The White Paper on Defence

Review of Implementation

Department of Defence
An Roinn Cosanta

Department of Defence
An Roinn Cosanta

The White Paper on Defence

Review of Implementation

February 2007

Department of Defence
An Roinn Cosanta

CONTENTS

Executive Summary 3

Section 1
Introduction

Review Background 6

Terms of Reference 6

Goals of the White Paper 7

Key Recommendations 7

Review Outline 8

Section 2
Environmental Change 2000 to 2006

International Developments 10

- United Nations 10
- European Union 11
- Partnership for Peace (PfP) and PARP 11

International Terrorism 12

Domestic Security Situation 12

Other Environmental Factors 13

Public Service Modernisation 13

'Challenge of a Workplace' 14

Reduction in Public Service Numbers – Govt. Decision 2003 14

Section 3
Implementation of recommendations 2000 to 2006

Introduction 16

Defence Forces Organisational Structure 16

Personnel – General (Human Resources Management) 16

Recruitment 18

Convergence Issues 18

Revised Officer Promotion System 18

Commissioned from the Ranks (CFR) 19

Progress on Equality Issues 19

Civilianisation 19

Overseas Operations 20

Training and Interoperability 23

Pay to Non-Pay Ratio 25

Equipment and Establishment of HLPPG 25

Infrastructure 27

Statutory authority for management of the Curragh 28

Decentralisation 28

Air Corps 28

Naval Service 30

Other Defence Force elements 30

Reserve Defence Force 31

Civil Defence 32

Civil – Military Management 33

Changes within the Department of Defence 33

Section 4
Conclusion and Recommendations

Overall Assessment 36

EXECUTIVE SUMMARY

The White Paper on Defence was published in February 2000. This was the first-ever White Paper on Defence and it set out the policy framework and development strategy for the period to 2010. The overall Government objective was to achieve affordable and sustainable Defence Forces capable of fulfilling the roles laid down by the Government: "A major objective (of the White Paper) is to ensure that Ireland has a world-class military organisation", (Minister for Defence, foreword to the White Paper, February 2000).

In addition to confirming the roles of the Defence Forces and providing a policy framework, the White Paper set out specific recommendations for change, re-organisation and investment throughout the Defence organisation. The programme for development and change was directed at "the provision of Defence Forces organised, maintained and equipped on conventional military lines to ensure a defence capacity suited to current and contingent needs". Achieving the appropriate balance between pay and non-pay investment was a key factor. Building on progress already underway on the development of Defence Forces capabilities, the aim was to have a sustainable world-class organisation, trained and equipped to deliver the roles laid down by Government. The White Paper mapped the way ahead for the management of the Defence organisation, including reserves, and for Civil Defence.

The ongoing modernisation of defence has coincided with the evolution of significant challenges. While the security threat is assessed as low, the international defence and security environment has changed appreciably since September 11, 2001 and subsequent terrorist actions worldwide. The asymmetric threat posed by Islamist extremism presents new challenges, especially to intelligence organisations, including military intelligence. In peace support missions, the UN has revised its policy and approach. International peace support missions are now more robust in nature and more complex. More precise requests for the commitment of interoperable, sustainable and operationally effective contingents have arisen under European Security and Defence Policy. The Government has decided that Ireland will participate in the Nordic EU battlegroup. It is prudent to assume that the rate of change in the general defence environment will continue to challenge defence agencies in the coming years.

Substantial progress has been made in implementing the White Paper. As set out in this review, most of the recommendations for change have been implemented or are being implemented according to agreed timetables. These include reductions in numbers, investment in equipment and infrastructure, continuous recruitment, the re-organisation of the Reserve, Civil Defence, etc. Other recommendations, such as civilianisation, require further work in order that progress can be made. Arising from the White Paper and the implementation of the report "Response to the Challenge of a Workplace", particular progress has been made in Human Resources development and management, the key resource area of the Defence organisation.

The policy framework set out by Government in the White Paper covers the period to 2010. Implementation of the White Paper recommendations is continuing. Capability is being evolved to meet known and emerging demands. The need to attract and retain suitable personnel as well as the delivery of modernisation and value for money, central issues in the Framework Partnership Agreement, are informing this process. In addition, the Defence organisation is responding to the

changes in the defence and security environment and in the workplace. In doing so, it is drawing on the improvements in capability and effectiveness delivered by implementation of the White Paper.

Appropriate resources are crucial to successfully achieving the overall goals set by Government for defence. At a minimum, that requires a continuation of Government policy on the re-investment of payroll savings and the proceeds of property sales in the Defence Forces.

SECTION 1
INTRODUCTION

SECTION 1
INTRODUCTION

Review Background

As 2005 marked the mid-point in the 10-year period envisaged in the White Paper, the Minister requested that a review of progress be carried out. The Review focuses on implementation of specific recommendations in the White Paper. Policy parameters, strategic objectives and the roles of the Defence Forces, are set for the duration of the White Paper.

A Civil / Military Steering Group and Working Group were established to carry out the Review. The members of these Groups were:

Steering Group:

Major General S. Brennan
(Replaced by Major General P. Nash)

Asst. Secretary Mr M. Quinn

Working Group:

Colonel G. Hegarty,
Colonel D. Ashe,
Colonel M. Finn

Ms B. O'Doherty, Principal Officer
Mr C. Murphy, Principal Officer
Mr B. Coghlan, Principal Officer
Mr J. Blighe, Principal Officer

Mr R. Mooney Assistant Principal Officer, Planning & Organisation Branch, Department of Defence, was Secretary to the Group.

