent re-organisation measures for the Permanent Defence Force (PDF) and the Reserve Defence Force (RDF), to guide and underpin decisions relating to the capacity of the Defence Organisation to include: corporate skills, organisation, force composition and equipment acquisition over the next ten years;
- To underpin the development of required civil and military capabilities with an appropriate multi-annual resource commitment;
- To sustain and develop the Defence Organisation as one in which people are

proud to serve;
- To ensure defence policy contributes in a congruent way with wider social and economic policy.

1.5 Background and Overview of Process

The White Paper on Defence (2000) was the first such white paper in the history of this State. As previously outlined, in the intervening period there have been significant changes in the security environment. For Ireland, a key policy issue has been the developing responses of global and regional security organisations with which Ireland acts in pursuit of international peace and stability, principally the UN, the EU, the OSCE and NATO Partnership for Peace (PfP). Political, economic, social and security co-operation within the EU has deepened and this has been underpinned by institutional developments within the EU in accordance with successive treaties to which Ireland has subscribed, albeit with specific points of clarification. Threats to the EU are now regarded as threats to Ireland's interests and welfare. Within the security field, these changes, in turn, have informed required operational responses and associated capability requirements, as anticipated in the White Paper on Defence (2000).

Whilst the changes over the period to 2008 were driven by the White Paper modernisation agenda and emergent operational requirements, following the economic downturn more recent changes have been in response to financial constraints. In 2015, defence expenditure (excluding pensions) is some 20.8% less than 2008 expenditure and 14% less than 2007 expenditure. In Budget 2012, the Government decided to stabilise the strength of the PDF at an establishment of 9,500 personnel. In March 2013, a revised establishment of 4,069 personnel was introduced for the RDF in line with the recommendations of a Value for Money Review, which was published in November 2012. The Defence Forces, both Permanent and Reserve also implemented significant re-organisations in order to maximise operational effectiveness within these revised strength ceilings.

In July 2013, a Green Paper on Defence was published as part of the process leading to the publication of this White Paper. The purpose of the Green Paper was to stimulate an open debate about future defence requirements and submissions were sought. In total, 122 written submissions were received from a wide variety of interested parties (see Appendix C). Civil and military personnel of the Defence Organisation had some 20 follow-on meetings with selected groups and individuals. Officials from the Department of Defence also met with other government departments and agencies, and international organisations as part of the consultation process.

An inter-departmental group comprising representatives from the Department of the Taoiseach, the Department of Foreign Affairs and Trade, the Department of Defence, the Department of Justice and Equality and An Garda Síochána, prepared a security assessment, which is set out in Chapter 2 of this White Paper.

Two groups, comprised of civil and military personnel from the Defence Organisation, undertook detailed work on identifying future operational and capability requirements. This work included the consideration of various policy approaches having regard to resource requirements. The membership of these groups are set out in Appendix A.

The Minister also established an External Advisory Group to support him in the development of the White Paper. Mr. John Minihan was appointed Chairman of this group and the membership and terms of reference of this group is set out in Appendix B.

The Minister hosted a symposium on the White Paper on 15th May 2015. This brought

together a wide range of stakeholders and international experts for an open policy debate around key policy emphases. It provided a final opportunity for inputs from these stakeholders, prior to the finalisation of the White Paper.

1.6 Chapter Outline

The White Paper firstly considers the security environment: it then sets out the Government's policy response before moving on to consider capability requirements and implementation issues. The White Paper also has a specific chapter dealing with Civil Defence. The chapter outline is as follows:

Chapter 2 - The Security Environment

This chapter provides the context for the policy approach set out in subsequent chapters. It provides an overview of broad trends that are likely to influence the security environment in future years and security threats. It then sets out an assessment of the geo-political security environment and of the domestic security environment.

Chapter 3 - National Security - Defence Policy Response

This chapter considers defence policy requirements having regard to the security assessment set out in Chapter 2. A key challenge is to balance the cost of maintaining military capabilities with the risk of being unable to respond to an attack on the State, should this occur. The security assessment highlighted the importance of collective security responses and, in this context, the chapter sets out the defence policy response to international peace and security. The chapter also sets out the defence contribution to domestic security, principally in support of other government departments and agencies.

Chapter 4 - Other Policy Requirements

While the security roles underpin the raison d être of the Defence Forces, the Government also require the Defence Forces to undertake a broad range of non-security related roles. This facilitates the elimination of duplication of service provision by the State and promotes enduring savings to the exchequer. The extent to which defence resources can be harnessed for the benefit of the State is also a key consideration. This chapter considers these important issues.

Chapter 5 - Roles of the Defence Forces

This chapter sets out the revised roles of the Defence Forces having regard to the policy response set out in Chapters 3 and 4.

Chapter 6 - Capability Requirements

This chapter considers capability issues for the coming decade whilst recognising that there is a requirement to adopt a flexible and responsive approach. It sets out key principles in capability development, including jointness, and sets out the major equipment projects that will be implemented for the Army, Air Corps and Naval Service, as well as priorities in the event of additional funding being made available. The chapter also considers infrastructure and the provision of medical services.

Chapter 7 - Human Resources

This chapter considers the most important defence asset, its people. The defence workforce comprises a broad range of individuals with differing skills sets and experience who must work together collaboratively in order to successfully deliver

defence outputs. The chapter considers HR issues for military, civil service and civilian employees within the Defence Organisation. In this context, the chapter considers future requirements and key HR developmental areas for the coming years.

Chapter 8 - The Reserve Defence Force

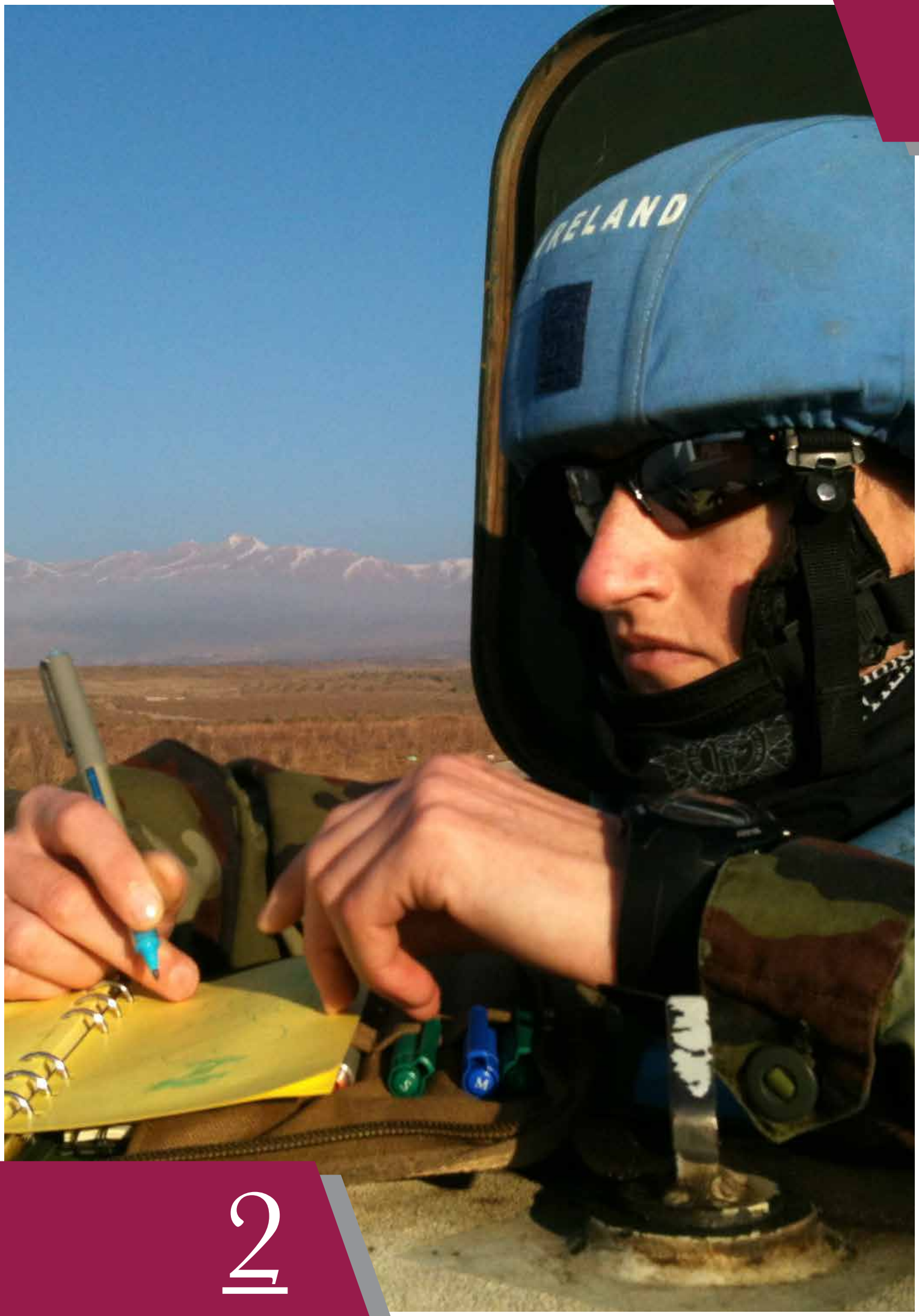
This chapter considers the future development of the RDF. It reviews the findings of the VFM review of the RDF and its recommendations. The further development of the RDF is discussed and the roles that Government have assigned to the RDF are set out. It also considers force structure and RDF human resources matters.

Chapter 9 - Civil Defence

This chapter sets out the Government's commitment to the future development of Civil Defence. This includes the development of Civil Defence capabilities around its central strategic objective of supporting the Principal Response Agencies (PRAs) in a range of emergency and non-emergency situations.

Chapter 10 - White Paper Implementation

This chapter sets out the approach to implementation of the White Paper. It includes some significant innovations which are directed at achieving this. The principal elements relate to civil and military management, defence review arrangements, funding and implementation frameworks.



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Chapter 2 | The Security Environment

2.1 Introduction

The previous chapter identified the increasingly blurred boundaries between internal and external security and highlighted that events in other countries can have significant reverberations in Ireland. This has led to a broader view of national security. In that context, this chapter considers broad security threats facing the State. The lead role in responding to these threats can rest with a range of departments and agencies within the State's broader security architecture. Subsequent chapters will set out the defence contribution to the response.

The first section of this chapter describes key trends and threats that are likely to influence the security environment in future years. It then considers the geo-political security environment and the domestic security environment.

2.2 Overarching Trends

2.2.1 Conflict

The nature of conflict will continue to evolve and present new challenges. State and non-state actors are likely to combine conventional and high-end asymmetric methods concurrently across land, sea, air, space, cyberspace and information/propaganda operations, commonly characterised as hybrid warfare. Instability caused by fragile states has the potential to provoke broader conflicts. Conflict zones and fragile states are breeding grounds for terrorism, extremism and cross-border organised crime.

Conflict is likely to involve a range of transnational, state, group and individual participants who will operate at global, regional and local levels both collectively and individually. In some conflicts, there is likely to be concurrent inter-communal violence, terrorism, insurgency and criminality. In many instances, conflicts will lead to catastrophic humanitarian crises, resulting in increases in refugees, migrants and internally displaced persons. These in turn can represent a growing threat to regional stability in the affected areas. Conflicts between state and non-state actors will impact on international crisis management operations, including UN missions operating in these areas and the ability of peacekeeping forces to undertake the mandate assigned to them. They will also impact adversely in the operation of non-governmental organisations (NGOs), development agencies and humanitarian workers.

2.2.2 Proliferation of Weapons

The illegal and unregulated distribution of conventional weapons, including small arms, has exacerbated conflicts in many regions of the world, including Africa. Such weapons empower insurgents, extremists, pirates and criminal gangs, which can in turn undermine the governance structures of fragile states. This issue remains a key security challenge.

Concerns also remain about the proliferation of weapons of mass destruction and missile technology. Thousands of such weapons exist and the risks increase where the possibility arises that state authorities may lose control of parts of their missile and munitions arsenal.

The concern to the international community increases where there is potential for terrorist groups to obtain Chemical, Biological, Radiological and Nuclear (CBRN) weapons. Controlling access to materials and technology, from which such weapons could be manufactured, is a key security issue.

2.2.3 Globalisation

As a small open economy, Ireland benefits from globalisation, which continues apace and we are now more closely linked and inter-dependent on others than ever before. At the same time, Ireland is exposed to all of the dangers, uncertainties and challenges in the wider defence and security environment that accompany globalisation.

Ireland is highly dependent on external trade links and is reliant on the unimpeded movement of goods for our economic well being. Any disruption to this movement of goods or services is of concern as Irish businesses try to grow exports to new and emerging markets. As an island nation, Ireland is highly reliant on sea transport routes, particularly via the United Kingdom, for the import and export of goods and for essential supplies. The high reliance on these transport links presents a potential vulnerability that could be exploited. Increased access to transport and the increased movement of people throughout the world also increases and accelerates the risks associated with pandemics.

2.2.4 Economic Developments

The balance of economic power is expected to shift over the next half century. Emerging countries will account for an ever-increasing share of economic output. The Organisation for Economic Co-operation and Development (OECD) predicts that China will surpass the Euro area and the United States in the next few years to become the largest economy in the world. India is also projected to surpass the Euro area in about 20 years.[14]

Defence expenditure has grown in some of these emerging economic states, particularly in some Asian states which have expanded their military capabilities. The associated re-balancing of global military forces can increase the risks associated with existing inter-state rivalries, including those relating to contested territories. In contrast, in the period 2006 to 2012, defence spending across EU member states declined in real terms[15].

2.2.5 Climate Change

The United Nations Intergovernmental Panel on Climate Change[16] (IPCC) predicts more frequent hot and less frequent cold temperature extremes over most land areas. According to the IPCC, the impacts of climate change will include a higher risk of flooding and changes to crop yields. Global mean sea level is expected to continue to rise during the 21st century due to increased ocean warming and increased loss of mass from glaciers and ice sheets.

Climate change is likely to result in increasingly violent weather patterns, drought and natural disasters. This could aggravate existing water and food shortages and increase the likelihood of regional instability, with resultant humanitarian and economic crises. Population growth and migration flows will also be influenced by the effects of climate

[14] http://www.oecd.org/eco/growth/lookingto2060.htm
[15] European Defence Agency Defence Date 2012
[16] http://www.ipcc.ch/

change. Climate change will see increased competition for scarce land, water and food resources, and may have devastating consequences for many states on Europe's periphery.

2.2.6 Migration

Irish people have a long history of migrating and have contributed positively to the growth and development of many countries. Ireland has also benefited from the positive contribution made by people who have come from abroad and settled in this State. Free movement of people between member states under the EU treaties has also contributed positively to economic development.

Inward migration to the EU arises for various reasons including as a response to political conflict, environmental or economic pressures. In such circumstances, large scale and illegal migration can raise significant challenges for host countries and for the EU more generally.

According to the United Nations Office on Drugs and Crime (UNODC)[17], the smuggling of illegal migrants is a highly profitable business in which criminals enjoy low risk of detection and punishment. As a result, the crime is becoming increasingly attractive to criminals and organised crime syndicates in particular. Furthermore, the distinction between the smuggling of migrants and human trafficking is often very subtle and

[17] http://www.unodc.org

sometimes they overlap.

2.2.7 Energy Security

EU countries' dependency on energy imports increased from 40% of gross energy consumption in the 1980s to reach 54.3% by 2012[18]. It is projected that the EU will import 75% of its energy by 2030, making this particular issue one of immediate concern to EU states. Europe will, therefore, become increasingly dependent on the rest of the word for its energy supplies – much of which is sourced from Europe's surrounding arc of instability from North and West Africa to the Middle East and the EURASIAN states. Uninterrupted energy supplies are a key factor in both EU and Irish national security, and require stable, well functioning suppliers. Ensuring that these states continue to function may necessitate external assistance – both civilian and military. Changing global energy dynamics and threats to the European Union's energy security, have given greater impetus to the development of the EU's energy diplomacy and to efforts to strengthen European energy security. The publication of the EU Energy Security Strategy in May 2014 is an important development in this regard.

2.2.8 Resource Scarcity

Insecurity in the global food chain will impact on all states, and not just on those that directly experience climate change. Feeding nine billion people by 2050 and increasing food production by 70%, are among the biggest challenges faced, amid mounting scientific evidence of climate change and resultant impacts on food security and poverty.[19] Currently, 1.6 billion people live in countries and regions with absolute water scarcity and the number is expected to rise to 2.8 billion people by 2025.[20] A particular cause for concern is that terrorists, international criminal organisations, and militants may be in a position to use the scarcity of resources to promote their own interests, and, by doing so, undermine affected governments.

2.2.9 Technological Advances

Advances in technology will continue to present both opportunities and threats. Societies will become increasingly reliant on such technologies and their usage will further underpin the basic functioning of key aspects of states, including critical national infrastructure. Our increased reliance on technology in all facets of our lives and business processes has created a potential vulnerability that can be exploited by those who have the means and knowledge to do so. Cyber crime and cyber attacks, both nationally and internationally, have heightened awareness of these vulnerabilities. The pace of such change will continue to present difficulties in identifying and developing appropriate responses to vulnerabilities that others may seek to exploit.

2.3 Security Threats

Following from the previous assessment, this section categorises security threats that have been identified. However, there is always the scope for the emergence of new threats that have not as yet been identified and for strategic shocks.

2.3.1 Inter and Intra-State Conflict

Inter-state conflict could range from low level conflict over access to resources,

[18] http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Energy_production_and_imports#Imports

[19] https://wbi.worldbank.org/wbi/about/topics/climate-change

[20] http://water.worldbank.org/topics/water-resources-management/water-and-climate-change

particularly in disputed territories, to inter-state war involving two or more belligerents. The potential for widespread disruption to international trade, reduced access to necessary resources as well as humanitarian and environmental disasters accompany this threat. The refusal of certain states to adhere to international norms of conduct can adversely affect regional and multilateral security frameworks, which are a key contributor to international peace and stability.

Intra-state conflict can be driven by many factors including: ethnic tensions, violent extremism and political or religious separatism. It can lead to civil war and has been the source of much conflict over recent decades. Protracted conflict within states can also be funded or supported by third party rival states. This can make conflicts difficult to resolve, which in turn generates the risk factor associated with failed states.

2.3.2 Cyber Attacks

In 2013, the World Economic Forum identified cyber related threats as one of the highest of all global risks from both the perspectives of impact and likelihood[21]. Cyber attacks have the potential to interrupt and disable critical national infrastructure. These attacks also have implications for governmental administration, for industry, for economic wellbeing and for the security and safety of citizens. Information systems are now part of our everyday working and social lives. While new technology brings with it considerable opportunities for business advancements, the interconnection of global networks presents a new source of vulnerability.

Both nationally and internationally, there have been instances in recent years of cyber attacks on businesses, state institutions and critical national infrastructure. National security can come under threat from international espionage or attempted sabotage of the software necessary to run critical infrastructure. The experience gained from such attacks has heightened awareness of weaknesses in security and has illustrated greater sophistication in the methods of attack on systems.

2.3.3 Terrorism

This threat can arise from a variety of sources including movements that are well resourced, connected by electronic networks, and are willing to undertake a range of disruptive violent actions in order to achieve their aims. Experience has also shown that the actions of so called "lone wolf" terrorists can also cause significant deaths and injuries.

According to the UN Secretary General's High Level Panel on Threats, Challenges and Change report, A More Secure World: Our Shared Responsibility (2004), *"Terrorism attacks the values that lie at the heart of the Charter of the United Nations: respect for human rights; the rule of law; rules of war that protect civilians; tolerance among peoples and nations; and the peaceful resolution of conflict".*

2.3.4 Emergencies and Natural Disasters

Not all emergencies constitute a national security concern and are well provided for within emergency planning fora. However, emergencies can occur that have the potential to cause serious and protracted disruption to the functioning of a state and adversely affect its citizens. These could include severe weather events, pandemics or other natural disasters.

The Sendai Framework for Disaster Risk Reduction 2015-2030, was adopted by 187

[21] The Global Risk Report. World Economic Forum, 2013.

states, including Ireland, at the conclusion of the Third UN World Conference on Disaster Risk Reduction (DRR), held in Sendai, Japan from 14-18 March 2015. The Sendai Framework is the global blueprint for disaster risk reduction up to 2030.

2.3.5 Espionage

Espionage, in the form of the clandestine activities of intelligence officers working on behalf of other states is a threat to national security. Such activity may involve cultivating sources with a view to gaining confidential information. It may also involve attempting to influence policy inappropriately in certain areas to the advantage of the country of origin of the intelligence officer; to obtain confidential sensitive industrial secrets or to source "dual use goods"[22] for military purposes. Efforts by states to acquire restricted materials or knowledge are sophisticated, often with several layers of deception in order to camouflage the intended end user and circumvent sanctions.

2.3.6 Transnational Organised Crime

The United Nations Office on Drugs and Crime[23] has estimated that in 2009, transnational organised crime generated $870 billion, an amount equivalent to 1.5% of global GDP and close to 7% of the world's export of merchandise. There are many activities that can be categorised as transnational organised crime including: drug smuggling, smuggling of migrants, human trafficking, money laundering and cybercrime as well as counterfeiting activities. While organised crime is a global threat, its effects can be felt locally. The adverse effects of such activities, for example, drug addiction, are well documented and have caused significant suffering in societies throughout the world.

2.3.7 Unknown Future Threats or Strategic Shocks

The future security environment cannot be predicted with certainty. Within the category of future threats there are those which at present are unknown. As such, there are gaps in our knowledge – gaps that we cannot yet identify or quantify. Genuine surprises tend to arise from this category, often in the form of strategic shocks which have system-wide or transnational impact. That which may seem remote today, can quickly emerge as an immediate threat to the State's security interests. The experience of 11 September 2001 provided a stark example of this uncertainty.

Subsequent chapters include consideration of how best to meet the challenge of identifying, mitigating and managing strategic shocks. This will provide the State with the preparedness and agility to respond when new information, emergent threats or a strategic shock requires it.

2.4 Geopolitical Environment Assessment

Conflict and tensions in Eastern Europe, the Middle East, Asia, Africa and elsewhere will continue to challenge international peace and security. Following a period of apparent stability, new and serious conflicts have erupted adjacent to the EU which has challenged perceptions about the stability of the broader European region. The suddenness of recent crises has once again highlighted the unpredictability of the security environment. This has reignited concerns that have not been seen since the end of the Cold War.

[22] Materials with an innocent application but which could be put to possible military use.

[23] United Nations Office on Drugs and Crime (2011), *Estimating Illicit Financial Flows Resulting from Drug Trafficking and Other Transnational Organized Crimes: Research Report.*

Notwithstanding these developments, the probability of a conventional attack on Ireland is currently assessed as low. However, any potential conflicts affecting member states of the EU presents serious concerns for Ireland and the future outlook is likely to remain unpredictable in the coming years. Uncertainty over the future shape of the external environment, with the continued evolution of non-conventional hybrid threats, remains a concern.

2.4.1 Europe

Tensions have arisen in the European neighbourhood within and between some states which were formerly part of the Soviet Union. Russia has sought to re-assert its influence over these states. Certain of these states have sought greater integration with the West and others have moved to strengthen links with Russia. The conflict between Russia and Georgia in 2008 and the conflict that has emerged in Eastern Ukraine in 2014, have illustrated the potential for the escalation of military confrontation in the region.

In the Western Balkans, the efforts of the international community have contributed to the ongoing stability. However, some difficulties remain which need to be addressed, building on the security achieved so far.

2.4.2 The Middle East and North Africa

The situation in the Middle East is expected to remain volatile for the foreseeable future and it is reasonable to conclude that current conflicts have little chance of reaching a quick resolution. The protracted Israeli-Palestinian conflict will continue to fuel

resentment across the broader region.

The security situation in Syria, Iraq and Libya and the strength of extremist groups in each country are also likely to play a major part in the evolution of the transnational terrorist threat over the next ten years. The number of foreign fighters from all parts of the world, currently operating in that region, makes it likely that new terrorist groups and networks will be formed. These groups continue to have a destabilising effect on Iraq and this trend is likely to continue. There are also concerns that the EU nationals who have already engaged in jihad in Syria and Iraq may contribute to the evolution of the transnational terrorist threat to EU nations.

The instability arising from the recent uprisings in North Africa and the Middle East is likely to continue for some time. This will fuel migration, as recently seen in the Mediterranean, and the increasing risk of marginalisation of ethnic or religious minorities. The failure to satisfy the 'Arab spring generation' has in many cases resulted in a tightening or closing down of political space for civil society and advocates of democratic change. It may also contribute to a potential growth in support for radical groups. A range of governance failures will also exacerbate security issues in the coming years leading to increased risks associated with ungoverned spaces. Indeed, this trend is already visible in the region.

2.4.3 Sub-Saharan Africa and the Great Lakes Region

Sub-Saharan Africa will continue to be one of the world's least stable regions. The area has suffered from corruption and weak governance issues, failing democracy, poverty and organised crime such as piracy. The roots of this instability are complex as is any potential solution. Separatists and violent extremist movements have flourished in this environment and a further growth in extremism is likely to be apparent over the next ten years. Countries such as Mali, Sudan, Nigeria and the Central African Republic already have significant issues with extremist groups.

Competition for resources is also likely to fuel low-level regional conflict, particularly in the Great Lakes area of Africa.

2.4.4 Central and Southern Asian Region

Weak governance structures and an increasing threat from non-state actors will continue to threaten the stability of the Central and South Asian region. The development by North Korea of nuclear weapons and long-range missiles also has concerns for the Asian region and further afield. Economic growth and increased military spending, coupled with territorial disputes are also a cause for further concern.

2.5 Domestic Environment Assessment

2.5.1 Domestic Terrorism

The Good Friday Agreement has delivered a stable peace process that commands overwhelming cross community support. Nonetheless, there is a real and persistent threat from groups who are prepared to use violence in order to oppose democracy and peace. Self appointed so-called 'dissident' republican groups remain intent on disrupting the progress which has been achieved. There are ongoing reviews of the threat assessment arising from the activities of these groups taking into account evidence of amalgamation and co-operation between the various groups. Whilst the threat from these groups to this State remains low, it is still classed as severe in Northern Ireland. Planning or logistical support activities in this State by such groups

can, through the attacks that they facilitate, adversely affect the threat level in Northern Ireland. This State has a responsibility to counter any such activities.

2.5.2 Organised Crime

Some security risks that in the past were mainly associated with subversive paramilitaries are now also associated with criminal gangs. This includes the use of improvised explosive devices (IED's) by criminals within the State.

Organised crime groups (both domestic and international) are establishing networks and connections with paramilitary groups, whose activities are being funded through organised criminal activity including excise fraud. Such fraud includes the smuggling and sale of illicit tobacco/cigarettes and alcohol, as well as the laundering, distribution and sale of oil and diesel. Human trafficking and drug smuggling also connects domestic and international criminals.

2.5.3 International Terrorism

The threat to Ireland as a target of international terrorism remains under constant review, taking into account developing security threats including identified common risks that arise for western democracies generally. The experiences in the USA on the 11 September 2001 and subsequently in Madrid 2004, London 2005, Glasgow 2007, Stockholm 2010, Norway 2011, Brussels 2015, Paris 2015 and Tunisia 2015, not only provide stark examples of this uncertainty, but clearly indicate that these attacks might inspire subsequent plots. The experience in other European countries has shown that the threat level can escalate rapidly and the source and intensity of that threat can differ. A threat can also emerge suddenly as a result of factors that lie outside the control of Government. Events such as these are a continuing concern.