Terms of Reference

The Steering Group agreed the following terms of reference for the Review:

- *to report to the Minister on the extent to which relevant White Paper goals, objectives, plans and recommendations have been achieved or implemented and to recommend any relevant action; and,*
- *to make any other recommendations as the Group sees fit.*
- *In pursuit of the above the Review Group may, without prejudice to the generality of the terms of reference, take into account in its deliberations all relevant current and anticipated environmental and other factors.*

Goals of the White Paper

Before moving on to the substance of this review it is appropriate to note the key goals of the White Paper:

The key goals of the White Paper are:

- *To provide a light infantry based force with an appropriate level of all-arms capability;*
- *To provide sufficient forces and capabilities to meet needs at home and to make a significant contribution abroad;*
- *To put in place a more cohesive and better equipped force than exists at present;*
- *To provide significant additional resources for equipment and infrastructure broadly within the existing level of financial allocation.*

(Page1, para 3)

In addition the White Paper outlined the basis for the future development of Civil Defence Policy and Chapter 7 of the White Paper specifically addresses Civil Defence.

It was noted that the key goals would require the creation of a balanced and flexible military organisation, which had sufficient depth in terms of personnel, doctrine, training, organisation and equipment to meet expected future needs. It was also noted that the then organisation provided a strong starting point but that a process of continuous change would be needed to ensure that the State had effective and efficient Defence capabilities relevant to its needs.

(Page 1, para 4)

The White Paper recognised that the change and reorganisation recommended was complementary to the growing focus on strategic management in the public service. The White Paper set out a policy framework and development strategy for defence for the decade leading to 2010 including a new approach to enable the management of defence to respond in a dynamic way to future needs. It was also acknowledged that the development strategy would build on the reorganisation and reform process begun in the 1990's. (1.1.1, 1.1.2).

Key Recommendations

The White Paper contained many detailed recommendations aimed at achieving these goals. The most significant of these can be summarised as follows:

- achieve a balance of 70: 30 in terms of pay to non-pay ratio in the defence budget;

- reduction in Defence Forces numbers by 1,000 and allocation of 100% of pay savings to investment in equipment and infrastructure;
- allocation of 100% of the proceeds of property sales to equipment and infrastructure;
- development of the Army based on a three brigade structure and along the lines of "…a light infantry based force with an appropriate level of all-arms capability";
- development of the Air Corps and major investment in equipment;
- a new ship for the Naval Service and efficiency and effectiveness measures to enhance fishery protection;
- continuous recruitment to the Defence Forces;
- development of a comprehensive personnel management system;
- development of the Reserve, including a new organisational structure and investment in training and equipment;
- new emphasis on the Department's role in policy development, Departmental human resources management, and a reduction of 10% in Dept of Defence staff numbers;
- continued development of Civil Defence and an increase in funding;
- establishment of a new statutory authority to manage the Curragh lands.

Review outline

The review is structured as follows:

Section 2 outlines environmental changes that have occurred since publication of the White Paper;

Section 3 examines the detailed recommendations contained in the White Paper and the effect of the environmental changes since 2000 and reports on progress to date;

Section 4 assesses the degree to which the key goals outlined in the White Paper have been achieved.

SECTION 2
ENVIRONMENTAL CHANGE 2000 - 2006

SECTION 2
ENVIRONMENTAL CHANGE 2000 TO 2006

The White Paper in 2000 built on progress already under way to set out fundamental and comprehensive change for the Defence organisation. Coincidentally, the challenges emerging in the international security environment resulted in significant changes in the structures and approaches of International organisations including the UN, European Union and NATO PfP. The domestic security situation has also evolved. As a result, the Defence organisation has had to respond to substantial changes, such as the more complex and demanding nature of international peace support operations, during a period of internal transformation. The roles assigned by Government to the Defence Forces have not changed but the approach to fulfilling these roles, particularly in respect of overseas service, has become more demanding.

International Developments

UNITED NATIONS

The UN response to conflicts in Africa and the Balkans in the 1990s was widely criticised and led to a period of self-examination by the UN. In 2000 the Brahimi Panel report referred to the changed nature of conflicts and highlighted the consequent need for, inter alia, quick response to complex and volatile situations far beyond traditional peacekeeping with western nations in particular being called upon to provide self-deploying, self-sustaining, quick reaction forces. The report emphasised Chapter VII peace enforcement operations and the requirement for operations to be capable of applying credible coercive force. This change in the traditional role of the peacekeeper has necessitated the Defence Forces to be equipped, trained and prepared, not least psychologically, to meet these new requirements.

A report by the UN Secretary General's High Level Panel on Threats, Challenges, and Change entitled 'A More Secure World: Our Shared Responsibility' (2004), emphasises the need for collective security and for security to be addressed at the global, regional and national level. The report identifies six clusters of threats:

- Economic and social, including poverty, infectious disease, and environmental degradation;
- Interstate conflict;
- Internal conflict, including civil war, genocide, and other large scale atrocities;
- Nuclear, radiological, chemical and biological weapons;
- Terrorism;
- International organised crime.

EUROPEAN UNION

The period since 2000 has seen significant development arising from the European Security and Defence Policy (ESDP), in terms both of operations and organisation structures. The continuing evolution of ESDP as a key agenda for the EU has impacted on Ireland's foreign policy agenda and has given rise to significant demands on the Defence organisation and the Defence Forces in order that Ireland can engage effectively and proactively within the Union.

The ambitions of the ESDP are set out in the Treaty on European Union as humanitarian and rescue tasks, peacekeeping tasks and tasks of combat forces in crisis management, including peacemaking (the Petersberg Tasks). The period since 2000 has seen a transition from "institution building" to the undertaking of actual civil and military operations. The Political and Security Committee (PSC) and the Military Committee (EUMC) were formally established. The EUMC provides the PSC with military advice. A military staff was formally created (EUMS) within the Council of the European Union providing situation awareness, development of operational concepts and strategic planning for operations. The European Security Strategy was adopted by the Heads of State and Government in 2003 identifying threats and establishing more coherence in conflict prevention and crisis response, including military capability. The European Defence Agency (EDA) was established by the Heads of State and Government in 2004.

In the period since 2000 the EU has demonstrated its developing capability by undertaking both civilian and military operations. In 2003 the EU launched its first military mission, under UN mandate, in the Former Yugoslav Republic of Macedonia (FYROM). Since then there have been further EU-led military missions in the Democratic Republic of The Congo (DRC), Sudan, Bosnia & Herzegovina and Indonesia.

In 2004 the Headline Goal 2010 was adopted. Member States have made commitments to the new Goal, with an emphasis on the quality and rapid response capability of force contributions. The Headline Goal introduced the Battlegroup concept. In this regard, in November 2006, the Government approved the provision of a contingent of the Permanent Defence Force to participate in a Nordic Battlegroup.

NATO'S PARTNERSHIP FOR PEACE (PFP) AND PLANNING AND REVIEW PROCESS (PARP)

Ireland had just joined PfP when the White Paper was approved by Government. As anticipated, PfP continues to benefit the Defence Forces by enhancing their capacity for multi-national peacekeeping. In 2001 Ireland joined the Planning and Review Process (PARP). The Defence Forces attend training courses and workshops under PfP PARP, aimed at developing best practice and improving the level of interoperability between forces in the context of Peace Support Operations and the Petersberg Tasks. The focus in PARP is on enhancing interoperability and familiarity with operating procedures in a multi-national environment. Of course, the Defence Forces also continue to feed their considerable experience in these fields into this process.

In 2003 Ireland agreed to make available a range of military capabilities outlined in a palette of forces for UN mandated Peace Support Operations under NATO/PfP

Ireland's commitment of 850 personnel to the UN Standby Arrangements System (UNSAS) also comprehends the palette of forces offered to PfP and the EU Headline Goal.

International Terrorism

The events of September 11, 2001 and subsequent events worldwide, have brought international terrorism to centre stage and have made important new demands of security and defence organisations, particularly in the field of intelligence. It is generally agreed that in the period ahead, the risks to international stability seem more likely to come from terrorism than from conventional military threats. Ireland cannot consider itself immune from this threat, including the potential use of the country as a transitory location by terrorist organisations, or as a base/safe haven to facilitate attacks in other jurisdictions. Effective intelligence and a multi-faceted, international and multi-agency approach are at the core of the response to threats posed by international terrorism. In this regard, the Defence Forces and An Gárda Siochána perform complementary roles in relation to State security and the Defence Forces perform the primary role in relation to security of their forces deployed overseas. The Secretary-General and the Chief of Staff attend the National Security Committee.

Enhancing intelligence capabilities and analytical processes are key priorities. Mutual assistance and co-operation is maintained between the Irish security services, including military intelligence, those of like-minded countries and international organisations.

Domestic Security Situation

The domestic security situation has continued to improve since the Good Friday Agreement. However, continuing indigenous threats remain. As stated in the latest report of the Independent Monitoring Group, dissident republican groups remain dangerous and ruthless, willing to commit extreme terrorist violence, and loyalist groups remain involved in a range of crimes, which differ from group to group. While the level of Border operations by the Defence Forces has eased considerably, other static security and escort 'aid to the civil power' (ATCP) operations remain. In the case of significant events the Defence Forces have also been called on to provide Brigade level (2,500) support to the Gárdai, e.g. during Ireland's presidency of the EU in 2004. This support usually calls for military protection tasks, riot control teams and air and maritime operations.

The Office of Emergency Planning (OEP) was established by Government in the Department of Defence following the events of September 11, 2001. This civil-military Office has the objective of co-ordination of emergency planning across all Government Departments and other key public authorities and to oversee the emergency planning process in general. The OEP supports the work

of the Government Task Force on Emergency Planning, which is chaired by the Minister for Defence. The Task Force continues to meet regularly as does the Interdepartmental Group on Emergency Planning.

The Defence Forces play a major supporting role in the emergency preparations of many public sector organisations. To facilitate a higher level of effectiveness in emergency planning, Government Departments are being asked to set out their requirements in the form of MOUs.