In common with its European partners, Ireland is particularly concerned with the risk posed by persons travelling to certain conflict zones and the potential threat when they return. European citizens, including some from this State, have travelled to train and fight on the side of extremist groups in Syria and Iraq. There is also concern regarding the process of radicalisation and there are a range of influences, including the internet, which can enable this process. This process can lead to a potential threat of self radicalised individuals acting alone – often referred to as "solo terrorism" or "lone wolves". In addition, Ireland has a responsibility to seek to prevent transnational terrorist groups from using the State as a refuge or as a base from which to direct their activities against targets in other countries.

Ireland has always engaged actively, through the EU, UN and other international bodies in crisis management and in tackling the root causes of instability. This proactive approach mitigates security risks in the international environment, which is in Ireland's interest. UN and UN-mandated missions, including military missions, are among the instruments used by the international community in the collective security response. Active engagement by Ireland in this collective response can, on occasion, lead to an increase in the threat to Ireland directly or by association, without however, significantly altering the general security environment that Ireland faces.

2.5.4 Maritime Domain and the Illegal Exploitation of Natural Resources and Security of Offshore Infrastructure

Being an island, many of the risks and threats listed in the EU Maritime Security Strategy are relevant to Ireland's maritime domain. This includes threats to Ireland's economic resources arising from illegal, unreported and unregulated (IUU) fishing or other illegal

exploitation of Ireland's maritime resources and has the potential to deplete fish stocks and destroy marine habitats.

Drilling for oil and gas exploration in Irish waters is expected to increase over the coming decade. The development of off-shore renewable energy technology will lead to an increased focus on maritime based energy systems in the coming years. The future development of infrastructure, necessary to produce oil and gas or harvest renewable energy from wind, wave and tidal sources, needs to be monitored. Whilst the current threat to existing infrastructure is assessed as low, the security challenges that could be posed in the event of a change in the threat assessment will also need to be continuously reviewed.

2.5.5 Cyber Domain

Ireland, like most of Europe, has a highly developed infrastructure that is, in most cases, almost entirely dependent on information and communication technologies (ICT). Critical national infrastructure such as energy, water, social welfare, telecommunications, banking and healthcare are dependent on ICT not just to operate effectively, but to operate at all. The cyber threat exists for government and public utilities as well as for commercial entities and individuals.

2.5.6 Natural Disasters

Our geographic position does not pre-dispose us to the same level of risk of natural disasters as many other countries. However, the effects of climate change are leading to changes in weather patterns and there is an increased probability that severe weather events such as flooding could become more common-place in Ireland.

The possibility of a pandemic remains an ongoing concern with the potential to cause serious disruption to society. Animal infectious diseases such as Foot and Mouth disease also have the potential to cause significant economic loss.

2.6 Policy Implications

The threats set out in this chapter require a broad policy response with policy lead roles resting in a variety of government departments and agencies. Defence policy is one aspect of this broader policy response. The following chapters focus on the role that defence policy plays within this framework, both in a lead and a supporting role.

Chapter 3 | National Security - Defence Policy Response

3.1 Policy Context

As well as encompassing Ireland's landmass, the State extends to Ireland's territorial waters and territorial airspace. In addition, Ireland has certain sovereign rights that extend some 200 miles off-shore (our exclusive economic zone) and others that extend further to the extended continental shelf[24]. Ireland has social, political, economic and cultural values and interests that define us as a nation and that we wish to promote and secure. Ireland also has a world view, and engages proactively in addressing the collective global challenges of preserving peace and security and defending human rights.

The Government must ensure that there is appropriate planning and capability provision to mitigate national security risks and defend sovereign interests, and to respond effectively to those incidents which could have a significant adverse impact on the State and its citizens. The preceding chapter highlighted that the range of security threats with the potential to adversely affect national security has broadened, and encompasses threats in the domestic, regional and global spheres and furthermore, that these can be extremely fast changing and unpredictable. This chapter considers the defence policy response to these national security challenges. It does so having regard to discrete policy considerations, i.e. the requirement to provide for the defence of the State from armed aggression, our commitment to collective security, in particular through the UN and EU and domestic security requirements – including large scale emergencies. The domestic and international security spheres have a broad range of policy actors. Accordingly, there is a significant cross cutting policy dimension to this chapter.

3.2 Ongoing Threat Assessment

An accurate and timely assessment of changes in the domestic, regional and global security environment is a key requirement to underpin the State's security response. Intelligence is a key contributor to these assessments. The Government have considered the current cross-cutting arrangements in place.

In this context, the Government are briefed as appropriate by relevant Ministers and decisions sought as necessary on a range of issues relating to national security. The National Security Committee considers threats in a confidential manner and on an ongoing basis. The National Security Committee does not have political representation. It is chaired by the Secretary General to the Government and comprises the Secretary General of the Department of Defence, the Chief of Staff of the Defence Forces, the Secretary General of the Department of Justice and Equality, the Garda Commissioner, and the Secretary General of the Department of Foreign Affairs and Trade. It is primarily concerned with monitoring high level security issues and ensuring that the Taoiseach and Government are advised of these and the responses to them. The Committee receives threat assessments from the Garda Commissioner and the Chief of Staff. In addition to these meetings, the members liaise on an ongoing basis to monitor

[24] See section 3.5.5

developments which may have national security implications, in particular in the international arena. In addition, the Government Taskforce on Emergency Planning reviews risks relating to terrorism and receives threat assessments in this regard from An Garda Síochána. It also reviews risks relating to cyber security.

As a necessary foundation for an effective defence policy, the importance of whole-of-government approaches to the security of the State in its international and national dimensions deserves special recognition. This is given a particular focus through the existing arrangements. The cross-cutting and inter-linked nature of defence policy development and implementation is a continuing theme. 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.

Military Intelligence will continue to provide regular security assessments to the Minister for Defence and the Department of Defence in respect of state security and the safety and security of the Defence Forces' personnel deployed overseas on peace support operations. It will also continue to liaise with An Garda Síochána as appropriate in relation to matters of common concern.

3.3 Defence of the State from Armed Aggression

The previous chapter assessed the probability of a conventional military attack on Ireland's territory as low. However, events in the Caucasus in 2008 and more recently in Ukraine have challenged perceptions about the stability of the broader European region. This has ignited concerns not seen since the ending of the Cold War and highlighted the unpredictability of the security environment. In light of the security assessment, the Government view the requirement to defend the State from a conventional military attack as a contingency i.e. the requirement to do so is unlikely, but possible.

Ireland is fully committed to and supportive of the United Nations based international rules system as the principal legitimate means of defusing and responding to inter-state conflicts. Article 51 of the UN Charter enshrines the right of members of the UN to engage in self-defence. It states:

"Nothing in the present Charter shall impair the inherent right of individual or collective self-defence if an armed attack occurs against a Member of the United Nations, until the Security Council has taken measures necessary to maintain international peace and security. Measures taken by members in the exercise of this right of self-defence shall be immediately reported to the Security Council and shall not in any way affect the authority and responsibility of the Security Council under the present Charter to take at any time such action as it deems necessary in order to maintain or restore international peace and security."

The Government have decided that there is a continued requirement to retain armed forces in order to exercise the right of self-defence, should this be required. The Government's recent review of foreign policy confirmed that Ireland will continue to maintain a policy of military neutrality which is characterised by non-membership of military alliances and non-participation in common or mutual defence arrangements. In light of this policy, Ireland must adopt a posture of preparedness and, in the event of an attack, Ireland must be prepared to act alone until the United Nations Security Council has taken appropriate measures.

A key challenge in framing a defence policy response is to balance expenditure on

maintaining and developing a specific set of military capabilities, against the risk of not being in a position to respond comprehensively if and when required to do so. This is compounded by the fact that the generation of military capabilities can have significant lead times and that supplies of military equipment can become scarce during periods of high tension or conflict. However, maintaining military capabilities for a worst case scenario on an ongoing basis would be prohibitively expensive. For this reason, prudent defence planning involves maintaining an appropriate level of capability that can be enhanced.

In this context, this White Paper confirms a continuing commitment to relevant defence measures as an ongoing critical public policy requirement and as one of the primary responsibilities of Government. The detailed defence policy requirements, the associated defence roles and the essential defence capabilities are outlined in this White Paper. The scope and scale of military capabilities required for this purpose will also be kept under review having regard to the level of threat identified in ongoing security assessments.

3.4 Global and Regional Security

3.4.1 Policy Context

As outlined in the previous chapters, the threats to international peace and national security are very different to those considered when the last White Paper on Defence was published in 2000. These threats are complex, multi-dimensional, interrelated and transnational in nature. Events in the international sphere can have significant reverberations in Ireland and the distinction between "internal" and "external"

security has become increasingly blurred.

Ireland has always had a principled interest in global and regional peace and security; however growing interconnectedness means that our interest is also increasingly practical in nature *"Supporting greater peace, security and development is also in our interest as a small country with an open economy in an ever more interconnected and uncertain world*[25]*."*

Ireland has strategic interests, including economic and trade interests, which depend on a rules-based world order, a stable and secure global economy, and the free flow of goods and services. Therefore, from a regional and global perspective and taking into account our membership of the EU, it is in Ireland's interest to ensure that the countries on the borders of the EU, and beyond the European neighbourhood are stable, secure and prosperous. This allows Ireland, through the EU, to deepen and sustain democracy, the rule of law and respect for human rights in the wider EU neighbourhood through, amongst other things, participating in overseas missions that in turn make Ireland more safe and secure. In the area of international peace and security, Ireland also has commitments under the United Nations Standby Arrangements System (UNSAS) to provide personnel in support of UN mandated operations. To address these interests and obligations, Ireland must have well-trained, capable and interoperable military forces which are deployable overseas in support of crisis management and humanitarian operations.

It is now acknowledged that no state acting alone can address the entirety of these new 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.

3.4.2 Multilateralism and Collective Security

A feature of Ireland's policy response to these security challenges is continued strong support for the multilateral system of collective security represented by the UN and of the primary role of the Security Council in the maintenance of international peace and security. In recent years, the UN has increasingly mandated regional organisations such as the EU, the African Union and NATO to manage operations on its behalf and under its authority.

Deployment of Defence Forces' personnel on peace support missions will continue to be in accordance with relevant legislation, which contains the requirement for Government, Dáil and UN approval, known as the "triple-lock". Under the provisions of the Defence (Amendment) Act 2006, personnel may also be deployed for such reasons as training and humanitarian operations under the authority of the Government.

The EU is now a major player on the world stage with an increasing capacity to influence the international security environment using all of the instruments at its disposal, including economic, diplomatic, political and military instruments, known as the "comprehensive approach". Ireland advocates a strong EU contribution to UN peacekeeping and crisis management. Within the framework of multilateralism and collective security and in support of international peace and security, Ireland will continue to contribute to a range of cooperative and collaborative security arrangements within the EU, the UN, the OSCE and bilaterally with other states.

It is the intention over the period of this White Paper to develop, in concert with partners and other like-minded states, initiatives that are important to Ireland in

[25] The Global Island: Ireland's Foreign Policy for a Changing World P.27

protecting our sovereign rights and advancing our sovereign interests, in accordance with our principles and values. Full participation in the Common Security and Defence Policy of the EU (CSDP) linked to our active engagement in the UN and supporting EU and UN co-operation and collaboration are key to this. Ireland will continue to engage proactively with the UN, the EU, the OSCE and NATO PfP and other states with a view to developing and deepening relationships to this end.

3.4.3 Common Foreign and Security Policy

The UN remains the essential framework for the maintenance of international peace and security. In addition, the EU's Common Foreign and Security Policy (CFSP) has become central to the achievement of many of Ireland's collective security objectives. The Common Security and Defence Policy (CSDP) is an integral part of the CFSP. Article 42 of the EU Treaty provides that EU member states provide the Union with an operational capacity to undertake missions outside the EU for peace-keeping, conflict prevention and strengthening international security in accordance with the principles of the UN Charter. Defence and security in the EU is generally seen as a collective and shared responsibility. While many EU member states are also members of NATO, there is full acceptance across the EU that a sovereign state has the right to choose its own defence policy, which in Ireland's case is one of military neutrality.

The EU's CSDP is an integral element of CFSP. The EU now regards military capacity and "expeditionary potential" – i.e. the capacity to deploy to civilian and military operations overseas - as a primary area of development within CFSP/CSDP. If Ireland wishes to safeguard its own security, defend and protect its strategic interests, exert influence within the EU and continue to play a meaningful role

in international peacekeeping, then continued active and positive engagement by Ireland in the Union's CSDP is essential. In keeping with Ireland's support for the multilateral system of collective security, Ireland will continue to play a full and active part in all facets of the EU's CSDP in accordance with nationally determined values and principles. Ireland will support greater co-operation among the security actors within the EU in the context of their specific areas of competence and in accordance with the EU Treaty provisions.

3.4.4 EU Maritime Security Strategy and EUMSS Action Plan

The EU Maritime Security Strategy (EUMSS) was adopted by Council in June 2014 and the Action Plan to implement the strategy was agreed in December 2014. The EUMSS was developed jointly by the Council, member states, the Commission and the High Representative and involved all relevant stakeholders and actors both at EU and at national level. It respects member states' internal organisation and competences (regulated by national laws) as well as EU and national policies and legislation and builds on initiatives by member states and relevant EU bodies and agencies. The Action Plan is made up of five workstrands; (1) External action; (2) Maritime awareness, Surveillance and information sharing; (3) Capability development; (4) Risk management, Protection of critical maritime Infrastructure and Crisis response; and, (5) Maritime security research and innovation, education and training. Given our geographic position and maritime interests, Ireland has a very significant stake in the matters comprehended by the EUMSS. The White Paper confirms Ireland's strong support for the EUMSS and its Action Plan. Ireland will continue to support the internal as well as the external dimension of maritime security and will continue to stress the importance of the global aspect of the Action Plan.

3.4.5 Peace Support and Crisis Management Operations

Given the importance that Ireland places on collective security and multilateralism, the Government are fully committed to contributing to peace support and crisis management operations. This is a practical demonstration of Ireland's support to the UN. This support is not without cost; eighty five members of the Defence Forces have died while serving overseas in the service of international peace and one Irish soldier remains missing in action since 1981.

The degree to which Ireland is prepared to share the burden of EU co-operation and solidarity in the security and defence field, in particular through contributions to military operations and capabilities, significantly influences perceptions of Ireland's credibility and commitment as a member state within the Union. It also contributes to maintaining our credibility in the UN which is increasingly relying on regional organisations such as the EU and NATO to provide UN missions with key enablers, rapid response forces and higher-end military capabilities.

Peace support and crisis management operations have evolved beyond simply monitoring or imposing peace agreements and separation of forces. This has required the development of new responses as traditional threats have morphed into more complicated asymmetric and hybrid formats. There is an increasing requirement for and emphasis on the "comprehensive approach". The provision of modern, professional and interoperable military capabilities for crisis management operations remains a key policy requirement. However, the rapidly changing threat environment is demanding a more complex and co-ordinated response across a whole range of areas, including conflict prevention, containment and resolution,

and post conflict stabilisation, reconstruction and development. Civil-military cooperation is also an important element in humanitarian response operations and the UN Office for the Co-ordination of Humanitarian Affairs (UNOCHA) has the leading role on co-ordination in this regard.

Such a multifaceted response requires engagement across the whole spectrum of Government policy, but also a deeper ongoing development of defence policy initiatives and the delivery of defence capability involving both civil and military defence personnel. Over the course of the White Paper, 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 (SSR). It is also the intention over the period of this White Paper to develop in concert with partner and other like-minded states joint initiatives to this end.

In addition, over the course of the White Paper, Ireland's declared contribution to UNSAS and the EU Headline Goal will be reviewed in light of the changing security environment and the ongoing modernisation and transformation of Defence Forces' capabilities. This review will also consider 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.

3.4.6 Bilateral Relationships

While at all times retaining national sovereignty in decision making, the development of more formal bilateral relations with other states, is becoming an increasing feature of Ireland's security, defence and international peacekeeping and crisis management arrangements. In this regard, joint deployments of a contingent with Finland to UNIFIL, with Sweden to Liberia, with the Netherlands to EUFOR Chad, and more recently, with the UK in Mali and Sierra Leone, demonstrate the evolving nature of bilateral peacekeeping. It is also a feature of our engagement in CSDP, where many member states share common interests and perspectives.

Consistent with overall foreign and defence policy, the Department of Defence will continue to engage in developing and deepening bilateral relations with potential like-minded partners so as to secure Ireland's position in current and future international crisis management operations. Over the lifetime of the White Paper, 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 Memoranda of Understanding (MOUs) within the defence sphere, and more regular civil/military staff to staff engagements, will be progressed.

3.4.7 Interoperability and Capability Development

Positive and proactive participation in the evolving structures, institutions and arrangements of CSDP, in CSDP operations, and in particular in the European Defence Agency (EDA), is essential from a defence perspective to the maintenance of Ireland's security and defence interests. Participation in CSDP, the European Defence Agency (EDA) and NATO PfP is consistent with Ireland's core values and is positive from Ireland's point of view. It is also essential to

the continued development of Ireland's ability to participate in the full range of UN mandated missions, and to the Defence Forces and the wider defence capability development, modernisation and transformation processes. It is important to our national interest that we participate proactively and positively in these institutions so that we can continue to influence developments and secure support on substantive issues which are important to the maintenance of Ireland's national position on security and defence matters.

The changing nature of peace support and crisis management operations, and particularly the role that EU member states play in supporting the UN, has led to a demand for multinational peacekeeping forces that are fully integrated in accordance with recognised international standards for interoperability. These developments are leading EU member states, including other neutrals, to co-ordinate more closely and to engage more pro-actively in co-operative and collaborative arrangements within the EU and with NATO. There is increasing co-operation and sharing among EU and NATO members in order to retain European military capabilities not alone in terms of national defence capacity but also for international crisis management operations. Over the period of this White Paper, Ireland will continue to participate in NATO's PfP with a view to ensuring that the Defence Forces have the necessary interoperable capabilities to participate in modern, demanding peacekeeping operations alongside other European military forces, in particular those from like-minded states. This will include engagement with the Connected Forces Initiative (CFI), the Planning and Review Process (PARP), and the Operational Capabilities Concept (OCC).

Restrictions on funding alongside rising costs and increasing technical sophistication have created challenges for EU member states in developing and maintaining the military capabilities required for peace support and crisis management operations. There is a growing need for Ireland to co-operate bilaterally and multilaterally with partners, on a relatively permanent basis, to pool and share equipment and resources and to train and plan together in order to deliver the requisite combined military capabilities for crisis management operations. To this end, pooling and sharing opportunities to deliver additional capability/capacity for Defence Forces' operations will be examined, with a particular focus on the training area.

Ireland has benefited to date from participation in a number of EDA capability development projects, which are subject to Government and Dáil approval. 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.

3.4.8 Women in Peacekeeping

In May 2015, on a visit to Ireland, the Secretary General of the United Nations acknowledged and expressed his appreciation for Ireland's significant contribution to international peace-keeping over the last six decades. In commenting on the multifaceted nature of peacekeeping challenges, he observed the value in some situations of being able to call on female peacekeepers. He requested that consideration be given to the contribution of women soldiers to UN operations and that Ireland might factor this into its approach to such operations.

UNSCR 1325 highlights the vital role that women can play in conflict prevention, conflict resolution, peace building, post-conflict reconstruction, reform and governance. This, and subsequent UN Women, Peace and Security (WPS) resolutions, call on nations to ensure that a gender perspective is included in the planning and conduct of all military operations. This is an element of an agenda which the White Paper takes forward in a number of ways. The comprehensive approach recognises the necessity of tailoring approaches to particular mission needs and the need for a life-cycle approach to providing interventions and supports consistent with the particular requirements. In addition, the approach to training and education seeks to enable responses across the spectrum of requirements including dealing with gender-based issues.

In the continuing development of the State's approach to overseas peace support and in response to the Secretary General's comments, the Department will engage with other stakeholders involved in the matters raised by the Secretary General, including the Department of Foreign Affairs and Trade, the Department of Justice and Equality and An Garda Síochána to explore the contribution of gender focused measures, particularly in relation to the appropriate deployment of female personnel.

3.4.9 A Changing World

New or revised global, regional and/or national strategies may require a refocusing of policies. A new European Foreign and Security Policy Strategy or the development of further EU regional strategies, such as that already published relating to the Sahel, may give rise to different focal points, requirements and responses. In the same vein, the current review by the United Nations of UN

Peacekeeping may result in different requirements and frameworks within which UN missions operate.

Ireland will contribute to the development of these strategies and policies in order to ensure that our values and interests are fully considered. This will require clear articulation of a positive and logical policy approach based on active participation in the UN, the EU's CSDP in all its dimensions, the OSCE, NATO's Partnership for Peace and other regional organisations and bilateral initiatives.

Ireland's defence policy, capacity and capabilities will continue to be developed in a manner such that we have the agility to respond to changing strategic defence and associated civil and military requirements over the lifetime of the White Paper. There will be an increased focus on enhancing the skills and expertise available to address emerging defence and security developments in a pro-active manner.

3.4.10 Development of New Institute for Peace Support and Leadership Training at the Curragh

The Government have authorised an evaluation of a new concept involving 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.

The potential for the new approach, particularly in the context of 2016 commemorations, draws inspiration from Ireland's unique historical experience. This experience grounded in the development of the Irish State, with our militarily neutral status, along with our contributions in the international domain, particularly as a member of the United Nations, is a strong foundation to the approach.

The entry of Ireland into the United Nations in 1955 was a pivotal moment for the status of the country in the international community. Ireland's role in the UN resonates strongly and positively with Irish citizens. It had a very considerable impact on Ireland's public administration. For the Defence Forces also it had very significant implications, as it considerably developed the roles being undertaken. Ireland has had a continual involvement in UN Peacekeeping Operations from 1958. In the twenty first century, as part of Ireland's international engagement, the Defence Forces have participated in UN missions as well as those authorised by the UN and undertaken on its behalf by the EU and NATO, in peace enforcement, peacekeeping, disarmament, truce supervision and/or observation, military training and education, international humanitarian law and human rights law missions.

The Military College in the Defence Forces Training Centre is the primary education and training institution of the Defence Forces. It has a number of constituent schools including the United Nations Training School Ireland, which was founded in 1993. The Military College and the United Nations Training School Ireland work in conjunction with all of the other schools in the Defence Forces and currently has formal partnerships with the National University of Ireland Maynooth in respect of key aspects of Officer Education and Institute of Technology, Carlow in respect of key aspects of Non Commissioned Officer education. Education and training is conducted to the highest international standards with a focus on continuous improvement.

The White Paper has described the multifaceted nature of the security

environment. It has also emphasised the importance and benefits to Ireland of being a strong contributor to the system of collective security and the world order through its active participation in various international fora but particularly as a member of the United Nations. The need for comprehensive approaches to the resolution of conflicts and establishment of long term stability in areas of conflict has been outlined.

The approach to be developed under the ambit of this new initiative is to forge a new uniquely Irish contribution which draws from our own experience but capitalises on wider experience and knowledge and international engagement. The approach recognises that solutions sought in the area of conflict resolution and peace support cannot be addressed by military means alone and requires the fusion of civil and military capabilities to comprehensively prepare for conflict resolution in the twenty first century.

In authorising this examination, the Government foresee the proposal advancing with the following objectives:

- To build on the educational partnerships already in place, as appropriate.
- To forge new educational partnerships with the world's leading universities and academic institutions.
- To develop partnerships with relevant institutes and other appropriate organisations including strategic leaders in industry.
- To capitalise on the capabilities of other relevant schools in the Defence Forces.

The focus of the Institute would be to address national and international needs

in security education and region building in a manner encompassing all relevant actors engaged in generating a comprehensive approach to conflict resolution, conflict prevention and peace-building. Implicit in the Institution's concept is the retention of inherent flexibility and adaptability, thus while there would be a core staff, most programme contributors would come from leading institutions across the world, on a needs basis. The majority of the Institution's faculty would be a network. The Institute can therefore seek to keep pace with the changing nature of conflict by delivering focused programmes with the relevant partner at the appropriate time. Close co-ordination with the United Nations, EU, OSCE and other multilateral bodies is essential.

The output of the Institute would be valuable to all of those involved in conflict resolution and region/nation building from a policy perspective, a practitioner perspective, a support perspective and academic research. This would include but is not limited to military personnel, politicians, diplomats, police, civil servants, non-governmental organisation personnel, business leaders, institutes, academia, etc. It might be expected that educational courses would be delivered at the Military College and the United Nations Training School Ireland or at the facilities of a partner and would be delivered by the organiser or a combination of partners.

Work on the concept will be developed over the next 12 months with a view to its initial shape being showcased during 2016.

3.5 Domestic Security Supports

The Department of Justice and Equality and An Garda Síochána have primary responsibility for the internal security of the State. An Garda Síochána is a predominantly unarmed police force and as a result the Defence Forces provide, on request, supports in aid to the civil power (ATCP) of an ongoing and contingent nature. Historically, the provision of this support has been of critical importance in maintaining the security of the State.

In certain circumstances, the Government may direct the Defence Forces to provide security details, as evidenced by the armed guards provided by the Defence Forces at both Government Buildings and at Portlaoise Prison, which arise from Government direction rather than an ATCP request from An Garda Síochána.

Other departments and agencies also have domestic security responsibilities e.g. Revenue has responsibilities to combat the smuggling of illicit narcotics and other contraband; the Department of Transport, Tourism and Sport has responsibilities relating to port and airport security; the Department of Communications, Energy and Natural Resources has lead responsibilities relating to cyber security; the Department of Agriculture, Food and the Marine and the Sea Fisheries Protection Authority have certain responsibilities relating to the security of maritime resources.

The review of submissions received in response to the 2013 Green Paper on Defence, and the subsequent process of consultation with stakeholders, including relevant government departments and An Garda Síochána, considered future domestic security requirements. There were no indicators of significant impending change in the domestic security environment and this is reflected in the security assessment in Chapter 2. However, the experience in other countries has also shown that the domestic security environment can change rapidly.

This section considers defence inputs to domestic security including supports to An Garda Síochána and supports to those other departments and agencies with security responsibilities as well as areas where Defence has specific responsibilities.

3.5.1 ATCP Supports

Army, Air Corps and Naval Service capabilities will continue to be made available, on request, to assist An Garda Síochána. The Government are committed to the continued provision of these important supports. The principal duties are described below.

The Defence Forces will continue to provide security services to the Central Bank, the cost of which is recouped by the Department of Defence. The Defence Forces will also continue, on request, to provide prisoner escorts to and from the courts and hospitals, hospital guard patrols and will also continue to provide ATCP support to An Garda Síochána in relation to security duties at Shannon Airport.

Explosive Ordnance Disposal (EOD) teams will continue to be available to respond, on a 24/7 basis, to requests made by An Garda Síochána for assistance in dealing with suspect explosive devices, unstable chemicals, to provide post-blast analysis, and for removal of old ordnance. The Naval Service and its dive teams will continue to operate in support of An Garda Síochána when requested to do so in search and recovery operations, and in the clearance of underwater

mines and explosives.

A dedicated Garda Air Support Unit (GASU) service has been operating from Casement Aerodrome, Baldonnel since September 1997. This very effective service will continue to be operated by An Garda Síochána and the Air Corps in accordance with arrangements formalised by way of a Service Level Agreement (SLA). The support provided by the Air Corps to the GASU includes provision of hangar facilities and pilots for all GASU aircraft and for the servicing and maintenance of the fixed wing Defender 4000 aircraft. The arrangements in place for the servicing and maintenance of the Defender aircraft will be reviewed in the coming years as changes occur to the current composition of the GASU fleet.

An Garda Siochána have sought the assistance of the Defence Forces in relation to security arrangements for certain visits by Heads of State/VIPs. The Defence Forces have capabilities that include but are not limited to the provision of security cordons (land, maritime and air), mobile and static patrols, check-points, quick reaction forces, Ground Based Air Defence (GBAD), specialist engineer search teams, diving teams, Explosive Ordnance Disposal Teams and a Crowd Riot Control (CRC) capability. Future VIP visits or the hosting of major events in Ireland may result in some or all of these capabilities being requested as ATCP support by An Garda Síochána.

Although it has been quite some time since the Defence Forces have been required to respond to a riot or incident of violent disorder in a domestic setting, the Defence Forces will continue to train for and be in a position to respond to requests for assistance from An Garda Síochána, if required.

3.5.2 Government Directed Supports

The Defence Forces' presence at Portlaoise Prison dates back to 1973 when the then Government authorised the placing of an armed guard at any prison accommodating subversives. This direction was updated by the current Government to take account of the changing profile of the prisoner population at Portlaoise Prison. The Defence Forces will continue to provide this important security mission. The Defence Forces will continue to provide armed 24/7 security support to An Garda Síochána at Government Buildings, including the Leinster House complex.

3.5.3 Aircraft Hijack Incident

The National Civil Aviation Security Committee (NCASC) is the body responsible for ensuring compliance with Ireland's civil aviation security obligations. The NCASC is chaired by the Department of Transport, Tourism and Sport which, in accordance with the Framework for Major Emergency Management (MEM), has lead responsibility for the response arrangements to be followed in the event of an aircraft hijack incident in Ireland.

A sub-group of the NCASC, comprising representatives of a number of departments and agencies including the Department of Defence and the Defence Forces, has prepared a national plan for responding to an aircraft hijack incident. The plan provides that An Garda Síochána is the lead agency for responding to such an incident and that the Defence Forces will, unless directed otherwise by Government, have a support role. As a contingency, the Defence Forces will continue to train for and be in a position to respond effectively to any such incident.

3.5.4 Drugs Interdiction

The Joint Task Force on Drug Interdiction (JTF) was established in 1993 as a Government measure to improve law enforcement in relation to drugs and consists of members of An Garda Síochána, Revenue and the Naval Service. The JTF is brought together when the agencies with primary responsibility in this area, An Garda Síochána and Revenue, review intelligence received and consider that a joint operation should be mounted.

The Naval Service is legally empowered under the Criminal Justice Act 1994 [as amended by the Criminal Justice (Illicit Traffic by Sea) Act 2003] to engage in drug interdiction operations. The Naval Service will continue to support other departments and agencies with primary responsibility in this area. The Air Corps will also continue to provide air support if required, and on occasion may be requested to carry members of Revenue in an observational capacity for the purposes of monitoring vessels suspected of drug trafficking. The Air Corps provides an important intelligence gathering capability on the request of the JTF.

Intelligence for such drug interdiction operations is provided by An Garda Síochána and Revenue, and through the international intelligence centre, the Maritime Analysis and Operations Centre – Narcotics (MAOC-N), of which Ireland is a member. MAOC-N is an international co-ordination centre with access to national tasking agencies. Since being established by seven countries (including Ireland) in 2007, it has led to a greater focus on intelligence exchange amongst countries to tackle large drug shipments by sea. An Garda Síochána and Revenue have full-time officers based at the Centre in Lisbon, whilst Naval Service personnel may travel to the Centre when requested to do so by the Joint Task Force.

The capabilities that the Defence Forces provide in these areas are very important because the authorities with direct responsibilities in this area (An Garda Síochána and Revenue) do not have the operational capabilities for the kind of maritime interventions that the Defence Forces can provide. This joint agency approach makes sense from a whole of state viewpoint and it is one to which the Government remain committed.

3.5.5 Protection of Marine Resources

The plan, "Harnessing our Ocean Wealth", envisages a substantial increase in maritime based activity and income over the course of this White Paper. Under the United Nations Convention on the Law of the Sea, a coastal state has exclusive rights within its exclusive economic zone (EEZ) over fishing (although all EU member states have transferred their competence for conservation and management of sea fisheries to the EU), the production of energy from water and wind, the protection of the marine environment, and the conduct of marine scientific research. A coastal state also enjoys exclusive sovereign rights to the recovery of oil and gas from the seabed beneath the EEZ, although this is governed by the separate legal regime of the continental shelf.

There are a broad range of departments and agencies with responsibilities in the maritime domain, e.g., An Garda Síochána, Revenue, the Department of Transport and Tourism (including the Marine Surveyor's Office), the Department of Agriculture, Food and the Marine, the Sea Fisheries Protection Authority, the Department of Communications, Energy and Natural Resources, the Department of Foreign Affairs and Trade and the Department of Arts, Heritage and the Gaeltacht. The Defence Forces will continue to provide a range of supports to

these Departments in line with Memoranda of Understanding (MOUs) and Service Level Agreements (SLAs).

As the State's principal sea-going agency, the Naval Service provides a unique sea-going capability. The Air Corps also has an effective maritime surveillance capacity. As the White Paper on Defence (2000) recognised, Naval Service vessels carry with them unique characteristics as an expression of state sovereignty and political will at sea and in furthering policy objectives in the maritime domain.

While conducting their primary day-to-day tasking of providing a fishery protection service, which it is expected shall continue to account for 90% of scheduled patrol days, all Naval Service vessels will be multi-tasked in the sense that they will continue to provide general maritime patrolling and will be in a position to respond to, for example, an aid to the civil power request, a pollution incident, or a search and rescue or recovery mission.

Fisheries Protection

Ireland's EEZ [or Exclusive Fishery Limits (EFL)] extends to 200 miles offshore and covers an area of 132,000 nautical square miles. The Sea-Fisheries Protection Authority (SFPA) is Ireland's responsible authority for seafood safety and sea fisheries protection. The Naval Service is responsible for operating the State's Fishery Monitoring Centre (FMC). The day-to-day fishery protection outputs of the Naval Service and the Air Corps are co-ordinated by the FMC, which is based in the Naval Headquarters at Haulbowline. Officials from the SFPA contribute to the work of the FMC.

The Naval Service and the Air Corps provide a range of services to assist the SFPA in securing an efficient and effective enforcement of fisheries protection legislation and these services are covered under an SLA. Naval Service and Air Corps personnel are empowered by statute as Sea Fishery Protection Officers to carry out inspections at sea and to enforce fisheries legislation and regulation. In

order to achieve compliance with quota and other conservation legislation under the Common Fisheries Policy, Naval Service and Air Corps fisheries protection operations and priorities are set out in an annual control plan agreed between the SFPA and the Department of Defence. The Naval Service and the Air Corps will continue to patrol the entire Irish EEZ and periodically, and as agreed in the annual control plan, patrol beyond these limits to protect specific fisheries in accordance with international commitments in the areas of the mid-Atlantic governed by the North East Atlantic Fisheries Commission [NEAFC].

In the past there has been a strong emphasis on the boarding component of control, and undoubtedly this deterrent effect will continue to have a value in future. However, as obligations change in the coming years, there will be an increased emphasis on risk analysis and targeting of high risk categories. Development and use of new technological solutions will be particularly important in the context of the changing control regime, such as the ongoing gradual move from a landing quota to a catch quota, as traditional methods of at sea control may not be as effective in terms of bolstering compliance levels. However, this will not lead to a reduction in the fishery protection efforts of the Air Corps and the Naval Service.

Extended Continental Shelf

Under the United Nations Convention on the Law of the Sea (UNCLOS) the continental shelf is that part of the seabed over which a coastal state exercises sovereign rights with regard to the exploration and exploitation of natural resources including oil and gas deposits as well as other minerals and the biological resources of the seabed. In international law a coastal state is entitled to a juridical continental shelf of 200 nautical miles breadth regardless of whether the shelf physically extends that far, subject only to the same rights of its neighbours.

Where the continental shelf physically extends beyond 200 nautical miles (as it does in Ireland's case along the west and south coasts) a state is required by UNCLOS (Article 76) to make a submission to the Commission on the Limits of the Continental Shelf (CLCS). This submission sets out the coordinates of the claimed outer limits of the shelf and is accompanied by technical and scientific data to support the claim. The Commission assesses the limits and data submitted by the coastal state and makes recommendations, which are final and binding.

Where the continental shelf has been successfully extended in this way, as in the area of the Porcupine Bank, the State will continue to undertake appropriate maritime surveillance. The purpose of this is to guard against the theft of natural resources from the seabed; unauthorised research of, or exploration for, natural resources in these locations; unauthorised installations or the laying of pipelines along unauthorised routes, etc. The Maritime Security Act 2004 empowers the Naval Service, when acting at the request of An Garda Síochána, to counter unlawful acts against the safety of maritime navigation and fixed platforms, encompassing the area of the continental shelf. In order to maintain a capability to respond if tasked, it will occasionally be necessary for the Naval Service to deploy to these areas of the extended continental shelf to exercise its capability to respond to any such deployment request.

Where claims have not yet been settled for other areas of the extended continental shelf, patrolling by air and naval assets is not a necessary requirement for the purposes of asserting those sovereign claims; however, patrolling can be used to demonstrate sovereign intent. When necessary, responsible authorities can specifically request that a Naval vessel travel to the area to carry out a surface

patrol.

3.5.6 Maritime Co-operation and Co-ordination

There is ongoing and close co-operation between Department of Defence and the Defence Forces, and the other Departments and agencies with responsibilities in the maritime area and this has developed and deepened since the publication of the last White Paper in 2000. This close working relationship is reflected, in the case of the Irish Coast Guard, in a very comprehensive SLA, which was renewed in September 2013, and which sets out a very broad schedule of support services and provides for ongoing review.

Recognising the ever changing maritime environment and technological developments, particularly in the area of satellite information gathering, further areas of greater synergy will be explored with departments and agencies with responsibility in the maritime area during the implementation of the White Paper in order to ensure the best and most efficient use of all state resources.

In addition, the Department of Defence and the Defence Forces will continue to be represented on the National Maritime Security Committee. The Department of Transport, Tourism and Sport, as Chair of this Committee, will be asked to initiate an examination of maritime security arrangements, having regard to recent developments. The aim would be to examine the current governance arrangements with a view to bringing forward recommendations, if required, to enhance the provision of maritime security within the State's area of interest.

3.5.7 Port Security

The Minister for Transport, Tourism and Sport has responsibility for National Maritime Safety and Port Security. The Naval Service will continue to assist the Marine Survey Office in carrying out reviews of port security plans and provision of advice, in accordance with an SLA, which is in place.

3.6 Emergencies/Crises that threaten National Security

There are certain emergencies/crises that could have the potential to disrupt the functioning of the State very significantly and/or cause mass casualties. Emergencies/crises such as these can be considered matters of national security and examples could include: a major cyber attack that causes disruption to essential services; a pandemic that causes widespread health problems, resource shortages or deaths; or other types of natural or man-made disasters.

This section considers the defence policy response to these security issues. There are two distinct areas, firstly, there is the Defence contribution to emergency planning and secondly, there are the operational supports that may be provided to other government departments and agencies with lead responsibilities. Civil Defence is considered separately in Chapter 9.

3.6.1 Emergency Planning

Following the events of 11 September, 2001, the Government established a Task Force on Emergency Planning, chaired by the Minister for Defence and assisted by a newly formed Office of Emergency Planning (OEP).

The Government Task Force on Emergency Planning provides strategic direction and co-ordination of emergency planning. It is chaired by the Minister for

Defence and is comprised of Ministers and/or senior officials from all government departments and key public bodies. The Task Force also includes senior officers of An Garda Síochána and the Defence Forces and senior officials from other key public authorities, which have a lead or support role in government emergency planning.

A key aspect of Ireland's preparations for national level emergencies or crises is a national risk assessment (NRA) and the ability to manage the risks identified in order to ensure national, regional and local resilience. In December 2012, the Government Task Force adopted a National Risk Assessment for Ireland, which was subsequently noted by Government and submitted to the European Union as part of the required responses by member states under the EU Civil Protection Mechanism.

With the introduction of new EU Civil Protection legislation in January 2014, member states have now been asked to review their national risk assessments and to provide, to the EU Commission, summaries of their NRAs by the end of 2015. More importantly, this EU legislation also requires member states to review their assessments of their national risk management capabilities every three years, following the completion of guidelines to be issued by the EU Commission in 2015.

A review of Ireland's 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. The results of this work will serve to inform a revised NRA for the Task Force to recommend to Government in early in 2016. This process will be repeated at three yearly intervals so as to capture new and emerging threats and changing trends. The Government Task Force NRA forms a critical subset of the wider strategic level national risk assessment process undertaken by the Department of the Taoiseach in 2014 and 2015, which will be updated on an annual basis.

3.6.2 Emergency Management

Emergency/Crisis Management in Ireland is based on the well-tried 'lead government department' concept, whereby planning for and response to an emergency/crisis is the responsibility of the Minister and his/her department which has functional responsibility for the matter concerned. When an emergency/crisis occurs, the lead government department may convene a separate National Coordinating Group, chaired by the Minister responsible for that department or a senior official, to ensure a 'whole of government' approach is brought to the national response.

At the Government Task Force on Emergency Planning it was decided in early 2014 that there is a requirement to develop a National Framework for Emergency & Crisis Management, to ensure an overarching national co-ordination, and define the roles and responsibilities of government departments in coordinating the national response to emergencies/crises at a strategic level.

It is envisaged that the National Framework will build on the existing national arrangements, and will replace the 'Strategic Emergency Planning Guidelines' and the 'Guidelines for coordinating a National-Level Emergency/Crisis Response' and codify the National Emergency & Crisis Management process in Ireland.

3.6.3 Office of Emergency Planning

The Office of Emergency Planning (OEP) is a civil-military office within the Department of Defence, established to support the work of the Government Task Force on Emergency Planning. The OEP supports the Minister for Defence in his role as Chairman of the Government Task Force on Emergency Planning. The Office works with all departments and agencies involved in emergency planning and it carries out a cross-departmental oversight function, which forms the basis of a confidential Annual Report to Government.

To support this work, the National Emergency Co-ordination Centre (NECC) provides a robust and resilient facility where Ministers and others involved in providing a response to national emergencies / crises can convene to co-ordinate national responses. OEP continues to manage the NECC on behalf of Government.

The OEP maintains regular contacts with other EU member states through their emergency planning structures, along with attending various international seminars and training events. Information emanating from these various committees, events and contacts are disseminated by the OEP through the Government Task Force and cover a wide range of areas such as planning for high visibility events, social media, EU, OECD and national risk assessment and management.

The future role of the Office of Emergency Planning will be influenced by the outcome of the National Framework process.

3.7 Defence Supports for National Emergencies / Crises

Under the Framework for Major Emergency Management (MEM) published in 2006, the Defence Forces are identified as having a support role to the relevant lead PRA in major national and local emergencies and the MEM framework also provides for their participation in major emergency exercises organised by the lead agency. The Department of Defence and the Defence Forces will continue to be represented on the Government Task Force on Emergency Planning, and its various sub-groups.

Large scale national emergencies which impact on human life, property, national interests, and which could possibly lead to civil unrest, will naturally give rise to expectations that the Defence Forces can provide support in a variety of scenarios. In a national emergency, such as, for example, a medical pandemic, all the available resources and capabilities of the Defence Forces will be made available to the National Coordinating Group, chaired by the relevant lead department, for the purpose of providing assistance where it is not possible for other agencies and organisations to respond.

Defence policy will continue to ensure that the necessary contingency arrangements are put in place with the relevant lead agencies which, inter alia, will ensure that there is clarity in relation to the Defence Forces' capabilities in providing support in various national emergency situations. The development of MOUs and SLAs has provided greater clarity around the defence supports likely to be sought and provided and is a useful process in clarifying planning assumptions; this work will be continued.

This section addresses the defence supports to lead government agencies in the event of large scale national emergencies in the context of the Defence Forces' Aid to the Civil Authority (ATCA) role. These supports can be provided because of

the versatility of military capabilities. However, the Defence Forces do not retain and develop capabilities specifically for these types of operations and this will remain the case.

3.7.1 Cyber Security

The response to cyber threats remains a whole of government challenge, with the Department of Communications, Energy and Natural Resources having the lead role. Across Europe, governments are also sharing information in developing protection against cyber attacks. Ireland supports international and regional co-operation in the area of cyber security.

The Department of Communications, Energy and Natural Resources has established a National Cyber Security Centre (NCSC) to assist in identifying and protecting Ireland from cyber attacks. The work of this unit is supported by an Inter-Departmental Committee on Cyber Security established and chaired by that Department, which regularly reports on progress and on cyber security issues to the Government Task Force on Emergency Planning. The Government Task Force maintains cyber security as a standing agenda item where regular updates are provided and where issues of common interest may be raised and addressed.

The Department of Communications, Energy and Natural Resources has recently produced a Cyber Security Strategy for Ireland. The Department of Defence and the Defence Forces are committed to participating, under the leadership of the Department of Communications, Energy and Natural Resources in the delivery of measures to improve the cyber security of the State, as proposed in the Strategy.

The primary focus of the Department of Defence and the Defence Forces will remain the protection of Defence networks. In relation to specific assistance from the Defence Organisation, two members of the Defence Forces are currently seconded (on a non repayment basis) to the Department of Communications, Energy and Natural Resources Computer Security Incident Response Team (CSIRT-IE) and this arrangement will continue.

Also, as in any emergency/crisis situation, once Defence systems are supported, the Department of Defence and the Defence Forces will provide support to the CSIRT-IE team in so far as resources allow. Details in this regard will be developed in an SLA to be agreed between the Department of Defence and the Department of Communications, Energy and Natural Resources.

3.7.2 Nuclear/Radiation Emergency

The Department of Defence has arrangements in place with the Environmental Protection Agency (EPA) and the Department of the Environment, Community and Local Government (DECLG) which have the lead responsibility for co-ordinating the emergency response arrangements for radiological incidents in Ireland. In emergency situations, the Defence Forces will monitor radiation levels at predefined locations throughout the country and transmit data to the EPA and where necessary, specialist Chemical Biological Radiation and Nuclear (CBRN) disposal and decontamination teams will be deployed. The Air Corps will provide fixed wing or helicopter transportation of assessment teams and in the event of an incident at sea the Naval Service will transport assessment teams and will collect surface sea water samples. Civil Defence will conduct radiation monitoring and collect samples.

3.7.3 Severe Weather Events

Severe weather events such as a prolonged period of heavy snow, serious flooding or dangerous storms can threaten national interests, be it human life, property, infrastructure, or transport. As outlined in more detail in Chapter 4, the Defence Forces are identified as having a support role to the lead agency in major national and local emergencies in accordance with the Framework for Major Emergency Management published in 2006.

In the event of a severe weather event, all of the available resources and capabilities of the Defence Forces will continue to be made available to the Government Task Force on Emergency Planning (through its Inter Agency Co-ordination Committee chaired by the relevant lead department).

3.7.4 Fuel Shortage

The national risk assessment submitted to the European Commission in 2013 identified that a disruption to Ireland's energy supply was one of the potential hazards likely to have the greatest impact in terms of creating a major national emergency. With around half of power generation fuelled by natural gas, the majority of which is imported, this is a particular dependency in the energy sector. The coming on-stream of Corrib will reduce import dependency and lead to greater diversity of supplies. Government policy is to progressively increase renewable energy and increase energy efficiency in power generation which should also enhance security of supply. Oil in particular is at the core of societal

and economic well-being and will remain so in the medium term until such time as Ireland develops sustainable and secure alternatives. Existing arrangements with the Department of Communications, Energy and Natural Resources for the Defence Forces to assist, in the event that there is an interruption to the nationwide distribution of oil by road tankers, will continue in place.

3.7.5 Fire Fighting Support to Dublin Airport Authority

A Service Level Agreement between the Department of Defence and the Department of Transport, Tourism and Sport provides for a rescue fire fighting service by the Air Corps to the Dublin Airport Authority (DAA) at Dublin Airport in the event that the DAA is unable to maintain its normal fire fighting service. These arrangements will continue in place.

3.7.6 Large Scale Prison Strike

A large scale prison strike sustained over a prolonged period of time would impact on the interests of the State and could give rise to a potential national emergency. The Department of Defence and the Defence Forces will continue to engage on an ongoing basis with the Irish Prison Service in relation to the support that would be provided by the Defence Forces in the event of industrial action being taken.

4

Chapter 4 | Other Policy Requirements

4.1 Policy Context

In addition to contributing to national security, military organisations are typically required to provide a range of non-security services to government departments and agencies.

A unique feature of Ireland's defence policy is the extent to which defence resources are utilised towards non-security ends. This relates not just to equipment and platforms but also the expertise that is available within the Defence Organisation. This has significant benefits to the State in terms of minimising the duplication of service delivery, whilst also gaining maximum utility from investment in defence. However, capabilities are primarily developed for security purposes rather than these other ends, and this will remain the key focus.

4.2 General Supports

Where services are provided to other government departments and agencies on a regular basis or for routine services, a formal arrangement such as an MOU or an SLA is agreed between the Department of Defence and the requesting body. The existence of MOUs and SLAs between the Department and other government departments and agencies continues to facilitate a planned and efficient response by the Defence Forces in emergency and other situations. These agreements are reviewed periodically and updated as required.

The Department of Defence has a number of SLAs in place with other government departments and agencies which detail the provision of services by the Defence Forces. For example, one such agreement, with the Irish Coast Guard, details the support services provided by the Army, Air Corps and Naval Service, within their available capability, in areas such as search and rescue, pollution control and training. Generally these types of services are known as aid to the civil authority (ATCA).

The SLA with the Irish Aviation Authority (IAA) provides for the use of Baldonnel and Gormanston for air navigation assistance in the Dublin Control Area. The Air Corps also assist in the manning of the Civil/Military Co-ordination Unit at Dublin Air Traffic Control Centre. This SLA also provides for receipt by the Air Corps of radar data from the IAA.

The SLA with Irish Aid encompasses voluntary engagement by individual members of the Defence Forces in the Rapid Response Initiative, and also encompasses the provision of training by the Defence Forces to members of the Rapid Response Corps. There will be continued co-operation between the Department of Defence, the Defence Forces and the Department of Foreign Affairs and Trade on this important initiative over the life-time of this White Paper. Work will also take place on the preparation on an SLA relating to participation by members of the Defence Forces in the Emergency Civil Assistance Team (ECAT) initiative and this is another area of co-operation between the Departments of Defence and Foreign Affairs and Trade.

Arrangements are also in place with the local authorities in relation to assistance that is provided by the Defence Forces in the event of a forest or gorse fire. Where a fire develops beyond the capacity of the local authorities in the region to manage, and

there is a serious threat to life and property, the Defence Forces will provide support by means of the provision of ground troops to assist and/or the provision of helicopter support with specialist equipment (e.g. bambi buckets) to battle the fire from the air.

The Defence Forces will continue to provide a number of other supports to departments and agencies, some on an ongoing basis, and others on a contingent or infrequent basis. Where such supports are provided on an ongoing basis, or where as a contingency it is envisaged that there will be a specific role for the Defence Forces in certain types of emergency, for example, a radiological incident or nuclear accident, the Department of Defence will continue to seek to agree a SLA with relevant departments and agencies to ensure that there is clarity on all sides about the roles of all parties and call-out protocols.

4.3 Ministerial Air Transport

The Ministerial Air Transport Service (MATS) is operated by the Air Corps. It provides the President and the Government with an independent and flexible air transport service to assist in meeting national and international obligations. The service is more flexible than commercial air travel in that it is not bound to set routes, timetables or schedules. This flexibility to provide an independent means of international air travel can be very important in a wide variety of situations and helps Ministers to fulfil all of their duties, both at home and abroad, to the greatest extent possible. For example, where EU meetings take longer than originally expected, departure times can be altered as

required at short notice.

In addition, the capabilities maintained for this service also provide the ability of the Air Corp to operate at short notice into regions, access to which may otherwise be denied to non-military aircrafts (due to conflict, security issues and natural disaster, (including for Non-Combatant Evacuation Operations (NEO)) at the request of the Department of Foreign Affairs and Trade.

The service is currently provided by a Learjet 45, which was specifically acquired for that purpose. A Gulfstream IV aircraft which had been part of the service was withdrawn in 2014 and subsequently sold following a decision relating to the cost effectiveness of repairs to the aircraft. The Gulfstream IV had transatlantic range and the capacity to carry 14 passengers. The Learjet 45 has a considerably shorter range and the ability to carry 7 passengers.

An inter-departmental high-level group of officials, chaired by the Department of Defence is reviewing the medium to long term options for the future provision of an independent off-island air transport service for high level delegations.

In the meantime, the MATS will continue to be delivered, primarily by the use of the Learjet 45 aircraft, supplemented by the use of commercial air taxis where required.

4.4 State Ceremonial Services

The Defence Forces participate in a range of annual state commemorative ceremonies including the Anniversary of the 1916 Easter Rising at the GPO, the 1916 Commemoration Ceremony in Arbour Hill, the National Famine Memorial Commemoration, and the National Day of Commemoration. The level of participation by the Defence Forces is determined by the Department of Defence, in consultation with the Department of the Taoiseach, and the Department of Arts, Heritage and the Gaeltacht. In addition to the annual State commemorative ceremonies, the Defence Forces will play a significant role in many of the events being organised to commemorate the Decade of Centenaries 2012-2022.

The ceremonial support provided by the Defence Forces to other government departments, including the rendering of honours to visiting Heads of State for state visits and presentation of diplomatic credentials ceremonies, are resource intensive especially for the large state ceremonies given the planning and rehearsals required. This is an important and valuable service and maintains tradition and protocol within a changing world. It is a visible demonstration of honour and respect between states. It also provides an opportunity for the Defence Forces to connect positively with the general public and develops a strong sense of pride and high morale amongst personnel, and also amongst the public generally. This was seen to particularly good effect during the visits to Ireland in 2011 by Queen Elizabeth II and the President of the United States.

Defence Force participation in local commemorative events is dependent on the scale of the event in question and the availability of military resources. In considering local requests, the Department of Defence is conscious that the contribution made by the military in providing ceremonial input should be limited to events of significant and national importance, as to do otherwise would diminish the significance of their role in the more important state occasions.

4.5 Equitation

The Army Equitation School continues to promote the Irish sport horse through participation, at the highest level, in international competitions on Irish bred horses, by supporting the national equine industry, and by promoting the Nation, the Defence Forces and the Irish sport horse industry. Since its foundation in 1926, the Army Equitation School has discharged this task with considerable distinction through its participation and numerous successes in equitation events at home and abroad, and it has successfully promoted the qualities of the Irish sport horse. In addition to its competition activity, the Equitation School continues to support the Irish horse industry and it encourages breeders and producers, who may have horses suitable for top-level competition, to have them assessed by the School with a view to their purchase or lease.

The Army Equitation School also contributes considerable influence and expertise in equestrian training and education. The Army Equitation School designed and developed a coaching and training system that has since been adopted as the national coaching and training syllabi for the sport horse industry. This coaching system is accepted as the international standard and is used world-wide by the Fédération Equestre Internationale (FEI). Similarly, the Equitation School's training syllabus for grooms has been adopted by Horse Sport Ireland (HSI) as the national standard. Army Riders also host demonstrations and clinics for various interest groups in the industry. These demonstrations are conducted to educate and inform people on breeding, training and coaching. Three annual training bursaries, approved by the Minister for Defence,

are awarded to young riders competing at showjumping and eventing. The recipients of the bursaries receive training with their own horses from Army Equitation School riders. These young riders have the potential to be the next generation of international competitors and the training provided by the Army Equitation School helps develop this potential.