Improvised explosive devices using conventional and fabricated explosives remain the weapon of choice of the international terrorist. In the aftermath of September 11, the Defence Forces Explosive Ordnance Disposal (EOD) teams were quickly equipped and trained to deal with scores of incidents where packages suspected of containing anthrax were found. Effective intelligence links are important in maintaining the Defence Forces capability in EOD. The aim is to maintain the capability to respond to threats as they emerge in EOD and also in the area of Chemical, Biological, Radiological and Nuclear (CBRN).

Other Environmental Factors

The defence and security environment is the most significant influence on the defence organisation and its planning for the future. To get a fuller picture of the changed environment in the period under review it is appropriate to note other significant influences and their impact in the period since 2000.

Public Service Modernisation

The Defence organisation has delivered significant change and modernisation in line with the Strategic Management Initiative and the 'Action Plans' under the Social Partnership Agreements. This change and modernisation has been achieved in strategic and business planning, financial management, human resource management and customer services, while also remaining consistent with the White Paper objectives.

Developments in the Human Resources (HR) area are considered in detail elsewhere in this Review. Greater emphasis on strategic planning and on policy formulation and review has been achieved and business planning and review is well established. The introduction of the Management Information Framework (MIF) across the organisation has been a significant project, enhancing and improving business processes. Risk management procedures and structures have been integrated into all areas of Defence activity and strategies are used to manage and, where practical, eliminate or reduce risk in the pursuit of stated strategic goals. Regulatory Reform is being advanced. Customer Service Action Plans have been introduced by the Department of Defence and the Defence Forces. The Performance Management and Development System (PMDS) has been successfully implemented in the Department of Defence and the Partnership Process in the Department and the Defence Forces is robust.

'Challenge of a Workplace'

Following allegations of bullying and harassment in the Defence Forces in 2001, an external advisory committee, chaired by Dr. Eileen Doyle, was tasked with examining this issue in the Defence Forces and the committee presented their original report, "The Challenge of a Workplace", in March 2002. This independent report addressed a wide range of interpersonal issues within the Defence Forces and its contents and recommendations were accepted in full. This report complemented many of the recommendations contained in the White Paper relating to Human Resource Management. Specific initiatives implemented are dealt with later in this Review. Dr. Doyle also chaired a Monitoring Group that reviewed progress and produced a report entitled "Response to the Challenge of a Workplace" in 2004. There is a commitment to review progress again in 2007.

Reduction in Public Service Numbers – Government decision 2003

In July 2003, the Government decided that public service numbers should be reduced by 5,000 over three (3) years. The required reduction for the Defence organisation was 416, with 250 coming from the Defence Forces, 150 from civilians employed with the Defence Forces and 16 civil servants in the Department of Defence. The reductions were fully implemented by the end of 2005.

SECTION 3
IMPLEMENTATION OF RECOMMENDATIONS 2000 TO 2006

SECTION 3
IMPLEMENTATION OF RECOMMENDATIONS 2000 TO 2006

Introduction

This section encompasses some of the more important recommendations made in Chapters 4, 5, 6, 7, 8 and 9 of the White Paper.

As stated earlier this Review does not re-open matters of policy established by Government in the White Paper. Neither is it a detailed audit of every recommendation in the White Paper. It is rather a mid-term assessment of progress made and includes the identification of areas requiring further attention, particularly in the context of the changed security environment.

Section 4.3: Defence Forces Organisational Structure

The White Paper specified a strength of 10,500 for the Defence Forces and provided for an additional 250 personnel in training at any one time. The White Paper directed the Chief of Staff to produce a plan to implement the required reduction (from 11,500) and this was achieved. In June 2003, as part of the Government's measures to reduce public service numbers, the authority to have the additional 250 personnel in training was withdrawn.

Para 4.3.17 also authorised the Chief of Staff to carry out any further "…organisational adjustments..." necessary to reflect the White Paper's requirements, subject to an implementation plan to be approved by the Minister. The overall strength of the PDF has been reduced to 10,500. It is important that the organisational structure is such that available numbers can be deployed in the most effective way to carry out the tasks assigned. The objective in reviewing Army organisation is to eliminate structural factors and imbalances, which militate against the achievement of the White Paper goal of a more flexible and deployable light infantry based force.

Several factors impinge on the attainment of the optimal army organisation: changes in the period since the White Paper in the nature of overseas deployments and the introduction of the Lead Brigade concept, the inability to redeploy personnel in certain circumstances, pre and post 1993 conditions of overseas service, barracks infrastructure, convergence issues and commitments to the EU Headline Goal. Work is continuing to design and implement the most appropriate and flexible organisation.

Para 4.5.5, 4.5.6: Personnel - General (Human Resource Management)

The White Paper noted that the adaptability, professionalism and commitment of personnel within the Defence Organisation are a key strategic resource. This has been recognised by the fact that one of the four Defence Forces Strategic Goals, as outlined in the Defence Forces Strategy Statement 2005-2007 now relates specifically to Human Resource Management (HRM), namely:

- *"To recruit, develop, motivate and sustain effective human resources to support the delivery of military capability and defence outputs".*

The White Paper set out the elements to be included in an Integrated Personnel Management Plan.

Considerable effort is invested by the Department of Defence, Defence Forces and Representative Associations in the ongoing improvement of Human Resources in the Defence Forces. A great deal has been achieved to date in the areas of recruitment and selection, graduate intake of Officer Cadets, award of cadetships to enlisted personnel, training and development, promotion agreements, equality issues, review of contracts for Enlisted Personnel, complaints procedures and the lowering of the age profile within the Defence Forces.