The Government have decided 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 sport horse breeding industry. Building on the good linkages with external stakeholders, it is proposed that the Department of Defence and the Army Equitation School will develop more formal arrangements with Horse Sport Ireland, Teagasc, Royal Dublin Society, the National Sports Campus and the Institute of Sport. It is also proposed that a review of the Army Equitation School will be undertaken with a view to helping it maximise its utility as a platform for nurturing talent while promoting professionalism and the Irish sport horse.

4.6 Defence Forces School of Music

The Defence Forces School of Music will continue to provide musical support at a wide range of annual state ceremonies such as the National Day of Commemoration, the Easter Sunday 1916 Commemoration at the GPO, the Arbour Hill 1916 Commemoration, and the National Famine Commemoration. In the context of the Government's Centenary Programme, there will clearly be a very central and important role for the School in many of the state events planned.

The School will also continue to participate in other important state occasions such as Presidential inaugurations, state visits of foreign Heads of State, presentation of credentials ceremonies to the President by foreign ambassadors, and in a range of appropriate civilian events such as major national and international sporting fixtures and annual St. Patrick's Day parades. The School will also fulfil musical requirements for military events such as troop reviews, commissioning ceremonies and passing out parades and will continue to present its very popular educational programme by visiting a number of primary and secondary schools throughout the State each year.

The Defence Forces School of Music will continue to be developed, including possible linkages with relevant educational institutions, to enhance its capabilities into the future.

4.7 Air Ambulance

4.7.1 Emergency Aeromedical Service

In June 2012, a MOU was agreed between the Department of Defence and the Department of Health in relation to the Air Corps' support of a pilot Emergency Aeromedical Support (EAS) service operating out of Custume Barracks, Athlone. The purpose of the pilot service was to assess the level and type, if any, of dedicated aeromedical support needed to assist the National Ambulance Service, primarily in the west of Ireland for certain types of patients. The pilot service was focused on the requirements of the HSE clinical care programmes, such as acute coronary care and stroke. An evaluation of the pilot service was undertaken in 2013 by an inter-agency Audit and Evaluation Group which recommended that an EAS service should be established in the region and that consideration should be given on how best to provide such a service. A Working Group, chaired by the Department of Health and also comprising representatives from the Department of Defence, the HSE and the Department of Health and Social Services, Northern Ireland, was then established to

examine options for the provision of a permanent EAS service into the future.

Based on the outcome of the pilot, and having considered the report of the 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.

4.7.2 Inter-Hospital Emergency Air Ambulance Service

Separately, the Air Corps will continue to provide an emergency inter-hospital transfer service within Ireland and to the United Kingdom in support of the HSE. In 2005, the Department of Defence and the Department of Health completed a SLA which formalised arrangements for the provision of the inter-hospital air ambulance service by the Air Corps. This SLA was renewed in October 2011 and provides for inter-hospital transfer by air for patients with medical conditions that require urgent treatment at a hospital within Ireland or in the UK. In 2014, there were over 100 inter-hospital missions completed by the Air Corps.

The inter-hospital service operated by the Air Corps is provided on an "as available basis" only and is not a dedicated service. This means that fixed wing or rotary aircraft are not required to be on standby for this purpose. However, if such aircraft and personnel are available when requested for a mission, they can be deployed, provided there is no interference with primary Air Corps' responsibilities.

4.8 Supports in Major Emergencies

As previously outlined, under the Framework for Major Emergency Management published in 2006, the Defence Forces have a support role to the lead agency in major national and local emergencies. The Framework also provides for their participation in major emergency exercises organised by the lead agency. Personnel from the Defence Forces who are members of the eight regional working groups, established under the Framework, will continue to act as liaison officers to the Local Authorities.

In a major emergency, such as a severe weather event, all the available resources and capabilities of the Defence Forces will be made available to the National Coordinating Group, chaired by the relevant lead department, for the purpose of providing assistance where it is not possible for other agencies and organisations to respond. In addition, in local emergency situations, personnel and equipment such as high-axle vehicles, rigid-hulled inflatable boats (RhIB) and engineering plant machinery, may be provided on the request of a PRA in accordance with local liaison arrangements. The Department of Defence will continue to be the conduit for requests for non-routine supports from other agencies to assist with a local emergency.

4.9 Engagement with Irish Enterprise and Research Institutions in support of Defence Forces Capabilities

There is an ongoing requirement to examine new and innovative means of improving capabilities in the security and defence domain so that the Defence Forces are in a position to undertake the roles assigned by Government. In this context, innovation refers to novel ways to get additional utility for the State, with minimal additional costs. The Defence Organisation, through its commitment to continuous training and education, possesses a wealth of innovative personnel who contribute to the development of ideas, technology and processes.

Within the EU, the role of well funded research has been identified as one of the drivers of enhanced capability. The EU is investigating innovative funding mechanisms to support security and defence research in the face of declining national defence budgets so as to deliver capability and support industry. In consultation with other national bodies and departments, the Department of Defence will assess the opportunities arising from EU funding, to the benefit of Irish enterprise and Defence Forces' capability. In the same vein, the Department will also identify opportunities for cooperative-collaborative engagement between the Defence Forces and Irish-based enterprise and research institutes, including third level colleges. This will include information exchange and supporting indigenous industry in product/service development and evaluation where this contributes to Defence Forces' capabilities.

The Defence Forces have participated in a wide range of activities with Irish-based institutions in relation to the development of research, innovation, technology and education/training initiatives which have the capacity to contribute to Defence Forces' capability and capacity development.

The primary purpose of these activities is to support Defence Forces' capability development for crisis management while leveraging the opportunities which may arise to support innovation, growth and jobs in Irish based industry and thus contribute to Ireland's economic development. There is a significant cross-over between the activities of companies and institutes engaged in civil security research and those in the

defence sector. Increasingly, civilian and commercial off the shelf systems are being applied directly in the defence domain. This opens up potential additional markets for those engaged in such research for products and systems for the civilian security market.

Under the Defence Enterprise Initiative, a joint initiative of the Department of Defence and Enterprise Ireland, the Defence Forces makes available resources and expertise, including advice and information etc., to Enterprise Ireland supported companies and other companies and institutions engaged in research, innovation and product/service development in the security and defence arena. The support offered by the Defence Forces includes the evaluation of technology research and innovation, provision of information on military requirements and the Defence Forces considered views on trends in specific capability development requirements. The Defence Forces in return get exposure to new initiatives, evolving technologies and research, and can also influence and inform the direction of particular technology developments which can support defence capabilities.

A further area that can assist in the development of military capabilities while also supporting Irish-based enterprise and research institutes is in securing access to European Defence Agency (EDA) programmes. Participation in EDA research programmes by Irish researchers has the potential to lead to spin-off benefits for the Irish economy through the development of non-military applications arising from the research. It also has the potential to allow for the further exploitation, in military applications, of technologies which are already in the process of being developed for civil applications.

Engagement by the Defence Organisation in innovation, research and product development is managed and will continue to be managed in the Department through the Defence Enterprise Committee chaired at Assistant Secretary level and comprising civil and military personnel and representatives of Enterprise Ireland.

The Defence Enterprise Initiative will be developed further over the course of the White Paper. This will include the establishment of a Security and Defence Enterprise Group bringing together enterprise, industry, research and practitioners in the field of security and defence to identify areas of common endeavour and collaboration. Through the Security and Defence Enterprise Group, the Department and the Defence Forces, with Enterprise Ireland, will also seek to support Irish based enterprise in their engagement with the EDA and in accessing EDA and Horizon 2020 programmes.

While maintaining a very active approach to supporting enterprise and research, the Department of Defence or the Defence Forces do 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. 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.

The Department of Defence and the Defence Forces are also committed to improving the potential for Irish enterprise to compete for Defence contracts. In consultation with Enterprise Ireland, the Department and the Defence Forces will examine current procurement processes with a view to improving the potential for Irish enterprise to compete for Defence contracts, while recognising that Defence must comply with EU and national procurement regulations, policies and requirements.

4.9.1 Innovation as a Force Multiplier

As the rate of generation of information, knowledge and understanding grows, it is ever more likely that answers to complex challenges will lie outside organisational boundaries. There is a fundamental requirement to reappraise how institutions interface so that they do not sit in isolation from other social systems. Innovation networks offer a dynamic and flexible approach through which wider benefits for individual organisations can be obtained. In pursuing its overall goal and consistent with capability requirements, the Department of Defence will be alive to the potential of such networks and give appropriate stimulation to these which may include state actors, institutes of higher education, research centres and progressive entrepreneurial companies.

4.9.2 Irish Maritime and Energy Resource Cluster (IMERC)

The Irish Maritime and Energy Resource Cluster (IMERC) is an alliance between the Naval Service, Cork Institute of Technology (CIT) and University College Cork (UCC) which brings together expertise in the fields of energy engineering, maritime operations, maritime technology and ecosystem governance. This research and commercial cluster aims to realise Ireland's economic potential in the global, maritime and energy markets.

The IMERC strategy includes addressing technology challenges in a wide range of areas including network integration, autonomous vehicles and underwater operations. As the Naval Service has significant technological end user knowledge, it can bring this valuable knowledge to researchers and foreign direct investment clients and small and medium enterprises. Through IMERC, the Naval Service has been involved in various initiatives with Enterprise Ireland. The goal of IMERC is to participate in the effort to shift Ireland from its current position, where despite having one of the largest maritime to land ratios of any EU state, it provides the smallest contribution to GDP at 1% from the Maritime Sector. In comparison, the UK derives 5%, Belgium 8% and Denmark 11%.

4.10 Defence Contribution to Employment Support

The Government are committed to a strengthened approach across the economy to social responsibility. This commitment recognises the benefits more generally to society from an enlightened approach to fostering targeted interventions which can have both a positive social impact while also contributing to economic recovery. The generation of employment opportunities, or the taking of actions which assist individuals' capacities to gain employment, are among the most important of these measures.

In mapping out the future for Defence in the period ahead, the Government consider it important that the Defence Forces contribute to this broader societal objective. It is clear that the skills and capacities which individuals obtain from service in the Defence Forces are ones which it would be beneficial to offer more widely. The Government have, therefore, decided to put in place a new employment support scheme with the direct involvement of the Defence Forces.

It is foreseen that the essential features of the scheme will be to provide a training intervention over a number of months drawing on Defence Forces' skills, capacities and facilities, for example in the areas of transport and logistics. This will be aimed at a specific group in the 18-24 year old range. In particular, it is proposed to offer individuals who might otherwise struggle to break out of cycles of disadvantage the opportunity to participate in an employment skills focused development programme provided by the Defence Forces. In this regard, the programme will seek to incorporate

elements of distinct marketable and certifiable skills which will assist individuals both in their capacity to participate fully in society as well as their ability to obtain sustained employment or pursue further education for this purpose.

It is expected that the scheme will involve interventions from a variety of competences and public sources built around and timed to ensure the successful completion of the programme by the individuals selected to participate. The Department of Social Protection will work with the Defence Forces to promote awareness of the scheme and will authorise the retention of any income support payments for the duration of the programme. It is expected that successful participation in the scheme will give participants improved prospects if competing for a career in the Defence Forces, or the broader workforce.

The scheme will be developed in consultation with key stakeholders and subject to finalisation of details, an initial pilot involving up to 30-40 participants will take place in 2016.

4.11 Energy Policy

Energy security and energy efficiency are increasingly important elements in the evolving defence and security environment. Improving energy performance and reducing Ireland's carbon footprint across the entire economy and particularly in the public service, are key government objectives. Energy efficient deployments are now viewed internationally as a key element in the resilience and effectiveness of military forces. The Defence Forces is a recognised leader on energy issues in Ireland having implemented a comprehensive Energy Management System since 2012 and securing an increase of 15.7% in energy performance from 2009 to 2014. The Defence Forces also achieved full certification under the international energy management standard ISO 50001 by 2012, becoming the first armed forces in the world to do so. The Defence Forces also participate actively in the EDA Working Group on Energy and the Environment participating in cutting edge research on energy efficient military forces. The Defence Forces through the Senior Energy Executive will continue to drive improvements in energy performance at home and on overseas deployments and work to reduce the carbon footprint by exploring renewable energy solutions. The Department of Defence will give serious consideration to developing renewable energy solutions on defence lands and installations.

4.12 The Irish Red Cross Society

Pursuant to the Red Cross Act of 1938, the Irish Red Cross Society was established by Government Order in 1939 as an independent charitable body corporate with full power to manage and administer its own affairs. Since 1939, the relevant legislation had undergone piecemeal changes only, but in April 2012, the Government approved a number of substantial amendments to the 1939 Order. These represented the most wide ranging and fundamental set of changes to have occurred since the establishment of the Society.

In tandem with these changes, and in accordance with a commitment made in the current Programme for Government, the Department of Defence has reviewed all Red Cross legislation. As a consequence, the Department will initiate a new Bill which will revoke all existing Red Cross legislation but which, in accordance with the State's commitments under the Geneva Conventions, will provide for the protection of the national society and the emblems of the International Red Cross and Red Crescent Movement and will make it an offence to misuse such emblems.

Whilst the Department of Defence may continue to pay an annual grant to support the work of the Society, and may on request, by the Society in accordance with its own rules, nominate a small number of people to serve on its General Assembly, there will be no provision for these measures in legislation. These changes are intended to copper-fasten, to the greatest extent possible, the independence of the Society, which is one of the seven founding principles of the Red Cross.

Oireachtas na hÉireann

Chapter 5 | Roles of the Defence Forces

Chapters 3 and 4 have set out the defence policy response to the security challenges set out in Chapter 2 and other government requirements for defence. They have also set out, in some detail, the differing tasks that Defence must be capable of undertaking. The successful completion of these tasks requires a range of inputs from the Department of Defence and the Defence Forces. This chapter consolidates those requirements into revised roles for the PDF and the RDF.

Roles of the PDF:

- 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 well being 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.

Roles of the RDF:

- To augment the PDF in crisis situations;
- To contribute to state ceremonial events.

Further chapters consider the future capability requirements to undertake the tasks associated with these roles and to provide a flexible and adaptive response to emerging demands. The RDF is more fully dealt with in Chapter 8 and Civil Defence is considered separately in Chapter 9.

NAVY

Chapter 6 | Capability Requirements

6.1 Policy Context

Chapters 3 and 4 have set out a comprehensive set of operational requirements that the Government require the Defence Forces to be able to undertake. These are summarised in the roles assigned to the PDF in Chapter 5. In order to undertake these roles successfully the PDF[26] must be able to undertake a full spectrum of military tasks that range from supports in peace-time (ATCP, ATCA, fishery protection, MATS), operations overseas (international peace support operations, humanitarian operations) to war-fighting (defence of the State).

The PDF are also deployed for a broad range of support tasks and civil contingency tasks. Whilst military capabilities are not developed specifically for these tasks, their utilisation for such tasks maximises the utility of defence capabilities and can improve value for money by reducing the duplication of service provision by the State.

Military capability can be defined as: the ability to attain operational success for a given scenario, achieving desired effects under specified standards and conditions through combinations of ways and means. It consists of a conceptual component (the thought process), a moral component (the ability to get people to conduct operations, originating from Defence Forces values), and a physical component (the means of conducting operations). The maintenance and development of military capability requires a broad range of actions within the Department of Defence and the Defence Forces. These actions include, but are not limited to; investment in new equipment, education and training, maintenance and development of infrastructure, ongoing review of military doctrine, the development of appropriate HR policies and the development of regulatory frameworks. Flexible, innovative human resources are a cornerstone of meeting the challenge of a dynamic security environment. Actions under the White Paper seek to promote this culture (Human Resources are fully considered in Chapter 7).

This chapter sets out important aspects of the capability agenda for the PDF over the life-time of this White Paper.

6.2 Key Principles

The future is uncertain and while future security developments were considered in Chapter 2, the type of operations that the Defence Forces may be required to undertake can change significantly as new threats emerge. Technological advances can also multiply the effectiveness of existing forces or render existing equipment, platforms and doctrine obsolete. In this context, there is a balance to be struck between being overly prescriptive regarding future capability requirements and having sufficient detail in order to allow for prudential capability planning, particularly for prioritisation and procurement of major equipment and platform items, which can have a lead time of several years. Capabilities must therefore be developed and maintained to meet the challenges of this dynamic security environment.

In broad terms, the Government have decided that the Defence Forces will continue to retain a range of flexible conventional military capabilities, including Special

[26] The roles of the RDF are considered in Chapter 8

Operations Forces (SOF), in order to meet the roles assigned and as a hedge to future uncertainty. These will continue to be vested in the Army, Air Corps and Naval Service, and augmented in crisis situations by Reserve[27] capabilities. The decisions outlined in this section follow on from detailed work undertaken by civil-military teams as part of the White Paper process. Further work will be required in order to identify additional capability priorities over the life-time of the White Paper, having regard to a dynamic security environment and the available resource envelope. The processes outlined in section 6.7 and Chapter 10 will facilitate this work.

6.2.1 Jointness

The Defence Forces must be able to operate jointly - that is to bring elements of the Army, Air Corps and Naval Service together to deliver effects in operations in a co-ordinated and cohesive manner. This is increasingly necessary for a broad range of operations at home and to be able to operate seamlessly with partners overseas. Jointness requires the capacity to develop and feed into a joint common operational picture (COP) with appropriate command and control, communications, computers, intelligence, surveillance and reconnaissance (C4ISR) capacity and these are considered below.

6.2.2 Intelligence, Surveillance and Reconnaissance

The fusion of information from the land, air and maritime domains into a joint COP is an increasing requirement in order to effectively manage joint operations. The complexity of the modern military operational environment requires a high degree of co-ordination of military effort in order to maximise the effectiveness of operations.

Military intelligence plays a key role in maintaining an awareness of threats to the State and to forces deployed at home and overseas. The Directorate of Intelligence is a constituent part of Defence Forces Headquarters and delivers threat assessments to the Minister for Defence, the Department of Defence as well as, through the Chief of Staff, to the National Security Committee. Liaison is also maintained between the Directorate and An Garda Síochána.

Section 3.5.6 highlighted the requirement for continued co-operation and co-ordination of efforts in the maritime domain. The EU's MARSUR project is one example of a project that is leading to improved sharing of maritime information. The Defence Forces can offer a significant contribution to a "Recognised Maritime Picture" through information from Air Corps Maritime Patrols, which can efficiently cover extensive maritime areas, and from Naval Service Ships. However, the value of information is largely dependent on the quality of analysis and interpretation of that information. As outlined in section 3.5.6, a review, engaging all of the relevant national bodies, of current structures for monitoring, managing and analysing maritime data and information will be undertaken. The integration of the "Recognised Air Picture" within this COP is also a requirement.

6.2.3 High Level Command and Control

The re-organisation of the PDF in 2012 established a revised two Brigade Army structure. The Government are satisfied that this structure represents the most effective and efficient structure within a strength ceiling of 9,500 PDF personnel and that this will remain in place.

The White Paper process identified a requirement for a review of the Defence Forces

[27] The Reserve Defence Force is considered in Chapter 8.

high level command and control structures, particularly in the context of an increased focus on a joint approach to operations. The 2012 re-organisation of the Defence Forces focused on consolidating Units within a more efficient and effective two Brigade force structure. Whilst some progress was made as part of that re-organisation in introducing joint structures at DFHQ level, it is now appropriate that the structures that sit above the existing Brigades and other Formations are formally reviewed.

The Secretary General of the Department of Defence 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. Recommendations for change will be brought forward to the Minister for Defence for consideration.

6.2.4 Command, Control, Communication, Computers, Intelligence, Surveillance and Reconnaissance (C4ISR) and Cyber Defence

Command and Control and situational awareness are highly dependent on IT networks. There will be continued investment in the development of suitable network enabled communications in order to meet the challenges of an increasingly complex operational environment. This is also a priority area for investment if additional funding, beyond that required to maintain existing capabilities, is made available.

Whilst these new systems bring significant improvements to the management of operations, they are also prime targets for adversaries in conflict situations. The ability to effectively defend Defence Forces' networks from cyber attacks is an essential capability that must be retained and developed. The key requirement is

for personnel with appropriate cyber security skills sets. The retention of military personnel with such skills sets is increasingly difficult given the transferability of such skills to the business environment. As outlined in section 3.6.1, the primary focus of the Defence Forces will be on retaining the capacity to protect Defence systems.

6.2.5 Interoperability

Interoperability is the ability to train, exercise and operate together coherently, effectively and efficiently with partners to achieve tactical, operational and strategic objectives. Interoperable standalone, force packages are deployed to multinational expeditionary operations overseas and the Defence Forces have the capability to deploy up to battalion sized units, naval vessels and aircraft when requested.

The Defence Forces also participates in integrated multinational deployments and has successfully deployed in combined units with Sweden, the Netherlands, Finland, Malta and the United Kingdom since 2003. Peacekeeping forces, such as the Irish-Swedish Battalion in Liberia, the Irish-Dutch Battalion and the Irish-Finnish Battalion in Chad, the Irish-Finnish Battalion in Lebanon, the Irish-Maltese training team in EUTM Somalia and the Irish-UK training team in EUTM Mali, enable the Defence Forces achieve a more effective range of deployments than they can achieve alone, including wider force protection arrangements. Such co-operative arrangements enable the development and deployment of joint force packages with like-minded and other states on international peace support operations and enable Ireland to maintain its contribution to a range of missions in accordance with government policy. Many of these peacekeeping missions would not have been possible but for Ireland's participation in NATO's Partnership for

Peace and the modernisation, transformation and interoperability that comes with such participation and enabled through the approaches contained in the White Paper on Defence (2000).

Participation in EU Battlegroups also 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. Ireland's active engagement in EU Battlegroups enhances our capacity to influence the ongoing development and evolution of the rapid response capacity of the EU, and in particular, the role that Battlegroups can play in reinforcing and acting as a strategic reserve for UN operations. From a national viewpoint and having regard to the need to minimize threats to the safety of personnel, the Department of Defence will examine an option of maintaining a rapid deployment capacity, at Company level, to support or reinforce overseas contingents if the situation so demands.

Quite apart from its role as an alliance, NATO has become the standard-setting organisation for modern military forces, in effect the de facto "I.S.O."[28] of the military world. NATO standards cover everything from the detailed physical characteristics of equipment, through communications protocols, training standards and operational procedures. Originally designed to ensure that troops from different members of the Alliance could operate seamlessly together as a single force, the unique NATO process of achieving full interoperability has been made available through PfP to partner countries such as Ireland, Sweden, Finland, Austria, etc. For practical reasons, and given that 22 EU member states are also members of NATO, the EU uses NATO standards and procedures on its missions. In order to be accepted as a peacekeeping partner, it is now necessary for the Defence Forces to be trained and equipped to NATO standards.

6.3 Army

The Army will continue to retain all-arms conventional military capabilities, within the existing two infantry Brigades and the Defence Forces' Training Centre, including SOF. The principal aim over the period of the White Paper will be to replace and upgrade, as required, existing capabilities in order to retain a flexible response for a wide range of operational requirements, at home and overseas. 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.

Ireland's ongoing active participation in a range of peacekeeping and crisis management missions is a key policy requirement. While each mission has elements of danger, it is the Government's position that all actions should be taken to minimise threats to the safety of personnel. Armoured vehicles provide essential force protection and, in this context, the following will be progressed over the coming years:

- The current fleet of Armoured Personnel Carriers (APCs) and associated variants are essential for a broad range of operations. In order to ensure continued force protection, a study is currently underway to identify whether a life-extension programme, replacement programme or another alternative, is the most cost effective option.
- Armoured logistic vehicles for overseas missions are a further force protection requirement and a small number of these vehicles will be procured.

[28] International Organisation for Standardisation

In the event of additional funding becoming available, beyond that required to maintain existing capabilities, additional Armoured Personnel Carriers and variants, Light Tactical Armoured Vehicles and additional air defence capabilities are priorities for the Army.

6.4 Air Corps

The Air Corps will continue to operate a range of rotary and fixed wing aircraft within existing organisational structures. The principal aim over the lifetime of the White Paper will be to ensure that the Air Corps can continue to undertake the required military operations and to deliver a broad range of air supports to other government departments and agencies in line with MOUs and SLAs. In this context, key equipment requirements and decisions are set out below. Should additional funding, beyond that required to maintain existing capabilities become available, the development of a radar surveillance capability is a priority for the Air Corps.

6.4.1 Maritime Patrolling and ISTAR

The Air Corps currently provides surveillance capacity primarily through two CASA 235 Maritime Patrol Aircraft and five Cessna aircraft. The CASA 235s are due for replacement in 2019.

The existing CASA 235s primarily undertake maritime surveillance, although they may also be used for a broader range of tasks. These include, air ambulance missions, evacuation missions, transport of materiel, search and rescue top cover and occasionally ministerial air transport. The CASA 235s will be replaced with consideration of their replacement with larger more capable aircraft. This would enhance maritime surveillance and provide a greater degree of utility for transport and cargo carrying tasks. The existing five Cessnas, which are currently due for replacement, will be replaced with three larger aircraft suitably equipped for ISTAR[29] tasks.

6.4.2 Air Combat

The existing Pilatus PC9 aircraft provide a very limited air to air and air to ground capacity and these are due for replacement in 2025. The development of a more capable air combat/intercept capability will be considered as part of the White Paper update (See Chapter 10).

6.4.3 Air Mobility

The existing EC 135 and AW 139 helicopters will continue to deliver the required Defence Forces support and other support capabilities over the lifetime of the White Paper. The CASA 235s and their replacements will continue to provide additional air transport capacity. As outlined in section 4.1.2, the MATS service is currently being delivered by a Learjet 45 aircraft, which is due for replacement in 2024. An inter-departmental high-level group of officials, chaired by the Department of Defence is reviewing the medium to long term options for the future provision of an independent off-island air transport service for high level delegations and a decision regarding the replacement of the Learjet 45 will be informed by the recommendations of this group.

6.5 Naval Service

In light of operational demands, the maintenance of a modern eight-ship Naval

[29] Intelligence, Surveillance, Target Acquisition and Reconnaissance.

Flotilla is a minimum requirement. When completed, the current ship replacement programme will have replaced three Offshore Patrol Vessels (OPVs). However, there is a requirement to replace a further three Naval Service vessels [one Helicopter Patrol Vessel (HPV) and two Coastal Patrol Vessels (CPVs)] that have, or are reaching the end of their lifespan in the coming years. These are set out below. In addition, there is a requirement to maintain and upgrade vessels having regard to emerging operational requirements and changes in technology.

In the event of additional funding becoming available, beyond that required to maintain existing capabilities, the acquisition of additional ships is a priority for the Naval Service.

Helicopter Patrol Vessels (HPV)

The LÉ Eithne, which is the current flagship and a HPV, will be replaced by a multi-role vessel (MRV). Whilst this ship will not carry a helicopter, it will be enabled for helicopter operations and will also have a freight carrying capacity. It is the Government's intent that this new vessel will provide a flexible and adaptive capability for a wide range of maritime tasks, both at home and overseas.

Offshore Patrol Vessels (OPVs)

The current ship replacement programme will have replaced three OPVs bringing to five the number of modern OPVs in the Naval Service flotilla. The final ship in this current replacement programme is scheduled for delivery in 2016.

Coastal Patrol Vessels (CPV)

The two existing Coastal Patrol Vessels, the LÉ Ciara and LÉ Orla, are due for replacement in the coming years. These ships will be replaced with similar vessels with counter-mine and counter-IED capabilities. This will provide an enhanced capability for the Naval Service in meeting a broad range of ongoing requirements and contingencies, including the protection of Ireland's vital sea lanes of communication.

6.6 Capability Development Plan

The above sections have set out Government decisions regarding key equipment and priorities over the lifetime of the White Paper. There are a range of other equipment requirements that are not set out in detail. The Department of Defence will develop a detailed capability development plan building on the work completed as part of the White Paper process. This plan will dovetail with the work of identifying and agreeing funding requirements as outlined in Chapter 10.

Capabilities are developed through appropriate investment in doctrine, HR policies, regulatory reform, equipment, infrastructure, organisation, education and training. Personnel are the key resource and are central to all development. The framework for the capability development process includes the Strategic Management Committee (SMC), the Management Advisory Committee (MAC), the General Staff and the High Level Planning and Procurement Group (HLPPG).

6.7 Development and Maintenance of Infrastructure

In the context of maintaining and developing military capability, the term infrastructure refers to all buildings and permanent installations including, but not limited to barracks, the airfield, naval base, training lands, medical facilities, stores, ranges, maintenance workshops, etc., necessary for the support of the Defence Forces.

6.7.1 Achievements during the term of the last White Paper

The consolidation of the Defence Forces formations into a smaller number of locations has been a major objective in the ongoing Defence modernisation programme for some time and was a key deliverable in the last White Paper. This programme was made even more pressing by the economic down turn and was facilitated by the improved security situation in Border areas. It has brought the number of barracks closed since 1998 to 14 (from a starting figure of 28). In addition to the main barracks, a number of other smaller properties have also been identified as surplus to military requirements. Many of these surplus properties have already been disposed of whilst others are in the process of being prepared for disposal.

In tandem with consolidation, there has been a refurbishment programme of the remaining barracks and training infrastructure, with a major upgrading of accommodation and training facilities in most of the main barracks including McKee, Cathal Brugha, Custume Barracks Athlone and in the Defence Forces Training Centre in the Curragh. However, this refurbishment programme has been significantly affected by the cuts in the capital budget since 2008 (i.e. capital expenditure on building infrastructure in 2008 was over €26 million, by 2014 this had fallen to less than €6 million).

The total realised from 1998 to date in terms of sales of surplus property is €108m approx. A portion of this has been retained and re-invested in providing equipment and infrastructure for the Defence Forces. The policy of phasing out the provision of married quarters has also been largely completed with only 27 serving military personnel now occupying married quarters compared to 386 in 1997.

6.7.2 Future Infrastructure Development

Notwithstanding the very significant consolidation of Defence properties/infrastructure since 1998, there is an ongoing review of infrastructure requirements to ensure the most effective use of military resources having regard to the roles assigned by Government to the Defence Forces.

Much of the existing barrack infrastructure consists of older buildings with high maintenance costs. Although the consolidation of barrack infrastructure has led to efficiencies in running costs, many significant infrastructure challenges remain.

The development and maintenance of the necessary operational and training infrastructure is of course informed not only by financial resources but by the military operational capability requirements, many of which will change as circumstances change during the term of the White Paper. Even assuming there is no major change in policy regarding capability requirements, it is clear given the significant reduction of capital funding over the past 7 years that developing and maintaining infrastructure will be very challenging over the lifetime of this White Paper.

There is a requirement to carry out major building refurbishment in a number of areas including Haulbowline, Casement Aerodrome, McKee Barracks and the Curragh Camp. The cost of this programme of essential capital projects cannot be met from existing funding.

Accordingly, given the major demands that are on the capital budget and the complex and time-consuming procurement processes required for major developments, there is a need to develop within the Department of Defence, a co-ordinated infrastructure development plan. This development plan will reflect on a priority needs basis, an approach for all infrastructure development requirements for the life time of this White Paper. The first step in the completion of such a plan will be an assessment of the main barracks and facilities across a number of criteria including:

- Accommodation - both living-in and office
- Maintenance workshops
- Medical facilities
- Training facilities
- Security
- Communications infrastructure.

Completion of an assessment of needs for individual barracks/facilities will facilitate informed decisions on priorities for developments. This will enable a new rolling five year infrastructure development plan to be produced for the major developments which will ensure that resources available are used to best effect.

6.7.3 Training Lands – Review of Training Land Portfolio and Infrastructure Development

Given the re-organisation of both the PDF and the RDF it is necessary to revisit the

requirements for training lands. The 2011 Value for Money (VFM) Report on training lands will form the basis of a review of the current training lands portfolio and the necessary infrastructure to develop them to meet the standards required by the Defence Forces over the lifetime of the White Paper.

6.8 Provision of Medical Services

In the context of maintaining military capability, in 2009, PA Consultants recommended a programme of major change in relation to Defence Forces' medical services. As recommended by the consultants, a number of working groups were set up to progress the various change projects identified. The working groups were tasked with identifying the practical steps which needed to be taken to achieve implementation of the PA report recommendations for the medical service. Following the completion of the work of the working groups, an implementation plan was drawn up to implement their recommendations.

Arising from the implementation plan, the Central Medical Unit was formally established in 2012, to enable the detailed structures, processes and personnel to be put in place to provide for the support, management and delivery of modern medical services for the Defence Forces. This new Central Medical Unit brings all medical personnel under one central command. It has responsibility for the management and delivery of medical services, including the allocation of medical resources across the system, based on operational requirements and demands.

In relation to specific medical services, it was necessary to undertake a further exercise to identify the optimal options for service provision. A joint civilian/military standing committee has been set up and tasked with advancing the development of a sustainable integrated medical service involving both internal and outsourced service provision to meet the needs of the Defence Forces as outlined in the PA Report. The Standing Committee is reviewing each medical service individually, e.g., laboratory services, mental health services, nursing, pharmacy services, etc., in order to evaluate and make a recommendation regarding the most appropriate means of delivering the medical capability to the Defence Forces. For example, a service that is currently delivered by staff in-house may be outsourced or vice versa. The Government supports the work of the Standing Committee which is focussed on ensuring that medical services are delivered in an optimum and sustainable manner.

6.9 Regulatory Framework

The statutory framework for the Defence Forces is provided for in the Defence Acts and Defence Forces' Regulations many of which date back to the 1950s. A detailed review of the legislative framework will be undertaken to ensure it is fit for purpose.

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Chapter 7 | Defence Human Resources

7.1 Policy Context

The successful delivery of defence outputs in today's world depends on a range of issues, but the most fundamental requirement and a critical factor for success is well-trained, motivated, experienced and capable personnel with a wide range of skills and experience in order to successfully deliver government requirements. The civil and military personnel working within the Department of Defence and the Defence Forces bring an essential mix of skills, talent and experience across policy, planning, capability maintenance and development, procurement, administration and operations, so as to deliver defence outputs in accordance with assigned roles and responsibilities.

Current human resources management (HRM) strategies across the Defence Organisation have provided a framework within which human resources (HR) policy, doctrine and procedures have been developed and implemented to deliver defence outputs and these strategies have been successful in the achievement of their stated aims. However, given ongoing developments in the area of HRM coupled with the changing nature of many of the external realities that affect the delivery of the full spectrum of defence capability requirements, there will be an ongoing requirement to continually review and update human resource management strategies for the Defence Forces, civil service staff of the Department and civilian employees to align them with evolving organisational demands.

This White Paper puts a premium on ensuring an excellence of approach in relation to human resources management so that the Defence Organisation is an employer of choice while also delivering efficient and effective defence outputs. In addition, the Government's Civil Service Renewal Plan, where the Department of Defence is leading on a number of initiatives and taking a very active approach in their implementation, contains a very strong emphasis on HRM.

HRM strategies across the Defence Organisation will be reviewed to ensure that they continue to build on what has been achieved already aligned with evolving organisational requirements and key considerations in this regard are set out below.

Within the Defence Organisation, a key HR enabler is the implementation of a comprehensive competency framework. There is already a service wide competency framework in place for civil servants. This is being delivered through the Civil Service renewal process. In the military sphere, the Defence Forces' competency framework, which is currently being developed and covers all ranks in the Defence Forces, will be implemented during the lifetime of this White Paper. This competency framework will be used for recruitment, development, performance management, and promotion in the Defence Forces. This will require the design, development and implementation of merit based promotion systems at all ranks to support the management of talent, to develop our people and to succession plan over the period of this White Paper.

7.2 Targeting Expertise

Delivering sustainable capability in defence outputs requires the deployment of appropriately trained and experienced military, civilian and civil service personnel across a range of defence functions. While obviously there are distinct domains in terms of

civil and military roles and requirements, there are also a range of roles within the Defence Organisation that could benefit from the free flow of civil and military personnel across the organisation as a whole. This is also relevant in the context of the changing security threat and the changing profile of the international response to security threats which is best reflected in the European Union's "Comprehensive Approach" to international crisis management, which requires the deployment of highly trained and experienced civil and military personnel on missions. There are also professional skills that on occasion may not be readily available in the PDF which can be acquired through alternative means, including civilianisation of technical posts, hiring part-time workers, entering into contracting arrangements or engagement of members of the RDF with specialist skills (See Chapter 8). The Defence Organisation is committed to achieving the optimum personnel and skills profile to address all defence requirements and to develop its personnel to this end.

In the medium term, a review of civil and military roles/functions will be undertaken to determine the optimum mix of civil service, civilian and military personnel required to address both operational and support roles within the Defence Organisation. In addition, a gap analysis of skill-sets within the PDF will be conducted to identify the frequency of such gaps and to identify appropriate measures to address them

7.3 Defence Forces Human Resource Management

The recruitment, training and development, and retention of suitable military personnel are essential factors in developing the military capabilities required in order to

discharge the roles assigned by Government. The previous White Paper highlighted the importance of a continuous recruitment strategy for the Defence Forces so as to ensure a lower age profile. The Defence Forces will continue to have an objective of ensuring an appropriate age profile through continuous recruitment and congruent manpower planning, training and development, and career management strategies.

Having regard to the capability and professional competency requirements of the modern Defence Forces, a review of HR policies in relation to recruitment, training and education, performance management, reward systems, and retention and retirement policies alongside age profiles for personnel across the Defence Forces will be conducted in the medium term. The Defence Forces HR policies will build on what has been achieved already and key considerations in this regard are set out below:

7.3.1 Defence Forces Recruitment

Continuous recruitment is the lifeblood of the Defence Forces providing young, motivated and enthusiastic personnel to replenish military formations for operational deployments. Over the course of the White Paper the Government are committed to maintaining a PDF establishment of at least 9,500 serving personnel. To this end, the Defence Forces will review and develop rolling medium term manpower planning requirements so as to deliver an effective and efficient workforce mix in terms of age profile, skills, competencies and experience, and current personnel policies to support this will be further developed and implemented.

As a matter of policy, the Government believe that the military forces of the State should appropriately reflect and integrate the demographic of the population as a whole. Given the changing ethnicity in Irish society, it is government policy that the Defence Forces should therefore raise awareness and attract recruits from all backgrounds, including the new Irish, so that the Defence Forces, both Permanent and Reserve, reflect the society that they serve. This requires the Defence Forces to continually update recruitment and selection policies to embrace and encourage the participation of persons from a diverse background into the organisation. The Defence Forces will continue to engage in this area in positive and proactive ways and the effects of the ongoing initiatives will be assessed in the medium term. Gender is considered in section 7.3.6.

7.3.2 Defence Forces Training and Education

The primary function of training and education in the Defence Forces is to develop and maintain capabilities. The primary focus of the Defence Forces, when not engaged on operations, is training and preparation. The appropriate training for all Defence Forces' formations and units is based on conventional military doctrine to prepare them to fulfil the roles laid down by Government. The Defence Forces conducts training and education under four broad categories namely; leadership, skills, career and collective training.

- Leadership training is the medium through which the Defence Forces ensures that personnel are prepared for exercising command authority across the full range of military functions both at home and overseas in international operations.
- Skills training is the medium through which the Defence Forces ensures that its personnel have the requisite individual, specialist, and crew skills to permit the development of organisational capabilities.
- Career training and education provides the organisation with the necessary pool of leaders and commanders at all levels from Section Commander to Chief of

Staff.

- Collective training allows military personnel to use their individual, crew, specialist and career training together. This moulds Sub-Units, Units and Formations into integrated and coherent combat forces. As a reflection of the defence and security environment, emphasis is placed on joint and combined exercises stressing interoperability, procedures and doctrine. This provides the Defence Forces with the capabilities required to fulfil its roles and missions, both at home and overseas.

Individual and collective training provides the core skills and capabilities required by the organisation. Training is for predictable events but education is required to adapt to unpredictability. The quality of the learning experience and the learning environment for military personnel is designed to foster a spirit of inquiry and a strong sense of the value of learning among Defence Forces' personnel. It equips them with the essential foundations as adaptive, creative, rounded thinkers and shapes the future development of the Defence Forces. The Defence Forces values and promotes education for the enhanced operational capability it brings to the individual and to the organisation. In this context the Defence Forces support the concept of "life-long learning" whereby individuals are encouraged to continuously up-skill and re-skill so that they can adapt to the complex and changing demands of missions and deliver effective military capability.

The Defence Forces deliver military programmes and modules meeting national and international standards encompassing both academic and military best practice. The Defence Forces also engage with external national and international educational institutions, military and civilian, so as to ensure that Defence Forces training and education is in line with international best practice. This commitment ensures that the Defence Forces continue to maintain interoperable staffs and forces at home and abroad.

External accreditation and verification of capabilities ensures that the educational and training outputs of the Defence Forces are in line with best international practice. Accreditation will be pursued where it is appropriate to military skills and capability requirements since the primary intended outcome is improved operational effectiveness. However, accreditation is also aimed at making the Defence Forces more attractive as a career and increasing retention rates as personnel gain higher awards the longer they stay in the Defence Forces and the further along the career path they advance, thus rewarding members for their participation in lifelong learning. Accreditation is also of benefit to individuals when they leave the Defence Forces as they have either a nationally or an internationally recognised qualification which may assist them in finding suitable future employment.

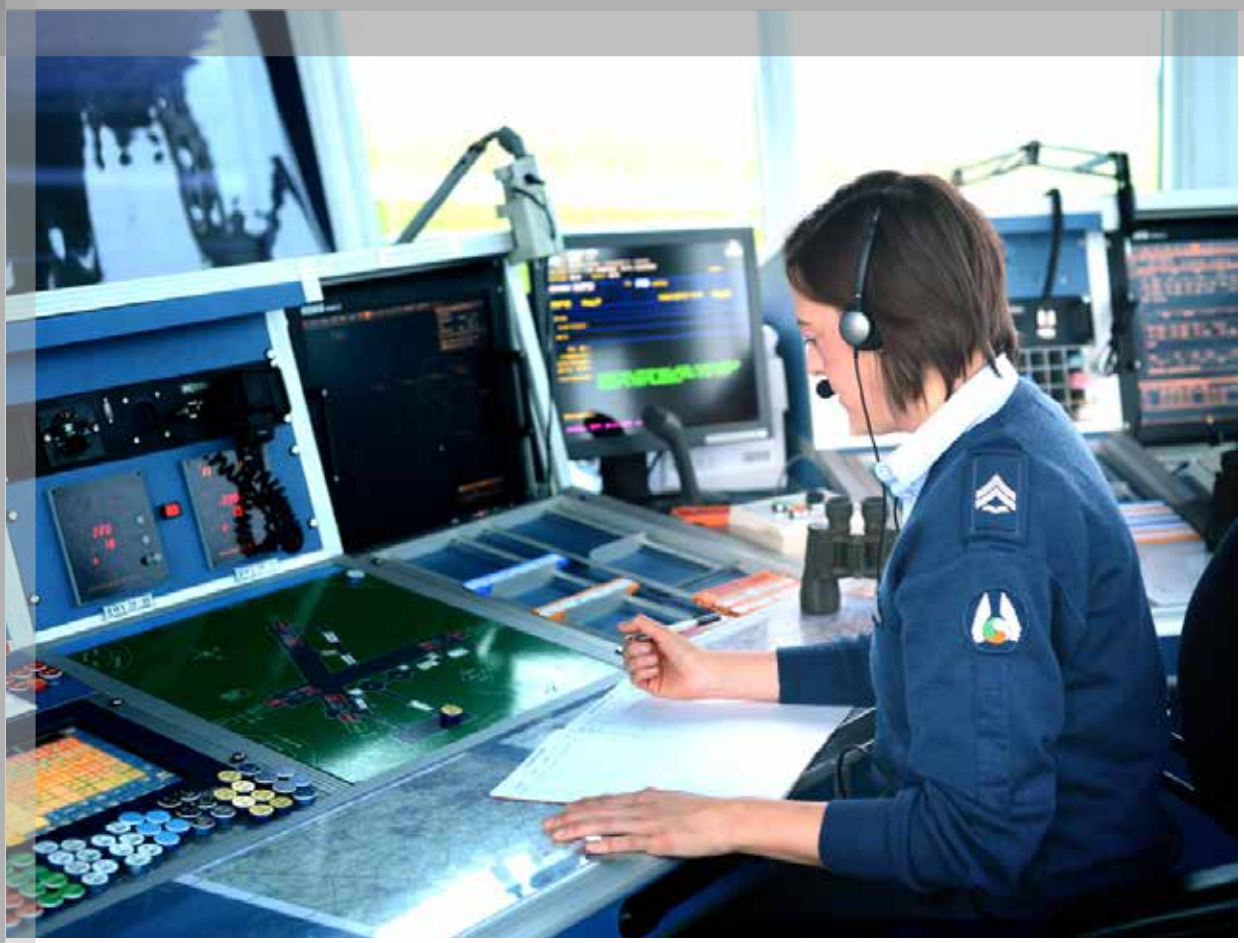
The appropriateness of external accreditation will be reviewed during the currency of this White Paper to ensure that an appropriate balance is achieved between maintaining capability and retention and retirement/exit objectives. In addition the Department of Defence will continue to review training and education policy and implementation to ensure the most effective use of the resources available and value for money. Procedures for expenditure planning, procurement and general governance will be included in this continuous review process. In addition, the current system of undertakings will be continuously reviewed during the currency of the White Paper to ensure its continued effectiveness in retaining expertise and/or recovering the investment made in the individuals concerned in the event of them leaving the organisation before completion of their service undertakings.

7.3.3 Performance Management

The rapid pace of development and an ever-changing operational environment places a constant pressure on the Defence Forces to continue to refresh the core skill sets of its personnel to ensure that they can meet emerging operational requirements. The emphasis for the Defence Forces on learning, development and innovation is now greater than ever. This will require proactive management of talent and employee capability development and the linking of advancement to performance.

In this regard, the development and leverage of talent in the Defence Forces will be informed by the new Integrated Competency Framework for the Defence Forces which will link advancement to performance. This system will enable personnel to realise their full potential across all ranks and services. 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 for the Defence Forces. Existing initiatives in this area will be given greater impetus, specifically to develop and map talent for the top tier and specialist posts.

It is recognised that there is a wealth of talent within the enlisted personnel of the Defence Forces which could be further harnessed in support of Defence Forces' capability. In this regard, an ongoing scheme of commissioning officers from the ranks will be developed and incorporated as part of the career advancement programme for enlisted personnel so as to leverage talent from the enlisted personnel. In addition, a scheme to enable lateral career moves within the Defence Forces across the three services of the Army, Air Corps and Naval Service and will also be considered as part of this process. Succession planning and smoother processes for filling key



posts to reduce the frequency with which they are left vacant, will also be developed. Impediments to promotion where they exist will be examined to ensure that the maximum number of personnel are qualified for promotion consistent with their service and performance.

7.3.4 Reward Systems (Pay, Terms and Conditions)

It is essential that the Defence Forces have a remuneration and reward system which supports the strategic HR policies of the Defence Forces on the recruitment and retention of essential skills to meet operational and support requirements. Defence Forces' personnel in line with other public service employees are primarily rewarded for performance through pay and allowances, promotion and training and development opportunities.

Arising out of the Croke Park and Haddington Road Agreements and Government decisions on allowances in the Public Service, certain allowances in the Defence Forces are currently the subject of an ongoing review. As part of this process the Department of Defence is also committed, in accordance with the Government decision on allowances, to 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. This review will be completed early in the term of the White Paper. In addition, a programme of reviews of the terms and conditions applying across the services, ranks and technical staff will also be conducted over the term of the White Paper, with a view to greater standardisation within the overall system.

7.3.5 Retention and Retirement

As a general rule and subject to the need to manage and retain key skill requirements, continuous turnover of personnel is essential to maintain the required lower age profile across the PDF. PDF personnel will be supported as they exit the organisation, creating new opportunities for recruitment and maintaining turnover commensurate with achieving the necessary age profile.

To this end, a range of systems, procedures and scheduled training will be implemented to ensure that PDF personnel are prepared for transitioning to civilian life when they complete their military service. The Defence Forces will continue to have an objective which is to ensure that that all members of the PDF will have qualifications which will enhance their job prospects on leaving the Defence Forces.

We will also endeavour to ensure that administration of recruitment, training, education, pay and superannuation arrangements support the Defence Forces human resource management processes and exit strategies over the period of the plan.

The Government acknowledge the contribution and service of personnel leaving the PDF and actively supports their transition into civilian life. A programme is being established which has to date elicited support from the employer organisation IBEC and the American Chamber of Commerce Ireland. A career platform or portal will be developed for existing personnel to give them a direct bridge to employers, to assist them in making the transition to a career in civilian life. This portal / platform will, subject to their consent, give the full career details of each exiting member.

Defence Forces Human Resources Branch will create a career portfolio for interested exiting members of the PDF. This will list their military qualifications alongside the level of the qualification on the national framework of qualifications (NFQ), where relevant. Support in Curriculum Vitae (CV) preparation will also be provided by Human Resources Branch for exiting civilian employees.

7.3.6 Equality and Diversity

The Government are committed to the principles of equal opportunity in all its employment policies, procedures and regulations and currently the Defence Forces operate in accordance with the Equality Acts. In this context, the Equality Policy along with Defence Forces' Regulations will be reviewed on an ongoing basis to ensure compliance with best practice and to maintain a working environment that treats all members of the Defence Forces in a manner consistent with equal opportunities irrespective of gender, ethnicity, or sexual orientation.

Gender

The number of women serving in the PDF at 31 December 2014 amounted to 563, which represents 6.1% of the overall strength of the PDF at that date. The number of women serving in the AR and NSR as at 31 December 2014 amounted to 363, which represents 16.8% of the effective strength at that date.

The Government are committed to a policy of equal opportunity for men and women throughout the Defence Forces and to the full participation by women in all aspects of Defence Forces activities. The Defence Forces have no restrictions as regards the assignment of men or women to the full range of operational and administrative duties. All promotions and career courses are open to both genders on merit.

A key impediment in achieving greater numbers of women serving in the Defence Forces is the lack of women recruitment applicants relative to men. This may be as a result of societal perception and attitudes to female soldiers and officers. There have been a number of recent initiatives to encourage greater female participation. Over the course of the White Paper, further initiatives will be developed to encourage more women to apply for the Defence Forces and to increase female participation at all ranks. This will include a survey to identify any impediments to the advancement of women in the PDF, including the impact of the requirements of career courses and overseas service on female retention and advancement.

Diversity

Increasing diversity must also be actively managed by the Defence Forces. In this context a Diversity and Inclusion Strategy, building on the existing policies in relation to ethnicity, gender, sexual orientation and equality, will be developed to underpin a supportive and challenging workplace environment where individuality and diversity is respected by all.

7.3.7 Action Plan on Women Peace and Security

The Women, Peace and Security (WPS) agenda recognises both the particularly adverse effect of conflict on women and girls, as well as their critical role in conflict prevention, peace negotiations, peacebuilding, and governance. The Irish approach to the WPS agenda brings together multiple perspectives through cross government collaboration and co-operation achieved through:

- The experience of the Defence Forces in participating in UN and UN mandated overseas peace operations provides valuable insight and awareness of this issue.
- Ireland's policy for international development One World, One Future identifies gender inequality and gender-based violence (GBV) as priorities to address.
- Ireland has direct domestic experience of conflict and post-conflict reconciliation.

Ireland's second National Action Plan on Women, Peace and Security aims, amongst

other things, to strengthen women's leadership and participation in conflict and post-conflict situations, ensure that a gender perspective is incorporated into Ireland's engagement in all overseas activities and leverage Ireland's participation in global and regional fora to champion the implementation of this agenda.

There are a number of actions within the Plan for which the Department of Defence and the Defence Forces have responsibility. These actions include:

- Promote best practice in effective training.
- Continue to undertake measures to improve the recruitment, retention and advancement of women within the Defence Forces.
- Actively support the Irish Consortium on Gender Based Violence.
- Increase and improve training for Defence Forces personnel who serve overseas who may be investigating cases of gender-based violence.
- Advocate for the inclusion of a gender perspective into EU Common Security and Defence Policy operations plans and crisis management concepts for missions and operations including, where appropriate, separate reporting.
- As a member of the Partnership for Peace (PfP), advocate for the NATO Action Plan on UN Security Council Resolution 1325 and associated resolutions.

The Department of Defence and the Defence Forces fully support the Second National Action Plan on Women, Peace and Security and will continue to monitor and ensure the implementation of those actions, outlined in the Plan, for which the Department and the Defence Forces have responsibility.

7.3.8 Work-Life Balance

It is accepted that the achievement of an effective balance by members of the Defence Forces between the demands of the workplace and the home is of crucial importance to the long-term welfare and development of the Defence Forces. Family-friendly working conditions and operational effectiveness are neither contradictory nor mutually exclusive. The Defence Forces will continue to develop appropriate work-life balance initiatives to assist in retaining experienced and trained personnel and maintaining higher levels of motivation and productivity in a manner which will ensure continued defence capability. 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.

7.3.9 Dignity in the Workplace

All members of the Defence Forces have a right to be treated with respect and dignity and to carry out their duties free from any form of harassment, sexual harassment, or bullying. Unacceptable behaviour is contrary to the ethos and values of the Defence Forces and the policies and procedures in place underpin the principles and objectives of the Dignity Charter for the Defence Forces.

The Third Report of the Independent Monitoring Group (IMG) which presents a review of progress made by the Defence Forces since the publication of the IMG's Second Report in 2008, was published in 2014. The Third Report makes a total of 35 recommendations, one of which is that a further independently chaired review of progress in the context of workplace dignity, bullying, harassment, sexual harassment and discrimination in the Defence Forces be conducted within a period of 5 years from

the publication of the Third Report. The Government are committed to ensuring the full implementation of all recommendations arising from the Third Report of the IMG, including completion of the next review by the IMG in 2019.

7.3.10 Review of Redress of Wrongs

The Second Report of the Independent Monitoring Group (IMG) considered the Redress of Wrongs complaints process in the Defence Forces and recommended that a review of this process take place. A draft Report has been prepared and will be finalised during 2015. This Report will then be forwarded for discussion with the Defence Forces Representative Associations.

7.3.11 Personnel Support Services and Pastoral Care

The Personnel Support Service (PSS) is a central aspect of human resource management that provides a confidential information, training and education support and referral service. The Service is designed to give Defence Forces' personnel access to information and services from within and outside the military community. There is a PSS office in every major installation, with one or more qualified Barrack Personnel Support Service Officer(s) (BPSSO(s)). In addition, as part of the PSS, civilian social workers are available to support Defence Forces' personnel and their families.

The role of the BPSSO includes providing information, assistance and counselling on a range of matters including interpersonal problems, stress , bereavement, housing, education, taxation, social welfare and retirement. The work of the PSS also includes collaboration in pre-deployment training for overseas missions and briefings on stress management are mandatory for overseas contingents.

It is recognised that the PSS has extended the range of services in keeping with emerging workplace needs and that the PSS continues to develop a comprehensive strategy of communication with personnel through the BPSSOs, supported by the intranet and a range of internal publications. This work will continue over the life of the White Paper.