An independent monitoring group was established in May 2002 to oversee the implementation of the recommendations contained in "The Challenge of a Workplace". A progress report, "Response to the Challenge of a Workplace", was launched by the Minister for Defence in September 2004. Arising from the Doyle report, a number of steps have been taken. Firm guiding principles have been set out in the Defence Forces *Dignity in the Workplace* Charter. A major educational awareness programme is ongoing throughout the Defence Forces. A new administrative instruction on interpersonal relationships was introduced in March 2003. The instruction and a user's guide were distributed to every member of the Defence Forces.

Designated contact persons (DCPs) have been fully trained and are deployed throughout all Defence Forces posts and barracks, both nationwide and overseas. The DCPs facilitate the operation of the formal and informal procedures that may be used by any party wishing to institute a complaint. An independent, external confidential freephone helpline and counselling service was set up for members of the Permanent Defence Force in March 2003. An independent pilot project of exit interviews seeking the experiences and views of outgoing members of the Permanent Defence Force was conducted. Leadership training has been given by external experts and has been the subject of NCO focus groups with an emphasis on "training the trainers". Changes in cadet school instruction have been initiated, with issues concerning the ranking, selection and training for cadet school instructors being addressed.

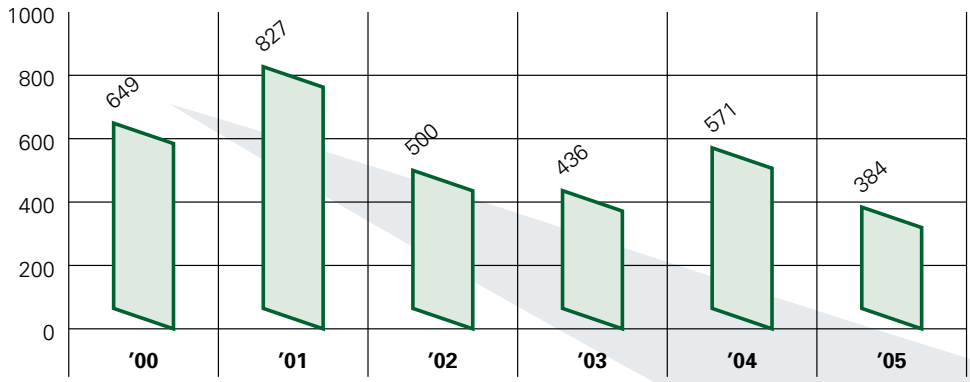
Defence Forces regulations, administrative instructions, policies and procedures have been reviewed by an equality steering group under a Labour Court chairperson. An officer within the Defence Forces Human Resources Management section has been assigned responsibility for equality matters. A training circular entitled *Military Code of Conduct* for students and instructors in all training environments was issued in 2004 and was followed by an extensive series of associated workshops for all relevant personnel. A further independent review of progress in this area is scheduled to take place in 2007.

The Ombudsman (Defence Forces) Act, was enacted in 2004, and the first Ombudsman for the Defence Forces was appointed in 2005.

A new Defence Forces HR Strategy was published by the Chief of Staff in 2006 outlining a human resource strategy framework to 2010. It reflects the reports described above, HR elements of the Government's 'Modernisation Agenda' and the White Paper objectives.

Para 4.5.5, 4.5.6: Recruitment

The White Paper confirmed a policy of regular recruitment aimed at maintaining the capabilities of the Defence Forces. Authority for the recruitment and advertising process has been delegated to the Chief of Staff. As can be seen from the table below the Defence Forces has maintained a regular intake of recruits since 2000. Its recruiting campaign 'A Life Less Ordinary' won the Independent Newspapers 'Excellence in Recruitment Advertising Award (2000/01).



Para 4.5.5: Convergence Issues

Meeting targets relating to downsizing has led to some rank and specialist imbalances and geographic anomalies. Some of the difficulties in resolving this issue arise from the constraints in transferring personnel between locations and Corps. These are not easily resolved. Efforts to address/minimise this issue will continue.

Para's 4.5.5 & 4.5.6: Revised Officer Promotion System

A promotion system for Officers in the Army and Air Corps giving increased emphasis to merit was agreed between the Department and the Representative Associations in 2004. This system is currently operating effectively and is scheduled to run until 2009. Agreement has recently been reached in respect of a similar system for the Naval Service. These competitions now allow for the promotion of some personnel to achieve higher rank earlier in their careers while ensuring the continuation of reasonable career expectations (4.3.10).

Para 4.5.5: Commissioned from the Ranks (CFR)

The White Paper included a commitment to "Regular schemes to commission enlisted personnel as officers in the Army, Air Corps and Naval Service". The Defence Forces Action Plan under *Sustaining Progress* provided for an "integrated officer induction and initial training system that will provide for regular intakes of school leavers, graduates and personnel with service in the enlisted ranks of the PDF". More favourable conditions are now in place to attract both graduates and enlisted personnel. The upper age limit for officer cadet entry has been increased substantially and bonus marks are awarded to serving enlisted personnel presenting for interview. This has resulted in an increased number of enlisted personnel and graduates being selected as cadets in recent years. A dedicated CFR scheme for those enlisted personnel not eligible for a cadetship is being advanced and will be held early in 2007. The outcome of this scheme will contribute to the development of future policy for such schemes.