Separate to, but complimentary to the PSS, the Chaplaincy Service provides pastoral and spiritual support to Defence Forces' personnel both at home and abroad. While the Defence Forces Chaplaincy Service caters for military personnel and their families who are predominantly Roman Catholic, there is one part-time Church of Ireland chaplain. Provision is also made to provide for the spiritual needs of all other faiths. The Chaplaincy Service respects the traditions and practice of those of other faiths and those of secular beliefs and ensures that the integrity of all these groups within the Defence Forces is respected. The Government are committed to the Chaplaincy Service remaining a core part of the welfare structure for Defence Forces' personnel.

7.4 Defence Forces Pensions

It is widely accepted that the Defence Forces have very different personnel policy requirements than all other public service groups. One key element is the provision of appropriate superannuation arrangements that support and complement ongoing personnel policy objectives.

Given the unique and demanding nature of military life, there is understandably a very high level of turnover among military personnel. For example, during the years 2010-2014, more than 2,900 personnel exited the PDF for all reasons, with some 1,000 personnel retiring on pension in the 12 months prior to expiry of the 29 February 2012

change to entitlements. While the overall numbers leaving for all reasons in 2013 and 2014 have reduced to somewhat below 2009 levels of circa. 500 a year, realistically, the PDF will continue to experience relatively high personnel turnover into the future.

As previously outlined, the Government will, as resources permit, maintain its existing policy of regular, ongoing recruitment within approved strength levels. This brings in the required 'new blood' that a dynamic, modern professional military force needs on an ongoing basis if it is to perform its obligations. This in turn helps to maintain the age profile of personnel as close as possible to the appropriate levels for all ranks. The average age of serving PDF members is currently 35, all ranks, while 68% of personnel are under age 40[30].

Compulsory retirement ages for all PDF ranks are already considerably lower than in other public service areas. Retirement ages and/or upper service limits of Defence Forces' personnel of all ranks will continue to be kept under review and determined in accordance with key considerations such as manpower policy requirements, operational needs and international best practice.

The requirement for certain groups of public service employees, such as military personnel, to have 'fast accrual' occupational pension arrangements, together with earlier retirement ages and/or 'minimum pension ages', is a product of HR policy for the Defence Forces and operational needs. Internationally, it is common practice that military personnel have special pension arrangements that set them apart from the wider public service.

Operational effectiveness is, and will continue to be, the driver of military pension scheme terms. The defence policy objective is to ensure that the pension terms applicable to military personnel continue to complement the Defence Forces' HR and manpower policy requirements (as outlined earlier).

In the context of public service age-related pension reforms generally, the last decade or so has seen fundamental and far-reaching changes to PDF superannuation arrangements. For new entrants joining the PDF since April 2004, the pension arrangements introduced in accordance with the Public Service Superannuation (Miscellaneous Provisions) Act 2004 involved:

- the abolition of provision for the payment of immediate pension benefits on retirement after relatively short periods of service and regardless of age ;
- moving to a system under which preserved retirement benefits (e.g. at age 60 for those who joined between April 2004 and December 2012) is the norm if retiring before age 50, with immediate pension benefits payable on retirement only to those personnel who serve to age 50, the 'minimum pension age'.

Those pension scheme changes brought the Defence Forces more into line with other areas of the public service, while retaining certain key concepts such as accelerated accrual of retirement benefits and lower minimum pension (and preservation) ages than the norm. These concepts, which are critical tools in the implementation of PDF manpower policy and a support for its operational needs, have been copper-fastened in the Public Service Pensions (Single Scheme and Other Provisions) Act 2012. Under this new pension scheme, retirement benefits of all new entrants to the public service from 1st January 2013 onwards will be based on 'career average earnings', rather than final salary at retirement. However, specifically in the case of the Defence Forces, key features for post 1 January 2013 new entrant PDF personnel include a minimum

[30] End November 2014.

pension age of 50 to reflect operational needs, as already applies to their counterparts recruited since April 2004; along with an accelerated pension accrual rate[31].

Occupational pension arrangements generally for new entrants, while largely settled for the foreseeable future under the terms of the 2012 Act, will be kept under review during the term of the White Paper. The 2012 Act does not alter military retirement ages for future or serving military personnel generally, or upper service limits where applicable. These will continue to be determined by the Minister for Defence, following consultation with the Minister for Public Expenditure and Reform.

7.5 Defence Forces Employee Participation and Representation

The Department welcomes and values the participation of staff and their representative associations in the ongoing development and transformation of the Defence Forces including through their engagement in the various formal and informal civil and military mechanisms for discussion and dialogue. Continuous employee participation and positive engagement between Defence management and employee representatives has been a key driver in the implementation of reform and productivity measures in the Defence Forces while maintaining industrial peace.

The Defence Forces' Conciliation and Arbitration (C&A) scheme provides a range of consultation and engagement mechanisms for Defence management to discuss with the Representative Associations for the PDF, i.e., PDFORRA (Permanent Defence Force Other Ranks Representative Association) and RACO (Representative Association of Commissioned Officers), matters within the scope of representation. The Scheme provides a means for both sides to discuss issues which are of importance to them and to arrive at mutually acceptable resolutions or to bring them to dispute resolution. Over the term of this White Paper an objective will be to maintain a well managed industrial relations environment and to enhance well developed communication channels seeking to resolve problems through the Scheme mechanisms at the earliest opportunity. Military management will continue to engage on a bilateral basis with the Associations on service matters through the military forum mechanism.

Progress will continue to be made on the ongoing programme of modernisation and reform which includes the implementation of our strategic objectives and the implementation of the various public service agreements and central government reform measures in consultation with the representative associations as appropriate. This will also include implementation of the measures contained in this White Paper on Defence. We will continue to enhance internal communications processes and ensure transparency in the conciliation process for all stakeholders in a spirit of openness and co-operation.

The Department of Defence will continue to interact with the Irish Nurses and Midwives Organisation (INMO) which represents members of the Army Nursing Service on issues which affect them.

[31] In addition, for most new entrants under the Single Scheme, preserved benefits will be payable from the State Pension age of 68. However, exceptionally, where compulsory retirement / discharge from the Defence Forces (other than medical grounds cases) is before age 50 on HR policy grounds, preserved benefits will be payable from 60.

7.6 Defence Forces Volunteer Participation and Representation

The Reserve Defence Force Representative Association (RDFRA) represents members of the RDF who are volunteers[32], unless they are called up on active service by the Government in accordance with the Defence Acts. The Government recognise the valued public service given by volunteer men and women of the RDF to the State. To this end, as part of the supports offered to members of the RDF, Defence management holds regular meetings with RDFRA to discuss issues that affect members of the RDF. The Department commits to providing financial support by way of an annual subvention to the Association. Contact points are established and provided within the Department and the Defence Forces to deal with issues as they arise. The Minister meets with the Association as required.

Defence management will continue to engage in a spirit of openness and transparency with RDFRA and to develop and implement RDF capabilities in line with the approach outlined in Chapter 8.

7.7 Veterans Policy

Defence Forces' personnel have served Ireland and the Defence Forces in defending, protecting and supporting the citizens and sovereignty of the State since its foundation. They have also contributed to Ireland's profile in the area of international peace and security because of the commitment of Defence Forces' personnel by successive Irish Governments to UN mandated and authorised operations.

While there are a range of ex-service associations, including comrades associations, officer and enlisted personnel associations, the Department of Defence formally recognises only two veterans' organisations that represent all former personnel, namely, the Irish United Nations Veterans Association (IUNVA) and Óglaigh Náisiúnta na hÉireann (ONE, the Organisation of National Ex-Servicemen and Women). As a matter of policy, similar to other public service retired staff organisations, both associations as a common endeavour recognise the service of Defence Forces' personnel irrespective of rank and simply based on service. The Department engages with other retired staff associations from time to time, and in this regard, the Department recognises the role of the Association of Retired Commissioned Officers (ARCO) in relation to those specific issues of relevance to its members. The Department will continue to meet with ARCO in this context. This policy approach, while recognising the role of ARCO, will not extend to a formal SLA or alter the principle that IUNVA and ONE are the formally recognised representative bodies for retired Defence Forces' personnel with which the Department continues to engage. This policy will continue over the course of the White Paper.

The Government recognise the valued public service given by former servicemen and women of the Defence Forces to the State, alongside all members of the Public Service. To this end, as part of the supports currently offered to veterans, the Department has entered into a formal SLA with IUNVA and ONE. As part of this SLA:

- Regular meetings are held with the organisations to discuss issues that affect veterans

[32] Unless required to attend for training or undertake service in accordance with the Defence Acts, members of the Reserve undertake training activities on a voluntary basis.

- The Department commits to providing support, by way of Ministerial attendance, at fundraising launches and commemoration ceremonies organised by the organisations
- The Department commits to providing financial support by way of annual subventions to the official veterans' organisations
- Contact points are established and provided within the Department and the Defence Forces to deal with medals, medical records, pensions and service matters
- The veterans organisations are included on a list of organisations to be consulted in relation to the Departments Customer Service charter
- Ministerial attendance at significant veteran events is co-ordinated by the Department as required
- A commitment is given in relation to invites to the veteran organisations to specific commemoration ceremonies.

While the current SLAs are regarded as a positive step, the Government are of the view that there is scope during the currency of this White Paper to further develop the supports available to exiting personnel and veterans. This will include the following elements:

- The Department and the Defence Forces working together will further develop the annual Veteran's Day that seeks to honour the service of both living and deceased Defence Forces' veterans, recognising that such events are important in facilitating the continued relationship between serving and former personnel.
- Subject to agreement with other relevant Departments and state Institutions, representation from the recognised veteran associations will be incorporated

into state ceremonial, Defence Forces' ceremonial and other state and Defence Forces' occasions where this is appropriate.

- Improving current arrangements in the case of personnel retiring from the Defence Forces to include appropriate training, CV development and interview skills so as to facilitate transition to civilian employment.
- Introduction of appropriate training systems to ensure that a member of the Defence Forces who wishes to receive training, will not exit the Defence Forces without an appropriate recognised civilian qualification consistent with their capability.
- Ensuring that exiting personnel can acquire recognised qualifications and applicable vocational skills so as they can secure employment post discharge from the Defence Forces.
- Continued development of the current comprehensive pre-retirement courses for personnel who are due to retire on age grounds.

The Department will ensure that veterans will continue to have access to the Ombudsman for the Defence Forces in relation to complaints concerning actions which occurred while they were a serving member of the Defence Forces.

Furthermore, if a member of the Defence Forces is currently availing of the external independent counselling service at the date they leave the organisation, they will be entitled to finish out the counselling sessions (subject to the maximum of 6 sessions).

In regard to the above, whilst it is recognised that the resources are not available to provide specific medical treatment and counselling services that are available to serving members of the Defence Forces, to veterans, every effort will be made to facilitate the transition to civilian life, drawing on existing support networks where appropriate. It is recognised that in limited circumstances additional supports may be required and the representative bodies for retired members of the Defence Forces have an important role in this regard.

7.8 Irish Language Policy

In accordance with the Official Languages Act 2003, separate Irish language schemes are published by the Department of Defence and the Defence Forces. Progress on the implementation of the schemes is monitored by Oifig an Choimisinéara Teanga.

The Department of Defence is committed to fulfilling the obligations set out in the Official Languages Act (2003) with regard to the level of service provided through Irish. The Department's third Irish Language Scheme (An Roinn Cosanta Scéim 2014-2017) came into effect on 3 March 2014. The Scheme sets out the Department's commitments regarding the services it will provide in Irish or bilingually.

The Defence Forces will continue to play a role in promoting the Government policy of bilingualism and ensuring that the Defence Forces can provide a quality service through Irish. At present this policy is implemented under the Defence Forces' Scheme 2014-17 under Section 15 of the Official Languages Act 2003 (Scéim Óglaigh na hÉireann 2014-17). The Defence Forces will continue to prioritise implementation of this policy through the Defence Forces Language Council (Comhairle na Gaeilge Óglaigh na hÉireann).

The Department of Defence and the Defence Forces will continue to progress the joint Implementation Plan for the 20-Year Strategy for the Irish Language 2010-2030.

7.9 Department of Defence Human Resource Management

This section refers to the civil service staff of the Department of Defence. In line with developments in broader civil service HRM, there will be continued devolution of day-to-day HR matters to local line managers. The Department has a total of 364 staff, equivalent to 341.5 whole time staff, assigned to 17 branches, attached to Newbridge, Galway, Roscrea and Dublin. This number will reduce further as additional administrative and transactional services transfer to shared service arrangements.

Key issues in ensuring that Departmental personnel have the capabilities to fully support all aspects of the Department's business are; recruitment and selection procedures, promotions policies, training and development, equality policies, and our terms and conditions of employment. The overall objective is planning and ensuring that "the right people are in the right place at the right time", while working within budget. These issues will be addressed as part of the Department's HR strategy, drawing from the agreed Civil Service renewal process. In this context, it is foreseen that the Department will commence an organisational capability review within the next twelve months based on the approach being developed centrally.

7.9.1 Recruitment and Mobility

In its selection procedures, the Department adheres to best practice principles as set out in the Code of Practice for Appointment to Positions in the Civil and Public Service drawn up by the Commission for Public Service Appointments. Recruitment to the Department will continue to be through panels established by the Public Appointments Service. The Department recognises that the movement of personnel to different work areas within the Department, known as mobility, is important in promoting change, exchanging ideas and allowing people to develop to their full potential. It is also a necessary management tool in order to ensure we have "the right people, in the right place, with the right skills, doing the right job". An effective mobility policy therefore facilitates the efficient conduct of the business of the Department and assists in the personal development of staff. A number of factors, including length of service, suitability to the post under consideration, work force planning and many others, are taken into account when implementing the Department's mobility policy. The Department is committed to continuing to implement its mobility policy.

7.9.2 Training and Development

The Department will continue to identify and provide training and development opportunities through the PMDS system both to equip staff to perform well in their current jobs and prepare them for further progression in their careers. With the advent of the "Comprehensive Approach" the requirement for defence personnel with appropriate education, training and experience to support overseas missions through the provision of administrators, administrative support, civilian advisers and policy advisers is increasingly coming to the fore.

The Civil Service Renewal Plan puts an increased emphasis on learning and development and the Department will build on this to enhance its own approaches. A Training and Development Plan will continue to be produced annually by the Training

and Development Section of Human Resources Branch and will incorporate the main training needs identified in staff members' personal development plans. The plan will continue to strive to achieve a balance between individual needs and the priorities of the branch in which they work and the Department as a whole. The induction programme for new members of staff will also be further refined in light of changing demands.

In light of the "Comprehensive Approach" and the potential for increased joint civil/military operational deployments, the Department will explore opportunities for joint training with Defence Forces' personnel particularly on leadership courses, modules on the Junior and Senior Command and Staff Courses, pre-deployment qualification course and training and induction courses.

7.9.3 Performance Management

The internal promotions systems in the Department assess candidates on the basis of merit. Selection processes are carried out in accordance with clear, transparent and objective criteria. Competitions for promotions are structured and competency-based. The Department is fully committed to equality of opportunity.

The Department has well developed performance management systems for staff at all levels. The Department will continue to contribute to the ongoing centrally-driven review of the PMDS system being undertaken in the context of the Civil Service Renewal Programme and will implement agreed recommendations.

7.9.4 Work Life-Balance

A wide-range of flexible working options is available to staff to assist them to achieve an appropriate work-life balance. Staff who wish to avail of these options are facilitated to the greatest extent possible. Nevertheless, it should be understood that these options are not a right but a privilege which may be granted, on application, where consistent with business needs and in keeping with the resource needs of the Department at any given time. The Department realises the positive benefits of the availability of these options to staff.

7.9.5 Dignity in the Workplace

The Department is committed to protecting dignity and respect for all staff through implementing all relevant policies including the Dignity at Work policy. These policies provide redress procedures and mechanisms should a member of staff feel their right to dignity at work is being compromised in contravention of their rights. A new role of "Designated Person" has been introduced to encourage the use of informal resolution methods and the use of mediation as often and as early as possible during disputes involving bullying, harassment or sexual harassment. The Department is committed to this initiative and is mindful that it should lead to the fastest possible resolution, be the least stressful process for those involved and lead to the least disruption in the workplace.

7.9.6 Employee Assistance Service

The Employee Assistance Officer (EAO) provides a confidential, independent, professional counselling service to employees offering information, support and assistance on matters of concern to them either work related or non-work related. In addition to providing assistance in dealing with personal problems such as bereavement, financial difficulty, stress and addictions the EAO is an important source of advice on a broad range of topics including health and social welfare entitlements,

family law, counselling and taxation. The service is provided free of charge and is totally confidential. This is recognised by HR as being a valuable asset to Department staff.

Under new arrangements, the Civil Service Employee Assistance Service (CSEAS) operates as a shared service under central management with a regionalised delivery of service to suit a decentralised environment. EAOs work together with all the benefits of mutual support and sharing of expertise that this offers. The CSEAS officers are committed to continuing to provide a valuable resource for both staff and management in the changing and challenging climate that lies ahead.

7.9.7 Employee Participation through Partnership/Departmental Council

Partnership is defined as a management-union-employee relationship based on common interests and responsibilities. Partnership involves the transfer of organisation change issues to a forum that is co-operative and non-adversarial. Within the Department, partnership has fostered a climate of involvement and affords staff an opportunity to influence, and consequently have ownership of, their own work practices and design, HR policy and change developments generally.

Department council was established under the Scheme of Conciliation and Arbitration for the Civil Service. It consists of a Chairman, nominated by the Minister, official side representatives, including an official side secretary, and staff side representatives, including a staff side secretary. This mechanism will continue to allow for issues to be resolved quickly in a spirit of openness and co-operation.

7.10 Civilian Employees Human Resource Management

In line with the commitment to develop new HRM strategies for civilian employees the Department of Defence will conduct a review, in consultation with key stakeholders, to examine ways of delivering a more flexible, responsive and efficient model of service delivery.

7.10.1 Recruitment & Mobility

The Department has approximately 510 civilian staff employed at various military installations throughout the country to support the upkeep and maintenance of military infrastructure and equipment. The grades are spread across a wide spectrum and include craftsmen (electricians, carpenters, plumbers, fitters, welders etc,) and services (general operatives). In addition clerks and storemen as well as certain specialist staff (archivists, aircraft inspector/instructor, technicians, medical specialists, social workers, quantity surveyors, draughtsmen) are also employed at various locations.

The number of civilians employed has dropped considerably over the years and at its current level is well below the employment control framework (ECF) numbers. In addition the age profile of employees is rising with large numbers due to retire over the next ten years. The Department will implement a phased approach to addressing any shortfalls in service delivery. In the short term a programme of targeted recruitment will address priority vacancies. In the medium term, given the changing nature of the work environment with more sophisticated infrastructure and equipment and taking into account the large numbers retiring over the next ten years, emphasis will be placed on identifying those areas that are most in need.

Accordingly, following publication of the White Paper, a planning group, consisting of representatives of Civilian HR and the military authorities will be established to undertake, in terms of the civilian employee workforce, a gap analysis to identify supply

and demand and will identify core requirements in the short, medium and longer-term. The review group will also examine the existing service delivery model and will make recommendations on a service delivery framework that will meet the existing and emerging needs of the organisation.

Where appropriate, where vacancies exist within the civilian employee workforce, and surplus staff in that particular area are identified, the filling of those vacancies will, in the first instance, be addressed by redeployment. In line with the Department's general mobility policy transfers across the organisation will also be considered taking account of the operational requirements.

7.10.2 Training and Development

The development of capabilities/skills of any workforce is a major platform for any successful organisation, particularly so for civilian employees with their diverse and atypical roles. Current training practices in relation to health & safety, manual handling/ lifting etc., will continue so that employees have the required knowledge to perform their duties in a healthy and safe environment. In addition, skills training and career/ management training will be provided for civilian employees where required, so that the full potential of the workforce can be realised.

7.10.3 Performance Management

The Performance Management Development System (PMDS) was introduced for civilian employees in 2003. The system focuses on the contribution that each individual makes to the work of the Department. It is based on clearly identifying roles and the range of skills that each person needs to fulfil their role. The system is designed to ensure greater clarity in terms of individual roles and provides for employee involvement.

The system is seen as an important tool in the ongoing development of the individual employee and for the organisation as a whole. It is intended to continue to promote the use of performance management across all grades of the civilian employee service.

7.10.4 Equality/Work-Life Balance

The Government is committed to the principle of equal opportunity for all. Whilst the number of female civilian employees is relatively small the Department will continue to encourage and facilitate the employment of female civilian workers.

A wide range of work-life balance options are available to employees and staff who wish to avail of these are facilitated to the greatest extent possible. These options will continue to be made available subject to the operational and business needs of the Department of Defence and the Defence Forces.

7.10.5 Dignity in the Workplace

As previously outlined, the Department is committed to protecting dignity and respect for employees in the work place. All employees have the right to be treated with respect and dignity and to be allowed carry out their duties free from any form of harassment and bullying. This commitment will continue through the ongoing implementation of existing policies and the recently published Dignity at Work policy.

7.10.6 Employee Assistance/Support Services

Support services are and will continue to play an important role in the working life of civilian employees. The Department currently has a number of schemes in place

to provide support to civilian employees in various areas. These include an asbestos screening programme, audiology testing and a confidential counselling service (Carecall). These are considered vital support services and demonstrate a commitment to providing best possible support to employees. With rapidly changing workplace needs the provision of such services will continue to be monitored and where required developed for the ongoing benefit of the civilian employee workforce.

7.10.7 Employee Participation

The Department is committed to ensuring that we engage fully with civilian employees and provide opportunity for civilian employees to feed into policy insofar as relevant and practicable. The Department will develop an agreed and consultative approach to deliver on this commitment.

7.11 Litigation

The Department's Litigation Branch manages cases taken against the Minister for Defence. The management of all personal injury claims both within Ireland and overseas, has been delegated to the State Claims Agency (SCA). All employment based claims against the Minister are managed by the Chief State Solicitor's Office. These cases include Judicial Review, Plenary Summonses and Civil Bills. Each case is dealt with on its own merits. In cases where the State is considered liable or which involve an apportionment of liability as between the State and the claimant, both the State Claims Agency and the Chief State Solicitor's Office's approach is to settle such cases expeditiously in so far as it is possible and to do so on reasonable terms. However, in cases where liability is fully disputed by the State, all necessary resources are applied to defending such claims robustly.

Given the diverse range of activities that form part of the daily routine for members of the Defence Forces both at home and overseas, it is inevitable that from time to time accidents/injuries will occur or issues will arise in the course of employment that will result in cases being made against the Minister. Proactive risk management, coupled with early identification of potential litigation risk and the development of mitigation strategies have the potential to reduce the number of claims being made.

Over the lifetime of this White Paper on Defence, the Department's Litigation Branch will work with its civil and military colleagues, the State Claims Agency, the Chief State Solicitors and the Office of the Attorney General;

- To process litigation claims efficiently and effectively and provide relevant information and reports as required by the State Claims Agency and/or the Chief State Solicitors Office in respect of all types of litigation cases.
- To develop and co-ordinate policy in relation to claims management.
- To maintain an overview of litigation trends in order to identify potential litigation risks across the Defence Organisation, take lessons learned from cases by way of post case review and develop mitigation strategies and/or limit litigation risks.
- To consult with experts both nationally and internationally in terms of specific litigation/potential litigation risks in order to develop litigation/risk mitigation strategies and ensure that the Department of Defence and the Defence Forces maintain up to date information on best practice in areas identified through litigation or potential litigation risks.

7.11.1 Alternative Approaches to Litigation in respect of Catastrophic Injury incurred in Service

It is an unfortunate fact of military life that occasionally a member of the Defence Forces will suffer a catastrophic injury during their service. At present, a member of the Defence Forces seeking recognition for injury incurred and resulting loss in such circumstances is obliged to litigate. The existing approach where a catastrophic injury is incurred will be examined by the Department of Defence in consultation with the State Claims Agency and drawing on best practice in other common law jurisdictions. The objective will be to create a less adversarial system in such cases.

Chapter 8 | The Reserve Defence Force (RDF)

8.1 Policy Context

The Defence Forces in Ireland consists of the Permanent Defence Force (PDF) and the Reserve Defence Force (RDF). The RDF, comprising the First Line Reserve, Army Reserve and Naval Service Reserve, is a very important component of Ireland's defence arrangements. The PDF retains the capabilities to deliver all day-to-day military operational outputs, both at home and overseas and to respond to a range of contingencies. When not engaged in operations the primary focus is on training and preparedness. As the PDF is a full time professional force, its personnel are the first choice for operational deployments.

Notwithstanding the ability of the PDF to undertake day-to-day operations and to deal with a range of contingencies, there are circumstances where operational demands could exceed the capacity of the PDF. These include: a significant deterioration in the international security environment resulting in a conventional military attack on this State, a large scale security event at home, certain civil contingencies that could require large scale Defence Forces' support, e.g., a major pandemic, events that require a sustained effort over an extended period or events that require specialist capabilities beyond those retained within the PDF. As such, a key policy and planning challenge is to balance the risk of being unable to meet operational requirements in such situations, with the cost of retaining larger permanent forces.

Reserve Forces can offer a cost effective means of mitigating this risk and Ireland has retained a Reserve Defence Force in one form or another since the foundation of the State. The Government recognise the important role that the First Line Reserve (FLR), Army Reserve (AR) and Naval Service Reserve (NSR) have played in contributing to Ireland's defence capability, and in particular to, the spirit of voluntary service that has been the hall-mark of members of the Reserve. The RDF also provides an important link to society. The Government appreciate the service of the members of the Reserve and have decided that there is a continued requirement to retain and develop the RDF.

Since the publication of the White Paper on Defence (2000) the RDF has undergone a period of significant change. The development and maintenance of effective Reserve capabilities has presented significant challenges. This remains an ongoing challenge and this chapter sets out the current position and plan for the future development of the Reserve.

8.1.1 2012 Review of the RDF

As previously outlined, the RDF consists of the First Line Reserve (FLR), the Army Reserve (AR) and the Naval Service Reserve (NSR). Until 2005, the AR was known as an Fórsa Cosanta Aitiúil (FCA) and the NSR was known as an Slua Muirí.

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 AR and NSR are comprised of individuals, from a broad variety of backgrounds, who undertake Reserve training in their spare time. Members of the FLR, AR and NSR are liable to be called out on permanent service or service in aid to the civil power in circumstances as prescribed in the Defence Acts.

The Government accepted the findings and recommendations of a review carried out as part of the cross-governmental programme of Value for Money Reviews. The Review was published In November 2012. This Review raised fundamental questions regarding the efficiency and effectiveness of the RDF at that time.

Key findings of the Review included:

- The strength of the Reserve had been in decline over the period examined in the Review (2005 – 2012).
- Recruitment over the period 2006-2009 was insufficient to maintain the strength of the Reserve, with on average twice as many personnel leaving as being recruited. This was not caused by restrictions on recruitment.
- The key efficiency issue centered on the fact that the organisational structures and support framework for the Reserve were too large for the organisation strength.
- The turnover of personnel was causing inherent inefficiency in the Reserve training system. In the period 2006 to 2009, on average 56% of recruits remained active after year one and on average 35% remained active after year two.
- Reserve Units were under-strength and, within this strength, significant numbers were not meeting training targets. This raised significant questions about the capacity of Reserve Units.
- There were questions about the currency of skill sets in the FLR given that members of the FLR were not being required to participate in annual training and that many had not served for an extended period.

The Review Steering Committee, which comprised civil and military personnel, considered the role assigned to the RDF. As the PDF could meet all day-to-day operational requirements, the Steering Committee did not identify a requirement for Reserve inputs to tasks other than in crisis situations and did not identify any operational requirement that required an expansion in the role of the RDF. They concluded that the fundamental rationale for retaining the RDF was to provide a capacity to augment the PDF in crisis situations.