Para 4.5.5: Progress on Equality Issues

Since the publication of the White Paper the following are some of the advances that have been made in this important area:

- An Equality Officer has been appointed within Defence Forces HRM Section;
- An Equality Policy and an Equal Status Policy have been formulated;
- The relevant Defence Forces Regulation (DFR) has been updated and amended;
- A section on Equality is now included in the New Entrants Information Handbook issued to all inductees;
- The Defence Forces approach to multi-culturalism is now formulated.

Para 4.5.9, 4.5.10, 4.5.11: Civilianisation

The White Paper stated that civilianisation would "…. release personnel for operational duties for which they are specifically trained…"(4.5.9) and "…from essentially administrative tasks…."(4.5.10). It also stated that "..operational considerations do require that core military technical capabilities are retained within the Defence Forces" (4.5.10). Clearly, the objective of this proposal was to free soldiers for operational duties and increase the operational capacity of the Defence Forces. Some contracting out of services had taken place and has been found to be successful, e.g. front-of-house catering. Options will continue to be explored on a civil/military basis subject to the Government decision (4.3.19) that there would be no further review of the strength of the Defence Forces in the lifetime of the White Paper.

Para 4.4 and Chapter 6 : Overseas Operations:

The White Paper stated that "Overseas Operations have been an important dimension of meeting Ireland's international obligations, have significant training and morale-boosting benefits for the Defence Forces and enhance this country's standing on the international stage" (4.4.1).

6.3.6: Under the United Nations Stand-by Arrangements System (UNSAS) Ireland provides for up to 850 Defence Forces personnel to serve overseas at any one time. The same figure is pledged for EU-led Peace Support missions in the 'Palette of Forces' offer to the Helsinki Headline Goal (HHG). At 01 November 2006 the Defence Forces had a total 816 personnel serving overseas, including units in Liberia, Kosovo and Lebanon.

6.3.11: Since 2000 the Defence Forces have fundamentally reviewed how they prepare and undertake overseas deployments. Preparations for the provision of overseas units are based on the 'Lead Brigade' concept. Nominated Brigades have the responsibility for the provision of a Light Infantry Battalion during its period on standby. This is normally for a period of twelve months, incorporating a six month pre-deployment phase at home followed by a six month deployment phase overseas. While the Lead Brigade concept does not mean that the overseas unit is drawn in its entirety from a home battalion, it is broadly based on a home battalion and has proved to be an effective tool in the preparation and provision of personnel to meet Government commitments to overseas Peace Support operations.

In November 2006, the Government approved Ireland's participation in the Nordic EU battlegroup led by Sweden and which goes on standby in January 2008. The proposed Irish Defence Forces contribution will involve an EOD/IEDD contingent with its own security detail, together with staff posts at the Operational and Force headquarters. The total number of Defence Forces personnel involved is expected to be somewhere between 80 and 100 which may arise should the battlegroup be called on to undertake an operation. Any contribution to a battlegroup will be met within the context of the overall ceiling of 850 personnel serving overseas at any one time. Joint training for the Nordic battlegroup, including field manoeuvres, will take place in Sweden in September/October 2007. This has been facilitated by an amendment to the Defence Act in 2006 that provides for, inter alia, training overseas. Preparation for and participation in the battlegroup further underpins the progress made by the Defence Forces as well as the requirement to continually develop the capability to undertake overseas missions, possibly at very short notice.

There have been significant other developments with regard to overseas missions since the White Paper was published. As already stated, most missions are now mandated under Chapter VII of the UN Charter. A rigorous review of overseas deployments was undertaken as recommended at paragraph 6.3.2. As a result and in the light of political developments in the region, the Government decided to withdraw the Irish Battalion from South Lebanon in October 2001, after a period of 23 years.

The Government then approved the Defence Forces undertaking a variety of short-term smaller deployments in East Timor and Eritrea. These deployments broadened the skills base and exercised the logistic requirement associated with such deployments that benefited the Defence Forces for the larger and more significant deployments that followed. (6.4.2)

In 2003, reflecting its enhanced capability and increased interoperability, the Defence Forces were in a position to deploy a mechanised Infantry Group to replace a small Transport Company in the UN-authorised, NATO-led KFOR (Kosovo Force). An APC Company was deployed initially as part of a Finnish/Irish Battalion and more recently has been operating independently in its own area of responsibility as part of a Multi-National Task Force Centre (MNTF-C). In mid 2006 the Government approved the assumption by the Defence Forces of 'Framework Nation' in MNTF-C, KFOR from August 2007 for a period of one year. This is a significant undertaking and will challenge the Defence Forces to further enhance capacity in this area.

The deployment to Liberia in November 2003 (UNMIL) under Chapter VII of the UN Charter illustrated the enhanced capacity of the Defence Forces in personnel and equipment (6.4.13). The mission was a new departure for the Defence Forces. It was expeditionary in that it required self-deployment to a green field site and self-sustainment on site. It was also the first time the Defence Forces had provided an APC-mounted quick reaction force (QRF). Reconnaissance of the mission area was conducted by a Special Operations Group (SOG), supported by a Naval service vessel. Later, a Swedish mechanised company was successfully absorbed into the unit. In December 2005 the QRF's remit was extended to include Sierra Leone by way of the provision of support for the Special Court for Sierra Leone. The outstanding success of this challenging deployment highlights the transformation of the Defence Forces.

The depth of progress achieved was further highlighted in 2006 as the Defence Forces responded to the Governments decision to quickly deploy a unit to the enhanced UNIFIL mission in South Lebanon. The Defence Forces deployed an Infantry Group of 158 personnel on 31 October 2006. This Mechanised Group is operating as part of the fully integrated Finnish-Irish Battalion, with Finland as the 'lead nation'.

With the recent deployment to UNIFIL the Defence Forces have mechanised units serving simultaneously in three different theatres: UNMIL in West Africa, KFOR in The Balkans and UNIFIL in the Middle East. Additionally the Defence Forces have now deployed a full range of new 'life sustaining' technologies, in order to make life in the harsh environments more endurable for the deployed units. These technologies include such equipments as water treatment plants, containerised ablutions and associated sewage treatment plants and internet cafes, (6.4.12)

In any given calendar year up to 2,000 personnel are either overseas, preparing to deploy or returning from a tour of duty. The pre-deployment training for overseas missions in now a priority requirement for our large troop contributing missions, with Mission Readiness Exercises (MREs) being conducted for UNMIL, KFOR and now UNIFIL 2.

In addition to the personnel implications, these more demanding missions greatly increase the wear and tear on the equipment deployed overseas. While the Defence Forces are very well equipped as a result of the implementation of the White Paper the continued provision of resources for an increased tempo of refurbishment and replacement of this crucial equipment will arise.

The table shows the numbers and deployment of personnel serving overseas on November 1st 2006:

MISSION	NO. DEPLOYED
UNMIL (United Nations Mission in Liberia)	316
UNTSO (United Nations Truce Supervision Organisation)	13
MINURSO (United Nations Mission for the Referendum in Western Sahara)	3
MONUC (United Nations Mission in Democratic Republic of Congo)	3
ONUCI (United Nations Mission in Ivory Coast)	2
UNMIK (United Nations Mission in Kosovo)	4
UNIFIL (United Nations Mission in Lebanon)	159
UN HQ NY (United Nations Headquarters New York)	2
EUFOR Operation ALTHEA (European Union Mission in Bosnia)	57
EUFOR DRC (European Union Mission in Democratic Republic of Congo)	7
EU Support to Operation ALTHEA (Brussels)	1
EUMM (European Union Monitoring Mission in Former Yugoslavia)	5
AMM (Aceh Monitoring Mission)	1
(EU)DITF (Darfur Integrated Task Force)	3
EUMS (European Union Military Staff – Brussels)	5
ESDP (European Security and Defence Policy – Brussels)	4
KFOR (Kosovo Force – NATO / PfP)	213
ISAF (International Security Assistance Force – Afghanistan)	7
NATO / PfP Staff (Brussels)	3
OSCE (Organisation for Security and Co-operation in Europe)	8
TOTAL PERSONNEL OVERSEAS 01 NOVEMBER 2006	**816**

Para 4.6: Training and Interoperability:

The White Paper states that "The primary focus of the Defence Forces, when not engaged in operations, is training and preparation" (4.6.1). In line with the recommendations of the White Paper there have been significant improvements in training in both qualitative and quantitative terms. The development of operational capability has been the overriding objective.

Participation in ESDP marked a new departure for Defence Forces personnel as they had no previous involvement or experience working at the operational or military strategic levels. This was complicated by the pace of development of military concepts and doctrine to support new thinking on crisis management operations. The professional military education system was radically overhauled to prepare Defence Forces personnel to meet the new challenges.

The Defence Forces train all corps for conventional operations to provide flexible capability to meet all of the roles laid down by Government (4.6.1). In 2006 the Defence Forces conducted 56 collective training exercises, 300 different skills courses across the full spectrum of complexity from pilot training to field catering courses, together with 25 career advancement courses for officers and NCOs.

Increasing use is made of simulators and electronic simulation systems and the Defence Forces participate in international computer based exercises such as the NATO/PfP VIKING series (4.6.3). Robust and realistic collective training exercises are prepared, supported and conducted by Brigades (4.6.2). Pre-deployment training packages including realistic Mission Readiness Exercises are devised, conducted and validated to ensure that units proceeding on Chapter VII peace support operations are thoroughly prepared. Since the publication of the White Paper, 5,875 personnel have undergone such training prior to deploying on overseas missions.

Air Corps personnel are currently undergoing training on new aircraft. This includes Pilatus PC-9M training aircraft, utility AW 139 helicopters and light utility EC 135 helicopters.

Naval Service Training is conducted by the Naval College at two centres. All aspects of military training is conducted at the Naval Base and all aspects of professional training is conducted at the National Maritime College of Ireland (NMCI). The remit of the Naval College and the focus of Naval training is to prepare Naval personnel for the challenges of naval life in the 21st century. All of this is achieved through basic, continuous and specialist training and education, benchmarked against the highest relevant standards both nationally and internationally.