They also concluded that the usage of members of the RDF in a paid capacity (i.e. in circumstances where members of the PDF could undertake the tasks) could not be justified due to the additional costs arising. The Review also highlighted that other voluntary organisations such as Civil Defence were not paid for undertaking aid to the civil authority type activities. This was also a limiting factor to utilising the RDF in a paid capacity for such tasks. However, the Steering Committee noted that the same difficulties did not arise if members of the RDF were willing to undertake such tasks in a voluntary unpaid capacity.

8.1.2 Review Recommendations

The Government accepted the recommendation, arising from the Review, that the retention of the RDF was a prudential measure in order to ensure the availability of additional capacity to support the PDF in crisis situations. However, this recommendation was subject to the implementation of significant reform in order to ensure that the RDF could discharge this role.

A range of measures designed to improve the efficiency and effectiveness of the RDF were also recommended. These were accepted by Government and their full implementation is ongoing. This is a key element in developing the RDF over the coming years. These were:

- The retention of a reorganised AR and NSR based on a strength level of approximately 4,000 personnel. This required the consolidation of under-strength Units into a smaller number of larger Units.
- That the military authorities should critically review recruitment policy and practice in the AR and NSR with a view to improving selection and, in turn, retention rates.
- That the military authorities should critically examine the approaches to the delivery of AR and NSR training to better facilitate an efficient and effective training regime for members of the RDF.
- That a cap be placed on length of service in the FLR coupled with further consideration of how FLR skill sets could be better maintained.
- That there was scope to utilise the Reserve in a voluntary unpaid capacity, particularly in aid to the civil authority duties similar to members of Civil Defence. There was also scope for members of the Reserve to assist the PDF for unarmed duties or through contribution of "professional" civilian expertise to assist the PDF, in a voluntary unpaid capacity.

8.2 First Line Reserve

The VFM review raised concerns regarding the currency of skill sets within the FLR. As at 31 December 2014 there were 253 personnel serving in the FLR. The Government recognise the value in harnessing the skills of former members of the PDF for a period of Reserve service. The Government have decided to retain the FLR. The terms and conditions of FLR membership will be revised to include capping the length of service of members of the FLR, reactivating annual paid training for the FLR and introducing criteria for retention as an effective member of the FLR. The case for the current gratuity will also be examined.

The regulatory changes and service criteria required to underpin these changes will be developed in consultation with all stakeholders.

8.3 Role of the RDF

8.3.1 Primary Role

As previously outlined, the Review Steering Committee did not identify a requirement for the PDF to be augmented by members of the RDF within the day-to-day operational profile. However, they did note that members of the FLR with watch-keeping qualifications had augmented the Naval Service during the summer leave period, but this had not been a feature in recent years. The White Paper Working Groups also did not identify a requirement, within the roles undertaken by the Defence Forces, for the deployment of Reservist to augment the PDF on day-to-day basis.

Having regard to the findings of the VFM Review and more recent considerations, the Government have decided that the primary role of the Reserve is:

- To augment the PDF in crisis situations.

In non-crisis situations, the main focus will be on training to prepare for this role. This approach is currently underpinned by sections 87, 88, 90, 92 and 93 of the Defence Act 1954 and associated regulations. However, the types of tasks that the RDF could be required to undertake in crisis situations are varied. These could include:

- Conventional military operations in defence of the State.

- ATCP support, including port security tasks.
- ATCA support.
- Barrack security or other supports that facilitate the release of members of the PDF for operational duties.

The Department of Defence will undertake a review of the provisions of the Defence Acts and bring forward proposals for any changes to the Defence Acts that may be required in order to reflect the possible crisis situations, where activation of members of the Reserve is appropriate.

8.3.2 State Ceremonial Role

Members of the RDF continue to play an important role in contributing to state ceremonial events. The Government value this contribution and have decided that it should be assigned as a formal role for the Reserve as follows:

- To contribute to state ceremonial events.

8.4 RDF Organisational Structures

At end March 2013, new organisational structures were introduced for the AR and NSR. A new "Single Force" structure abolished the previous stand alone AR Brigades and established Army Units with both Permanent and Reserve elements. This re-organisation reduced the number of Reserve Units and revised the establishment of

the AR to 3,869 personnel. The NSR retained four Units with a revised establishment of 200 personnel, whilst retaining a nation-wide geographic footprint. Ongoing monitoring of the implementation process has indicated that the establishment of the NSR should be revised to 300 personnel (75 per Unit) and this will be implemented. This will revise the overarching establishment of the AR and NSR to 4,169 personnel.

The broader RDF organisational structures will be kept under ongoing review by the Department of Defence.

8.5 AR and NSR Human Resources

Human resources are the key component of Defence Forces' capability. In addition to the re-organisation of the AR and NSR, a range of HR focused measures are being progressed in line with the recommendations of the VFM Review.

8.5.1 Strength

As at 31 December 2014 the effective strength of the AR (2,159 personnel) and NSR (143 personnel) was significantly below the current establishment of 3,869 and 200 respectively. A major recruitment campaign in 2014 did not achieve the desired outcome and following an after-action review, alternative approaches to improve recruitment rates are being trialed. The recruitment and retention of personnel to fill vacant posts in the establishment will remain a key challenge for the coming years. Accordingly, approaches to recruitment and retention will be kept under ongoing review having regard to their success rates and the key goal of having an efficient and effective Reserve. In this context, the current organisational structures will also be kept under review.

8.5.2 Training

The identification of appropriate levels of capability having regard to the role of the RDF and associated training that is attainable for members of the AR and NSR in light of work and family commitments, is an ongoing challenge. Whilst there are individual members of the Reserve with personal circumstances that enable them to undertake significant training, both paid and unpaid, there are many who have tighter constraints on their ability to undertake training by work-life issues. This can result in individuals of comparable rank within AR and NSR Sub-Units having significantly differing levels of skill and competence. The capacity of a Sub-Unit is a function of the competence of all members, not just the higher trained members and this is a key consideration. In this context, consideration will be given to activating Reserve Sub-Units for short periods of training with PDF Units or other support tasks.

There is a balance to be struck between directed levels of capability, individual and collective training requirements to meet those capability levels and the availability of members of the RDF to undertake that training. The focus will be on achieving a level of capability that can quickly and safely undertake ATCP supports, ATCA supports and Barrack Duty and associated supports. This will provide the flexibility to respond to a broad range of crisis situations. The development of higher levels of capability such as for conventional military operations in defence of the State will require an appropriate extended training lead time.

8.5.3 Specialist Reserve

As outlined in section 7.2, there may be professional skills that on occasion may not be readily available in the PDF. In this context, there may be individual members of

the RDF, who by virtue of their professional civilian qualifications or in the case of members of the FLR, professional military skills, have the competence to undertake such specialised tasks. These could include ICT, medical, ordnance and engineering professionals.

The Government have decided that a panel of such professionally qualified members of the Reserve, to be known as the Specialist Reserve should be established. A skills survey will be conducted to identify those individuals in the FLR, AR and NSR with relevant professional qualifications and their potential availability. Having regard to the findings of the gap-analysis referred to in section 7.2 and the skills survey, the Defence Forces will also seek to encourage individuals with required skills to join the AR, NSR or FLR as appropriate. These specialist members of the RDF will be placed on a panel which will outline their skills and, subject to their personal availability, these individuals will be considered as one of the options to meet specialist skills shortages.

The Department will identify the options available to underpin the engagement of those specialist members of the Reserve, whose personal circumstances would allow them to undertake required tasks, including on overseas missions. The additional cost of engaging such members, including pension costs where applicable, will be met from within the existing Defence Forces' pay allocation.

8.5.4 Unpaid Service by other Members of the RDF

The Steering Group that undertook the Value for Money Review of the RDF highlighted that there was potential to utilise the Reserve in a voluntary unpaid capacity for aid to the civil authority type tasks. They also concluded that there was also scope for members of the Reserve with specialist skills to assist the PDF in a voluntary unpaid capacity. This will be further progressed in consultation with the Representative Associations.

8.5.5 Opportunities for Paid Service

Opportunities for enhanced training alongside members of the PDF, has provided a mechanism for members of the Reserve to gain enhanced military skills and certain members of the RDF have made significant commitments in this regard. In recognition of the effort that those members of the RDF make in developing such skills, the Government have decided that a small number of suitably qualified members of the RDF, with personal circumstances that allow them to do so, should be afforded the opportunity to undertake operational duties, at home and overseas. This is viewed as a motivational measure that will provide a realistic goal for those members of the RDF that can commit to meeting the requirements and are available for such duties. The Secretary General in conjunction with the Chief of Staff will bring forward proposals for the operation of such a scheme.

8.5.6 Classification of Members of the RDF

The introduction of revised criteria for remaining an effective member of the AR and NSR and the posting of such individuals to a non-effective list has meant that positions that were filled by "inactive" members of the AR and NSR are no longer blocked. This facilitates the progressions of members of the RDF through the ranks. The term effective will be replaced by the term active.

Consideration will also be given to establishing 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".

8.6 Review of Progress

The Government are satisfied that the successful implementation of the measures outlined in this chapter will lead to a stronger and more vibrant RDF, which will be more capable of augmenting the PDF in crisis situations. However, it is also clear that the implementation of the findings of the 2012 Review will take longer than anticipated in that Review. In this context, the Government have decided that the review of progress originally envisaged will be incorporated into the overarching review process (see Chapter 10).

Chapter 9 | Civil Defence

9.1 Policy Context

Civil Defence is a volunteer based organisation that supports the PRAs (i.e. An Garda Síochána, the Health Service Executive and local authorities), government departments and state agencies during national, regional and local emergency and non-emergency events.

It was originally established by Government decision in 1951, as part of the national defence structure as the necessary civil response to potential hazards which might arise in a war situation against a backdrop of the threat of nuclear war. Civil Defence has since modernised in response to changing requirements. With the ending of the Cold War in the 1990s, the focus of Civil Defence shifted towards its current twin roles of supporting the emergency services and also providing community supports. Much of Civil Defence's activity in recent years has involved assisting at community, sporting and charity events.

9.2 Management and Organisation

Civil Defence policy is set down by the Minister for Defence through the Civil Defence Branch of the Department of Defence, based in Benamore, Roscrea, Co. Tipperary. Civil Defence services are delivered at local level by the relevant Local Authority. The life-blood of Civil Defence is provided by some 4,000 volunteers who give freely of their time and commitment. Civil Defence services are administered by a Civil Defence Officer (CDO) who is a full time employee of the local authority. The Civil Defence Branch of the Department is responsible for the strategic management and development of Civil Defence at national level. As well as grant aid, policy advice and support, the Department provides other supports to local Civil Defence units such as central training for local instructors in a "train the trainer" system through the Civil Defence College in Roscrea. 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 CDO is responsible for the day-to-day management of Civil Defence matters in their local authority area. The CDO acts as the link between the volunteer, community, local authority and the Department nationally. The CDOs are assisted in the day-to-day management of Civil Defence training and operations by a key team of instructors, qualified in a range of disciplines. Apart from the payment of expenses for travel and subsistence, in certain circumstances, Civil Defence members make themselves available for training, exercises or operations on a voluntary basis.

9.3 Development of Civil Defence

The Government are committed to the continued development of Civil Defence. The volunteer ethos of Civil Defence is a hallmark of great pride and one which the Government wish to cherish and support into the future. The Government also recognise the important role of Local Government in the management of Civil Defence and wish to support the continued role of local authorities in fostering the contribution of Civil Defence.

The future of Civil Defence will continue to be developed around its central strategic objective of supporting the PRAs in a variety of emergency and non-emergency situations. This embraces the large number of support roles under the Framework for Major Emergency Management (MEM) 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.

The Civil Defence Act 2012, provides statutory underpinning to the preparation of local Civil Defence Plans. These provide the means for each local authority, under the policy oversight of the Minister for Defence, to have a strong local plan consistent with local needs. A feature of Civil Defence in recent years has been the development of more regionally based approaches built around inter-local authority co-operation. This regional approach will be developed further to capitalise on the strengths and capacities in different local authority areas.

The principal legislation governing Civil Defence dates back to 1939. While there has been some amending legislation over the years, there is a need to provide a more modern aggregated piece of governing legislation. New legislation will be progressed in this regard over the life-time of the White Paper.

In order to enhance liaison under the MEM and guide the continued development of Civil Defence in response to evolving requirements, the Government propose to establish a new Inter-agency Guidance Team (IGT) led by the Department of Defence (Civil Defence Branch) and otherwise comprising representation from the National Directorate for Fire and Emergency Management in the Department of the Environment, Community and Local Government, An Garda Síochána, the Defence Forces, the HSE and local authorities through the participation of the County and City Management Association and the Civil Defence Officers' Association. It is foreseen that the new IGT will help to ensure that Civil Defence services and capabilities are developed in the light of the needs of the PRAs under the MEM. It will provide additional support to national leadership from Civil Defence Branch across the entire organisation in relation to emerging standards and address issues of common concern to Civil Defence and the PRAs.

Over the years, Civil Defence volunteers have been utilised in a variety of community support roles at local level. While recognising that Civil Defence volunteers are drawn from the local community and have a long and proud history of assisting at community events, there are limits to the support that can be provided, within available resources. Where resources permit and with the agreement of the local authority, Civil Defence will continue to support appropriate community events. These events can provide an opportunity for Civil Defence volunteers to practice their skills while contributing to the community. They also raise the profile of the organisation and may be useful for recruiting volunteers. However, in the continued development and support of Civil Defence, the White Paper places emergency support as the priority task of Civil Defence.

Civil Defence will continue to work closely with other volunteer-based organisations involved in emergency supports such as Mountain Rescue, the Irish Red Cross, St John's Ambulance, the Order of Malta and sub-aqua clubs.

9.4 Capabilities

Civil Defence derives its capabilities from its core services of Casualty, Search & Rescue, Auxiliary Fire Service, Radiation Monitoring, Welfare and Communications. Generally Civil Defence's support is a capability derived from a combination of these

services. Through the new IGT, the Department will ensure that Civil Defence core services remain relevant to changing needs at national, regional and local level and that Civil Defence remains an effective volunteer based emergency support organisation. Existing MOUs and SLAs will be reviewed and, where relevant, updated. Opportunities for further SLAs will also be explored.

The Department, through Civil Defence Branch, will communicate clearly, to all stakeholders, the Civil Defence capabilities that are available in emergency and non-emergency response. This is to ensure that capabilities are not just developed but are promptly called upon in emergency situations.

The Government recognise the importance of the training provided at the Civil Defence College. It is a recognised training centre of the Pre-Hospital Emergency Care Council. Civil Defence volunteers are trained to recognised national and international standards. Civil Defence will continue to develop its high quality Casualty Service.

Civil Defence will continue to develop its search and rescue capability in support of An Garda Síochána. This will include the expansion of its Remotely Piloted Aircraft Systems (RPAS) capability and continued joint training with An Garda Síochána. This service will also encompass any approved future Urban Search & Rescue capability.

Civil Defence will continue its support to local authorities, primarily their fire services, in times of severe weather including for flood response operations, the movement of water and other support roles.

A very effective feature of the work of Civil Defence's volunteers is in the supply of certain welfare services in emergency situations including the capacity to deal with displaced persons and set up feeding and rest centres. This capability will

be maintained and developed including Civil Defence's capacity to support its own operations and those of the PRAs and other agencies in the event of national, regional or local emergencies.

Civil Defence will maintain and further develop its capacity for radiation monitoring, both on a national or regional basis, to collect samples, take radiation readings and to deliver such samples/data to the Environmental Protection Agency for further analysis.

Civil Defence has a well developed radio communications system. This operates on a national, regional and local level. Civil Defence also has a range of command and control facilities which it makes available in support of the PRAs. These services will be maintained and further developed according to need.

The Civil Defence Branch will utilise, if feasible and where it makes sense, technical assistance from the Defence Forces in the context of avoiding replication of scarce skills within the Defence Organisation.

9.5 Personnel and Training

The Civil Defence organisation has approximately 4,000 active members listed on the Civil Defence volunteer register. This is a very significant national resource with its own unique local footprint. The Government will ensure that a strong focus will be maintained on fostering this volunteer ethos into the future.

In order to provide for the best future management and deployment of Civil Defence, the Government authorise a process through which each local authority under their Civil Defence Plans, in conjunction with the Department of Defence, will determine an appropriate volunteer strength for each of its services. These volunteers will be trained to reflect roles and priorities.

Civil Defence volunteers will continue to be trained in various skills such as casualty, search and rescue, flood response, radiation monitoring, welfare and communications. Health and safety requirements will inform approaches to training and equipment plans. The Department will maintain and develop the training programmes and skill sets within the organisation to national and international standards and best practice. The Civil Defence College will organise specific training across all core services. This training will continue to be provided to national and/or internationally accredited standards. Civil Defence will identify and make use of national synergies in training and operational capacities to make best use of financial resources and shared services including the development of further links with third level institutions.

9.6 Equipment and Infrastructure

Civil Defence will utilise new technologies that assist in delivering its core services. For example, civil Remotely Piloted Aircraft Systems (RPAS) are being utilised in missing persons' searches. Civil Defence has also acquired a large number of TETRA radios allowing for efficient communications with the PRAs during emergencies.

The Department of Defence will continue to provide the resources and supports necessary to fulfil the mission of Civil Defence, including fit-for-purpose equipment, uniforms and Personal Protective Equipment. Within available funding, a programmed approach will be taken to the ongoing replacement of older equipment, including vehicles and boats, with obsolete equipment being withdrawn from service.

Responsibility for the accommodation of local Civil Defence Units will remain with the relevant local authority. Most local authorities have provided good quality

accommodation for their Civil Defence Units. However, the accommodation of some Units could be improved. The Department will work pro-actively with local authorities to ensure that appropriate accommodation is provided for all Civil Defence Units. The Department of Defence will continue to provide high quality infrastructure for Civil Defence at a national level, including any necessary improvements to the facilities of the Civil Defence College.

9.7 Funding

Civil Defence plans prepared by local authorities under the Civil Defence Act 2012, require adequate resources for their implementation in respect of national and local elements. Aside from strong local political and management leadership and commitment, these resources include the Personnel, Training, Equipment and Infrastructure required to enable all core services operate at the appropriate level.

Civil Defence training and operations are funded by a combination of a central Exchequer grant from the Department of Defence and a contribution from the relevant local authority. In addition to the administrative costs of the Civil Defence Branch of the Department of Defence, and central training and equipment expenditure, some €2.75m is being provided in 2015 for Civil Defence funding to local authorities. Expenditure incurred by Local Authorities on Civil Defence is grant-aided to the extent of 70% by the Department of Defence. 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. This can be supplemented by local authorities. While accommodation for local Civil Defence Units is the responsibility of the relevant local authority, the Department of Defence has provided some funding for the upgrading of accommodation where resources have permitted.

Consistent with Defence funding overall, the Government intend that financial allocations will be maintained in order to underpin Civil Defence development and in particular to retain necessary capabilities into the future. Additional funding will be provided for new training courses as required, updating and replacing equipment and uniforms and also for any necessary upgrading of the infrastructure at the Civil Defence College. The Department will promote synergies with other agencies to make best use of financial resources.

Chapter 10 | White Paper Implementation

10.1 Introduction

This chapter sets out the approach to implementation of the White Paper. The White Paper is aimed at securing a robust and sustainable approach to defence for the period ahead. The arrangements for implementation involve some significant innovations directed at achieving this. The principal elements relate to civil and military management, defence review arrangements, funding and implementation frameworks. The Government will ensure that the necessary actions are taken to deliver the range of initiatives and continued development of policy and approaches contained in the White Paper.

10.2 Defence Management Issues

10.2.1 Civil-Military Management

The Government recognise the exemplary approach taken by the Defence Organisation in furthering reform and addressing the particular challenges following the economic collapse.

With reduced personnel and financial resources, domestic and international defence outputs have been maintained to a very high standard. The manifestation of this is there to see in a very practical way. It is reflected in the continuing quality of the effective engagement in the international sphere at defence policy level, carried through, inter alia, in practical terms by successful overseas peace support operations in a number of "high-end" missions. It can be seen across the full spectrum of defence outputs from fishery protection to aid to the civil power through to the often highly colourful and popular ceremonial tasks undertaken by the Defence Forces. It is visible in the continuing contribution of Civil Defence nationwide based on very modest central management and funding. It is observable by virtue of the independently bench-marked high quality payroll, finance and pension services provided to existing and former members of the Defence Forces.

The Department's Strategic Management Committee (SMC) remains the central forum for management and oversight of civil and military matters. It provides the means by which senior civil and military managers can engage in policy development and oversight of implementation while respecting the separate lines of authority within the Department's civil and military structures. Considerable attention has been given in recent years to the ongoing development of civil and military management matters. The fruits of this are apparent in the recognition of the Defence Organisation being at the forefront of reform.

The effective management of defence, including the implementation of the White Paper, will require sustained close collaboration of civil and military management under the direction of the Minister for Defence. Through the leadership of the Secretary General and Chief of Staff, the various actions required will be progressed in respect of the civil and military branches of the Department and the Defence Forces. The Secretary General and the Chief of Staff are the respective heads of the civil and military branches of the Department. As such, they act as the principal policy adviser

and principal military adviser respectively to the Minister for Defence. The close working relationship between the Minister, the Secretary General and the Chief of Staff is a key ingredient to the successful management of defence. In this context, the Secretary General and the Chief of Staff have access to the Minister individually, and jointly as sought by the Minister, in the conduct of their respective roles. In the context of public management reforms, there is a greater recognition of the need to ensure that there is a sufficiently structured approach to leadership processes. Accordingly, to further facilitate the role of the Minister as head of the Department and to provide an enhanced opportunity for strategic direction by the Minister, it is intended that the Minister will convene as necessary, but no less than quarterly, meetings of the senior civil-military leadership of the Department.

The White Paper provides the scope to build on the successes achieved to date, in facing the new challenges ahead. In the new environment, this will require new levels of flexibility and pro-activity to keep pace with new challenges and to maintain a high state of preparedness to deal with as yet unknown risks. To further assist this process, new types of joint civil-military working will be considered. The Secretary General and the Chief of Staff will develop a plan for this which will seek to optimise mutual synergies and consider further models of integrated working between the various civil and military branches of the Department. This will build on the success of the Office of Emergency Planning, within which civil and military personnel work together in a single branch.

The Defence Organisation's engagement at international level is of increasing importance especially in the UN, EU and NATO PfP contexts. It has at present only a basic capacity to participate in the many fora associated with Ireland's membership of these bodies. Ireland also has increasingly important bilateral relationships which support our defence stance and capabilities. The Secretary General, in conjunction with the Chief of Staff, will have prepared a specific short-term review to assess the increased capacity required in staffing, civil and military in these areas. The review will consider also how best to promote and develop these relationships in practical ways.

10.2.2 Civil-Military Training

The Department and the Defence Forces have a common interest in training and education, particularly in developing and enhancing a common training and education agenda. Building on the new induction course, further joint civil-military training initiatives will be put in place. These will be based on the identification of specific common training goals and experiences which would be helpful to both elements of the Defence Organisation and which would help further integration of civil-military approaches. These initiatives could include, inter alia, training opportunities to meet common civil and military needs in cyber security, the increasingly multi-faceted peace support operations and financial management and procurement. There is scope also for complementary participation by civil and military personnel on training measures provided separately within the Defence Organisation. The Defence Forces have highly developed command and leadership education and training that will be examined for its suitability and application across the Defence Organisation. Similarly, the civil branches have significant professional competence to share in public management and policy development which is likely to be beneficial for the Defence Forces.

10.2.3 Civil Service Renewal

The Defence Organisation has managed to maintain outputs despite the severely constrained resources. The White Paper process has provided a fresh opportunity to

assess the management of defence matters and the need to develop these approaches into the future. The Department of Defence has shown a strong commitment to reform and will take forward this reform agenda further under the ambit of the Civil Service Renewal process. In doing so, it will maintain a strong process of engagement with staff associations and through partnership structures, in addition to engagement with members of staff directly.

The Civil Service Renewal plan has put a premium on an enhanced approach to human resource management. This acknowledges the centrality of the best management of the civil service workforce to harness skills, competence, experience and commitment to serve the public and ensure pride of work. The Renewal Plan's commitment to elaborated approaches to human resources management and learning and development is an important reinforcer to and multiplier of the Department's own commitment to this area. As instanced earlier in the White Paper, the Government will see this approach developed, underpinned and propelled further by the Civil Service Renewal process, to ensure that the Department has the right people with the right skills in the right place at the time required.

10.2.4 Shared Services

The Defence Organisation has made a strong contribution to the delivery of the Government's shared services agenda. The Department's Renmore office in Galway was selected as one of the three locations nationwide for the establishment of the Payroll Shared Service Centre (PSSC). It has commenced operations in relation to some payrolls and will develop further as additional payrolls and pensions payments, including those for the Defence Forces, transfer into the Renmore PSSC centre. The focus of the programme is on consolidating and developing an integrated Payroll Shared Service Centre (PSSC) across the Civil Service and designing an appropriate operating model with standardised end to end processes on a common technology platform in order to replace the current 18 payroll centres geographically dispersed throughout the country. The experience and expertise of the Department's Renmore finance and ICT staff have been an important component element of the successful implementation and delivery of this project. The Renmore office has also been identified as a location for the potential delivery of Financial Management Shared Services (FMSS). Subject to the relevant procurement and evaluation processes and future Government consideration, the Department will ensure successful delivery of the defence component of this.

The development of shared services, if taken to full potential, will result in the transfer of a large element of the Department's Renmore-based staff to the Department of Public Expenditure and Reform's shared services office. This will change considerably the overall profile of the Department's organisation as the bulk of transactional work in HR, payroll and possibly eventually finance, will no longer be present.

10.2.5 Civil Management Resource

The civil service branches of the Department of Defence have reduced steadily in size over the last 20 years. Changes in approaches, increased use of technology and less administration, along with delegation of some functions to the Defence Forces have all played a role. Meanwhile, the policy range of the Department has expanded very considerably. Based on the scale of its present resourcing, the Department will be extremely challenged to deal with the range of issues being presented. Implementation of shared services may result in time to the transfer of some 75 personnel including those who have already moved from early 2015 through to those who would transfer to

shared services in the period 2017-18. While the re-sizing of the Department will permit a new concentration on policy-based work around defence provision, it will result in a depleted overall resource and highlights the need for further enhancement of policy and analysis capacities.

The Department of Defence is unique among Departments of State in having its headquarters outside Dublin, and aside from the small Office of Emergency Planning, the civil service element is fully decentralised in offices in Newbridge, Renmore and Roscrea. The Government recognise that there are inefficiencies associated with this. The expected further reductions in staffing, with the transfer of functions to the DPER shared services centre, will further reduce personnel numbers and add to the fragmentation across these four geographic locations. Taking account of a forthcoming organisational capability review of the civil service branches, under the ambit of Civil Service Renewal, to be commenced in early 2016, along with the definitive outcome and timing of further shared services developments, the future geographical layout will be assessed. It is likely that this will involve the creation of a stronger Dublin presence for the Department in respect of its more strategic functions.

The security environment and the associated defence requirements in the period ahead will require a sustained and developed approach to building and maintaining defence capabilities. The recent economic crisis has reinforced the viewpoint that strategic planning and systems to generate better foresight are an absolute requirement for Civil Service management. The planned organisational capability review will provide an early opportunity to assess the civil service branches' capacity to deliver on the overall agenda. A new and wider agenda of action by the Department and Defence

Forces will need to be progressed. The principal areas which will need attention relate to international and domestic security issues, defence capability development, cyber defence and new defence technologies, enterprise support, and issues that may arise in the fast developing maritime and aviation contexts.

10.2.6 Defence Forces Senior Management Arrangements

The Defence Forces, in common with most military forces internationally are organised into their land, air, and maritime elements with appropriate support structures. A significant requirement in military management, including command and control, is the requirement to achieve appropriate "jointness" between the different services comprehending the forces for land, air and sea operations. This was a theme that occurred through the White Paper consultation process, especially in the international engagement and is common the world-over. Issues arise in relation to best planning, optimal organisation and management of joint operations.

Arrangements exist for joint operations, and the Defence Forces execute these very successfully, although the circumstances in which these are required on a large scale tend to be limited. However, the requirement for joint operations is likely to increase in the future, especially in the overseas domain. In recognition of this trend, and based on lessons learned from the White Paper process, it is proposed to consider the scope to enhance "jointness" across the military organisation. This was not dealt with as part of the more recent re-organisation of military structures. As outlined in Chapter 6, the Government have decided that 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. Recommendations for change will be brought forward to the Minister for Defence for consideration.

10.2.7 Civilian Employees

The civilian employees of the Department, mainly employed in Defence Forces' installations, play a vital role in the delivery of Defence outputs. There is a need for a specific civil-military review to ensure a consistent, strategic and modern approach to the management of the civilian employee workforce and to ensure best in class approaches are taken. This will include, inter alia, an examination of recruitment, redeployment and management matters. This will be combined with ongoing targeted redeployment and recruitment to fill immediate gaps. This will ensure a sufficiently strategic approach to meeting long-term needs and will ensure that this component of the White Paper is progressed effectively.

10.3 White Paper Implementation and Review

The overall planning period for this White Paper is foreseen as ten years. This builds on the successful approach adopted by successive administrations in respect of the previous White Paper. This took account of the need to provide sufficient stability for policy and planning purposes given the particular nature of defence. It is well recognised that defence policy development should seek to adopt as long a planning horizon as possible. This is sensible given its complex and multi-faceted nature, and in view of its connectedness to a variety of other policy areas, such as foreign and security policies which have their own unique long-term properties.

Defence capability development is understood internationally to be a relatively long-

term process. Decisions taken now on capability requirements – especially in relation to equipment – have very long delivery times compared to many other sectoral initiatives. The process of determination of capabilities based on policy requirements and the identification of appropriate equipment choices through to the procurement of these and their acceptance and full operationalisation into service, is one of many years. Making the right decisions on a timely basis is, therefore, especially acute in the defence policy area. This presents a particular difficulty for Ireland as typically this country is procuring items in relatively small quantities with specific tailored requirements. Defence equipment generally has this feature of tailoring to particular national requirements. However, in Ireland's case this can present a particular challenge given the relatively small quantities purchased and usually the need for equipment to span a number of roles. Therefore, the quality and timeliness of decision-making processes are critical.

Notwithstanding the overall goal of maximising policy certainty and endurance over as long a planning horizon as possible, such endurance can only be assured by the continuing relevance of policy approaches. The White Paper implementation process, therefore, must include appropriate review mechanisms to provide for policy revision or recalibration.

The Government intend to put in place a new fixed cycle of defence reviews. These are common practice internationally and give reassurance that policy remains up to date and relevant to changing future circumstances. Each three years there will be a White Paper update – this will consider progress made up to that time and consider any revisions required. It will commence in the second-half of the third year of the cycle. Each alternate three-year review will commence in the first half of the third year of that cycle and be more comprehensive in nature and be styled a strategic defence review. Under this programmed approach, the first White Paper update would commence in July 2018 and the strategic defence review would commence in early 2021. These new review processes will inform strategy statement preparation. This approach will be further calibrated in the light of the ongoing monitoring of the security environment and any associated developments, as envisaged in Section 3.2 of this White Paper.

The essential ingredients of the White Paper defence review process will be to ensure a full updated security assessment and a fresh consideration of the implications of this assessment for overall policy requirements, associated tasks, capability development and resourcing. The importance of bringing certainty and regularity to the process of defence planning is as important as the content of these plans.

The Government wish to give these defence review processes a new standing in public management terms. Defence matters should ideally attract all party support. Indeed, the Government acknowledge that there is a strong tradition within the chambers of the Oireachtas of support for national interest defence issues. In this spirit, the Government intend to engage in a process of all-party consultation to seek to put in place these proposals for defence review on a consensual basis. Subject to appropriate refinement through these consultations, consideration will be given to putting the review process on a statutory footing.

Defence requirements, in extremis, require the marshalling of national effort in a shared response to an emergency. As outlined earlier in the White Paper, emergencies with national impact can come in a variety of forms. Some of these, while not originating from a security threat, can result in security impacts for which defence capabilities are a necessary response. The Government Task Force on Emergency Planning will remain as the principal vehicle through which the planning and response to these emergencies will be co-ordinated based on the lead-department model. However, this approach and

its resourcing, will have to be kept under review in the light of development more generally of national security architecture and the production of a national framework for emergency management which is in development.

10.4 Defence Funding

10.4.1 Level of Spend

Consideration of defence expenditure often does not take account of the wider social, economic and other benefits of investment in defence. Frequently, defence is seen purely as consumption expenditure and the connectivity between defence provision and the proper functioning of civil society is not well understood or immediately obvious. Defence provision, as a foundation element of national security, remains critical and fundamental to the success and operation of most other public policies. It ought, therefore, have an appropriate call on public investment by the State relative to other funding requirements. The fuller social, economic and other national benefits which flow from adequate defence need to be more strongly articulated and recognised. This White Paper emphasises Government commitment to necessary resourcing of defence into the future.

Ireland's investment in defence is low relative to international comparison and as with other areas of government expenditure has been reduced very considerably in the period since 2008. The White Paper on Defence (2000) identified a ratio of 70% to 30% as being the appropriate pay to non-pay ratio for defence expenditure. A level of 30% for non-pay would have been regarded, in the current context of advanced technology and essential reliance for most operations on heavier duty equipment, as the absolute minimum ratio. In 2015, the pay to non-pay ratio is 73:27. The 27% non-pay element provides for all of the standing costs of the Defence Forces, the ongoing costs of operations and the renewal and maintenance of military equipment. The future ambition is to maintain the stability of the pay element while simultaneously increasing the non-pay element.

In the past, Ireland has found itself on occasion, without the defence capabilities that it needed to respond to deterioration in the security environment or other defence challenges. The situation at the time of the Second World War, the capacity in depth to provide for international peacekeeping into the 1960s and the commencement of the Northern Troubles all brought unwanted and to a degree partly avoidable challenges to our limited defence capacities. Successful defence is achieved based on adequate foresight, sufficient preparation and flexibility and poise and adequate funding. On-going policy has sought to ensure that these are in place. This White Paper seeks to ensure that the necessary arrangements are in place, consistent with standing Exchequer budgetary processes, to provide optimal financial resources to respond to emergent challenges in the security environment and to assure foresight, flexibility and poise and thus preparedness.

10.4.2 Procurement and Funding Modalities and Requirements

The long-term nature of defence planning and the building of new approaches have been outlined in the preceding section. The corollary of this planning context is that potential problems and threats of varying degrees of probability (for which defence capabilities are required) often do not appear as urgent matters in current terms. Thus, investment in defence is prone not to be prioritised in the absence of immediate and tangible threats to security. This public policy difficulty requires a more conclusive

response than its mere identification. This is why the Government are putting in place new defence review arrangements to elevate discussion and debate in a way which ensures that, notwithstanding other pressing demands for resourcing, investment in defence is given the appropriate consideration which its place in public policy (and in addressing relevant risks) demands. The intention is to assure a more strategic approach to better inform the existing budget and estimates process.

Procurement of defence equipment has unique features that present particular challenges. Significant capital investment programmes (such as the acquisition of Armoured Vehicles or Ships or Aircraft) represent significant investment which can have a life expectancy in excess of 30 years. A key aspect of defence procurement is the length of time the procurement process takes from the initial decision to procure through to the acceptance of the final product – a timeframe of several years is not unusual. It is evident that military procurement inflation and the role of technological innovation on military hardware will have an increasing impact on defence planning and procurement activities. For example, the small number of Remotely Piloted Aircraft Systems (RPAS) acquired over a decade ago were a significant technological advance for the Defence Forces. Such technology is now in common civilian use and will continue to increase in capability. In the military sphere, most comparable organisations have moved to later generation RPAS while first generation equipment has become increasingly more difficult to maintain. There is a requirement to provide for replacement and upgrade of defence equipment and to address obsolescence. A multi-annual resource planning and procurement system is required to optimise this process. The key elements of the capability requirements are described in Chapter 6.

The Government consider it essential that the Defence Forces should have the capabilities including equipment, necessary to undertake operations successfully taking account of the inevitable risks associated with military tasks. A prudent approach will be maintained to the funding of equipment by continuing to adopt, where appropriate, the approach of "last move advantage" rather than early mover in equipment choices to achieve the optimal result. Procurement approaches will be developed further through more robust planning, more collaborative/joint procurement through direct engagement with other countries or through the European Defence Agency and increased recourse to direct purchasing on a Government to Government basis (whether it be to secure the latest and emerging developments or simply to acquire generic military goods on a second-user basis).

When establishing the Office of Government Procurement (OGP), the Government acknowledged that procurement on defence equipment and services was a specialised area and would not fall under a centralised procurement model. The complexity of the defence procurement sector is also recognised at European level with the recent introduction of the EU Directive (2009/81/EC – relating to the award of contracts dealing with defence and security) for the procurement of military goods and services. Ireland implemented the transposition of this Directive, by way of implementing Regulations (S.I. No 62 of 2012). The Defence Organisation will continue to avail of framework contracts developed by or under the aegis of the OGP for all generic non-military goods and services.

The development of more integrated civil-military working practices will include consideration of a central procurement cell within the Defence Organisation. While innovative approaches to procurement have a role to play, the practical position is that defence is under-resourced in context. Over recent years, the renewal of essential equipment has been progressed within a significantly reduced funding envelope. It has not proved possible to purchase necessary major equipment platforms simultaneously.

Equipment acquisition has had to be progressed over longer time frames than is desirable. This has required the prioritisation of equipment that is essential to maintaining ongoing operational outputs to the detriment of contingency requirements. There is a continued need to provide for essential equipment replacement as existing equipment reaches the end of its useful life. Not securing the funding to replace this essential equipment will result in key capabilities being eroded. This also has implications for force protection and the health and safety of personnel.

Investment will continue to be required in buildings infrastructure. While investment has taken place over the years, many Defence Forces' buildings are old with an ongoing need for maintenance and renewal. Funds have been insufficient to prevent deterioration of some buildings. A major investment project is underway around the Naval Base at Haulbowline involving commercial, educational and tourism development. This will be leveraged to maximise the benefit to the Naval Service and development of the Base.

Based on preparatory work carried out in relation to the White Paper, significant additional funding is required simply to maintain existing levels of capability and associated operational outputs. The lead time required to procure certain major equipment items would suggest that it may not be possible to initiate expenditure in the short term. As such, there would be a requirement to develop a procurement strategy and align requirements and lead times with future expenditure profiles. This must take account of the considerable difficulty of estimating procurement costs given the nature of the products being purchased involving a limited number of suppliers with unique cost factors driving pricing.

10.4.3 Defence Funding Models and Approach

Ireland's financial position remains extremely difficult. The Government continue to give priority to assuring the stability of the public finances as a key component of sustained recovery. This has meant that it is not possible to respond to all of the pressing and extremely worthy areas for which public funds, in form of the taxpayers' money, could be applied.

However, the Government have resolved that Ireland's investment in defence, over the lifetime of the White Paper, must be on a sustainable footing taking account of long-term national interest. Any new approach must take cognisance of the realities of the state of the public finances. In this context, 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. The study, to be completed by year end, will provide the evidence base to establish a more evolved approach to defence funding. Current medium term budgets have been set by the existing envelope provided by the Comprehensive Review of Expenditure (CRE). The assumptions and decisions flowing from the CRE need to be more fully tested now in the light of this White Paper. In addition, a more comprehensive approach, linked to the new defence review architecture, needs to provide a fully elaborated picture for Government on the choices and resource implications associated with these. There is also scope to explore new funding models potentially involving public—private partnerships, leasing and lease-back or other sources such as the European Investment Bank. A developed funding framework needs to be available to provide for step changes in defence provision should a changed security assessment warrant this.

In maximising the use of resources, the Department has over recent years disposed of surplus properties from within the Defence estate. Some of these properties have been

turned over to very successful public use by local authorities or in the education sector. A benefit for defence is that scarce resources are no longer tied up in the securing and maintenance of properties surplus to requirements. The Government have decided that 100% of any such receipts are to be reinvested in the defence capital programme and necessary adjustments will be made in financial provisions.

Elsewhere in this White Paper the direct engagement by defence in social and economic interventions has been described. These will continue to deliver tangible benefits to individuals and enterprises across the country. They are not a rationale for defence provision but they are a beneficial outcome and are an added return on investment from defence which needs to be taken into full calculation.

10.4.4 Superannuation Costs

The White Paper has set out a new Veterans Policy. An important element of the ongoing commitment to veterans and their families is the payment of pensions. Specific superannuation arrangements have been an important element of HR policy particularly in relation to supporting sufficient levels of personnel turnover, which is an essential requirement to maintain an appropriate age profile for the Defence Forces. Over the last number of years, there has been a particular funding gap in relation to meeting the cost of military pensions. The number of individuals in receipt of military superannuation payments has increased from 11,000 to over 12,000 from 2007 to the present. The uncertainty over the timing and number of retiring personnel has stretched the existing financial provision contained in Vote 35. This additional cost has been met by savings from the Defence Vote, mainly through pay savings. The Government recognise that this is not a sustainable approach and that adequate provision needs to be made to meet the cost of pensions of veterans.

10.5 Implementation Frameworks

Implementation of the White Paper will involve the utilisation of the various new and existing management frameworks. The programmed regular defence planning review process will be the most significant outer framework governing this. As described, this will evolve in the light of political consultation and the elaboration of wider approaches for national security architecture. Implementation of most elements of the White Paper will be a matter for the civil and military management working under the direction of the Minister for Defence. It will be a regular feature for oversight and review by the Department's Strategic Management Committee. However, the matters for implementation in the White Paper in very many cases link with wider spheres of policy in relation to foreign relations, security, enterprise and public management. The roles of other Departments with responsibilities in these areas will be critical. New inter-Ministerial or Departmental fora will be considered to progress particular issues in this context. It is an absolute necessity of any White Paper that it is "owned" by all government stakeholders and that policy is implemented from a whole of government perspective.

On-going consultation will also be important with wider stakeholders. Civil and military management will take an active approach to relevant consultation with external and internal, especially staff, interests in this regard. Partnership and conciliation and arbitration machinery will be used to engage appropriately with staff interests and a premium will be put on ensuring regular communication of progress and matters for consideration.

Appendix A

White Paper on Defence Steering Group

- Mr. Des Dowling (Assistant Secretary) (Chairman).
- Rear Admiral Mark Mellet DSM (Deputy Chief of Staff Support)) – replaced Major General Ralph James (Deputy Chief of Staff (Operations)) on the Group in April 2015.
- Mr. Robert Mooney (Principal, Planning & Organisation Branch).
- Col. Kevin Cotter (Director, Strategic Planning Branch) – replaced Col. Michael Meehan on the Group in November 2014.
- Mr. Stephen Hall (Assistant Principal, Planning & Organisation Branch) (Secretary to the Steering Group).

White Paper on Defence Civil and Military Working Group A

- Mr. Robert Mooney (Principal, Planning and Organisation Branch) (Chairman).
- Col. Kevin Cotter (Director, Strategic Planning Branch) – replaced Col. Michael Meehan on the Group in November 2014.
- Mr. Cathal Duffy (Principal, Executive Branch).
- Ms. Clare Tiernan (Principal, International Security and Defence Policy Branch) – replaced Ms. Teresa Sydenham on the Group in February 2015.
- Col. Philip Brennan (Director of Operations).
- Col. Barry Hanan (Chief of Air Staff-Support).
- Cdr. Brian Fitzgerald (OIC Planning & Policy, Naval Service).
- Mr. Stephen Hall (Assistant Principal, Planning and Organisation Branch) (Secretary to the Group).

White Paper on Defence Civil and Military Working Group B

- Mr. Robert Mooney (Principal, Planning and Organisation Branch), (Chairman).
- Ms. Teresa Sydenham (Principal, International Security and Defence Policy Branch).
- Ms. Aileen Nolan (Principal, Defence Forces Personnel Policy Branch).
- Mr. Michael O'Boyle (Principal, Finance Branch).
- Mr. Jason Kearney (Principal, Contracts Branch).
- Lt. Col. Paul Whelan (Executive Officer, Strategic Planning Branch) - replaced Lt. Col. Patrick Flynn on the Group in October 2014.
- Capt. David Barry (Officer Commanding Naval Operations Command).
- Lt. Col. David Dignam (OIC Planning Section, Operations and Plans Branch).
- Lt. Col. Rory O'Connor (OC No.1 Operations Wing, Air Corps).
- Comdt. Cormac Mangan (SO Policy and Plans, Strategic Planning Branch) – replaced Comdt. Mark Prendergast on the Group in July 2014.
- Mr. Stephen Hall (Assistant Principal, Planning and Organisation Branch) (Secretary to the Group).

Appendix B

White Paper on Defence - Ministerial Advisory Group

- Mr. John Minihan (Chairman);
- Mr. Karl Croke;
- Ms. Marie Cross;
- Commodore Frank Lynch (Retired)

Ministerial Advisory Group Terms of Reference:

The Group will meet to support the Minister in his deliberations on the White Paper on Defence. In this context, the Group will:

- Provide advice to Departmental officials on matters the Group considers to be of relevance in the production of the White Paper
- Engage with the White Paper Civil-Military Steering Group as required
- Arrange for the Chair or members of the Group to prepare any material which the Group wishes to put before the Department for its consideration in its work on the White Paper
- Give consideration to and provide observations on draft White Paper material as produced by the Department and authorised by the Minister.

Appendix C

List of organisations and individuals who made submissions as part of the White Paper public consultation process

Association of Retired Commissioned Officers (ARCO)
Bord Iascaigh Mhara
British Irish Chamber of Commerce
Captain Noel Carey (Retired)
Civil Defence Officers Association
Cllr. Catherine Clancy, Lord Mayor of Cork
Coastal and Marine Research Centre, University College Cork
Col. Dorcha Lee, (Retired)
Comdt. Michael Rowan (Retired)
Commander (GS) Pasi Staff
Commander Brian Fitzgerald
Commissioners of Irish Lights
Commodore Frank Lynch (Retired)
Councillor Jim Finucane
D'Amico Tankers Ltd.
Department of Public Expenditure and Reform
Dr. Brendan Flynn
Dr. Anthony Grehan
Dr. Geoff King, Director, Pre-Hospital, Emergency Care Council
Dr. Paul O'Connor
Dr. Aoife O'Donoghue
Dr. Kiran Sarma
Dr. Ian Speller
Dublin Port Company
Engineer's Ireland
Espion Group
European Fisheries Control Agency
Fianna Fáil
Fishing for Justice
Flying in Ireland magazine
Halpin Centre for Research & Innovation at NMCI
Institute of International and European Affairs (IIEA)
Institute of Technology, Carlow
Irish Chamber of Shipping
Irish Maritime and Energy Resource Cluster, (IMERC)

Irish National Committee of the Blue Shield

Irish Planning Institute

Irish Ports Association

Irish United Nations Veterans Association (IUNVA)

Killybegs Fishermen's Organisation Ltd.

Lt. Col. Peter G. Gibbons (Retired)

Marine Renewables Industry Association (MRIA), Atlantic Ocean Energy Alliance (OEA) and National Offshore Wind Association of Ireland (Collective submission)

Maritime Analysis and Operations Centre (Narcotics) MAOC (N)

Maritime Institute of Ireland

Messrs. Sean A. Flood, Michael Murphy, Seamus O'Carroll, Peter McKenna and Harry Whelehan. (Collective submission)

Mountain Rescue Ireland

Mr. Brian Ahern

Mr. Maurice Ball

Mr. James Bourke

Mr. Charles E. Breslin

Mr. Tony Brown

Mr. Donal Burke

Mr. Brian Cassidy

Mr. Hugh Conlon

Mr. Peter Thomas Conlon

Mr. John B. Dillon

Mr. Arnaud Disant

Mr. Joseph Doherty

Mr. Christopher Dorman-O'Gowan

Mr. Mark Egan

Mr. Declan Fleming

Mr. Barry Foley

Mr. Jim Forde

Mr. David France

Mr. Conor Galvin

Mr. Damien Gaumont

Mr. Robert Gilbey

Mr. Anthony Gurnee

Mr. Edward J. Jacob

Mr. Jack Kavanagh

Mr. Neville Keery

Mr. John Kelly

Mr. Peter Kennedy

Mr. Philip Kennedy

Mr. Michael Kennelly

Mr. Liam Kenny

Mr. Charles J. Lawn

Mr. Paul MacDonald

Mr. John Maguire

Mr. Tom McBennett

Mr. Michael McGrath, T.D.

Mr. Andy McSharry

Mr. Raymond Molony

Mr. John Morris

Mr. Eddie Mulligan

Mr. Paul Murphy

Mr. Timothy F. Murphy

Mr. Liam Nolan

Mr. Brian O' Neill

Mr. Ger O'Connor

Mr. Gerard O'Halloran

Mr. Martin Riordan, County Manager, Cork County Council

Mr. Peter Savage

Mr. Eoin B. Scarlett

Mr. Horst Siedschlag

Mr. Pat Sweeney

Mr. John Treacy

Mr. Seamus Wall

Ms. Margaretta D'arcy

Ms. Elizabeth Smith

National Maritime College of Ireland (NMCI)

National Standards Authority of Ireland (NSAI)

Organisation of National Ex-Servicemen and Women

Peace and Neutrality Alliance (PANA)

Permanent Defence Force Other Ranks Representative Association (PDFORRA)

Port of Cork Company

Pride of Ireland Trust

Professor Stephen Cusack

Professor Ray Murphy

Representative Association of Commissioned Officers (RACO)

Reserve Defence Forces Representative Association (RDFRA)

Reserve Defence Forces Representative Association (RDFRA) Naval Service Reserve Committee

Sea Fisheries Protection Authority (SFPA)

Sinn Féin

Syncreon Transport & Forwarding, Ireland
The Edward M. Kennedy Institute for Conflict Intervention, NUI Maynooth
The Federation of Irish Fishermen
The Irish Institute of Master Mariners
The Irish Maritime Forum (x 2)
The Mobile & Marine Research Centre (MMRRC), University of Limerick
The Nautical Institute (Ireland Branch)

Glossary of Acronyms

APC	Armoured Personnel Carrier
AR	Army Reserve
ARW	Army Ranger Wing
ATCA	Aid to the Civil Authority
ATCP	Aid to the Civil Power
BPSSO	Barrack Personnel Support Service Officer
C4ISR	Command and Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance
C&A	Conciliation and Arbitration
CBRN	Chemical, Biological, Radiological, Nuclear
CDO	Civil Defence Officer
CFI	Connected Forces Initiative
CFSP	Common Foreign and Security Policy
CIT	Cork Institute of Technology
CLCS	Commission on the Limits of the Continental Shelf
CNI	Critical National Infrastructure
COP	Common Operational Picture
CPI	Consumer Price Index
CPV	Coastal Patrol Vessel
CRC	Crowd Riot Control
CRE	Comprehensive Review of Expenditure
CSDP	Common Security and Defence Policy
CSEAS	Civil Service Employee Assistance Service
CSIRT-IE	Computer Security Incident Report Team – Ireland
DAA	Dublin Airport Authority
DF	Defence Forces
DFHQ	Defence Forces Headquarters
DRR	Disaster Risk Reduction
EAO	Employee Assistance Officer
EAS	Emergency Aeromedical Support
ECF	Employment Control Framework
EDA	European Defence Agency

EEZ	Exclusive Economic Zone
EFL	Exclusive Fishery Limits
EOD	Explosive Ordnance Disposal
EPA	Environmental Protection Agency
ESS	European Security Strategy
EU	European Union
EUFOR	European Union Force
EUMSS	European Union Maritime Security Strategy
EUTM	European Union Training Mission
FCA	Fórsa Cosanta Aitiúil
FEI	Fédération Equestre Internationale
FLR	First Line Reserve
FMC	Fishery Monitoring Centre
FMSS	Financial Management Shared Services
GASU	Garda Air Support Unit
GBAD	Ground Based Air Defence
GBV	Gender Based Violence
GDP	Gross Domestic Product
HLPPG	High Level Planning and Procurement Group
HPV	Helicopter Patrol Vessel
HR	Human Resources
HRM	Human Resources Management
HSE	Health Service Executive
HSI	Horse Sport Ireland
IAA	Irish Aviation Authority
IBEC	Irish Business and Employers Confederation
ICT	Information Communications & Technologies
IED	Improvised Explosive Device
IGT	Inter-agency Guidance Team
IMERC	Irish Maritime and Energy Resource Cluster
IMG	Independent Monitoring Group
INMO	Irish Nurses and Midwives Organisation
IPCC	UN Intergovernmental Panel on Climat Change
ISO	International Organisation for Standardisation
ISTAR	Intelligence, Surveillance, Target Acquisition and Reconnaissance

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IUNVA	Irish United Nations Veterans Association
JTF	Joint Task Force
MAC	Management Advisory Committee
MAOC-N	Maritime Analysis and Operations Centre - Narcotics
MATS	Ministerial Air Transport Service
MEM	Major Emergency Management
MOU	Memorandum of Understanding
NATO	North Atlantic Treaty Organisation
NCASC	National Civil Aviation Security Committee
NCSC	National Cyber Security Centre
NEAFC	North East Atlantic Fisheries Commission
NECC	National Emergency Co-ordination Centre
NEO	Non-Combatant Evacuation Operations
NGO	Non-Governmental Organisation
NRA	National Risk Assessment
NSR	Naval Service Reserve
OCC	Operational Capabilities Concept
OECD	Organisation for Economic Co-Operation and Development
OEP	Office of Emergency Planning
OGP	Office of Government Procurement
ONE	Organisation of National Ex-Servicemen and Women
OPV	Offshore Patrol Vessel
OPW	Office of Public Works
OSCE	Organisation for Security & Co-operation in Europe
PARP	Planning and Review Process
PDF	Permanent Defence Force
PDFORRA	Permanent Defence Force Other Ranks Representative Association
PfP	Partnership for Peace
PMDS	Performance Management Development System
PRA	Principal Response Agency
PSS	Personnel Support Service

PSSC	Payroll Shared Service Centre
QQI	Quality and Qualifications Ireland
RACO	Representative Association of Commissioned Officers
RDF	Reserve Defence Force
RDFRA	Reserve Defence Force Representative Association
RhIB	Rigid-hulled Inflatable Boat
RPAS	Remotely Piloted Aircraft System
SCA	State Claims Agency
SFPA	Sea Fisheries Protection Agency
SLA	Service Level Agreement
SMC	Strategic Management Committee
SOF	Special Operations Forces
SSR	Security Sector Reform
UAV	Unmanned Aerial Vehicle
UCC	University College Cork
UN	United Nations
UNCLOS	United Nations Convention on the Law of the Sea
UNIFIL	United Nations Interim Force in Lebanon
UNODC	United Nations Office on Drugs and Crime
UNSAS	United Nations Standby Arrangements System
VFM	Value For Money
WPS	Women, Peace and Security