The Defence Forces have incorporated human rights training and modules on the Law of Armed Conflict in all aspects of Defence Forces training. This approach, together with emphasis on the dignity of the person and training in interpersonal relationships, is the foundation for an ethical base for Defence Forces training which contributes in turn to operational capability. In 2005, the United Nations Training School Ireland (UNTSI) was designated by the Chief of Staff as a centre of excellence for training in Human Rights and the Law of Armed Conflict (LOAC). UNTSI conducts courses for Defence Forces personnel and international students on the promotion and protection of human rights in peace support operations. These courses are organised and conducted in

conjunction with the Office of the UN Commissioner for Human Rights and the courses also receive validation from that office. All Defence Forces career courses now include instruction on Human Rights and LOAC and personnel travelling on peace support operations attend LOAC and Human Rights lectures during pre-deployment training.

Fundamental to delivering effective operational capabilities is the leadership and management of the personnel of the Defence Forces. Great emphasis has been placed on the requirement of the White Paper that all Defence Forces personnel are provided with the opportunity for personal development in order to realise their full potential during service (4.6.2). Since the White Paper the Defence Forces have overhauled the induction-training regime at both recruit and cadet entry level. Officer and NCO training has been extensively revised to ensure it is aligned with the most modern international military best practice.

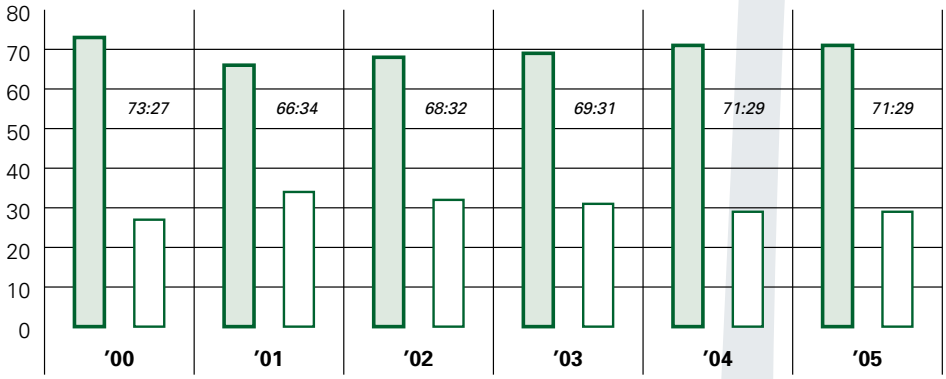
Officer and NCO career advancement courses now have academic accreditation at each appropriate level in the National Framework of Qualifications. The new Cadet Course is being reviewed by HETAC (Higher Education & Training Awards Council) for accreditation at level 7. A level 6 HETAC accreditation is awarded to NCOs who complete career advancement courses up to and including the Standard NCO Course. Senior Officers are educated to Masters level with accreditation from National University of Ireland Maynooth and a Doctorate level part-accreditation is being negotiated at present for a Defence Forces Strategic Leaders Course. Reflecting the importance of leadership training for the Defence Forces, a Defence Forces Leadership Centre was established in 2004 as a focus for leadership training throughout the organisation. Leadership doctrine, international best practice and lessons learned are disseminated to all schools and colleges of the Defence Forces through the aegis of the Centre. Seminars conducted there allow for reflection and discussion on all aspects of leadership and management as it relates to the Defence Forces at home and on peace support operations overseas.

The White Paper stated that the Defence Forces must continue to modernise its doctrine (4.6.4). A Defence Forces Doctrinal manual was developed outlining the operational level principles required to plan and conduct land operations through the full spectrum of possible conflict. It is the organisation's keystone document and, following approval by the Defence Forces Doctrinal Board, it was issued by direction of the Minister for Defence in January 2001. As doctrine must be assessed on a continuous basis, the Defence Forces is presently re-examining its doctrinal requirements in the context of the changing nature of conflict and related technological developments, including the examination of the development of a dedicated doctrinal development centre.

The Defence Forces continue to chart a way forward for the development of doctrine, training management and training structures and methodologies that will best serve the future needs of the organisation. These include induction, continuation and collective training, infrastructure and resources, electronic simulation systems and technological complexity.

Para 4.2.3. & 9.3.1: Pay to Non-Pay Ratio

The achievement and maintenance of a 70: 30 pay to non-pay ratio in the expenditure on defence was identified by the White Paper as critical to ensuring a sustainable defence capability. The reallocation of payroll savings from the reduction in strength of the PDF and the reinvestment of the proceeds of the sale of Defence property have contributed to the achievement of the results set out in the table below. This rebalancing has allowed the development of a significant planned programme of infrastructural improvement and defence equipment procurement. Approximately €200 million in pay savings and €95 million from sales of properties have accrued since 2000.



The trend is recent years is for the ratio to move out of balance. This reflects the increases in the pay bill and highlights the necessity to continue the financing of the equipment programme for the Defence Forces.

Para 4.9 and Chapter 9: Equipment and Establishment of HLPPG

The establishment of the High Level Civil-Military Planning and Procurement Group (HLPPG), (Para 4.9.5) has led to a more focussed and streamlined approach to the issue of defence procurement. An ambitious and co-ordinated 10-year plan for defensive equipment procurement is now in place.

Listed below are some examples of equipment purchases:

DEFENCE EQUIPMENT ITEM		EXPENDITURE (MILLION €)	TOTAL EXPENDITURE
ARMY			
Vehicles:	- Armoured (Mowag)	102	
	- Soft Skinned (Gen Transport)	36	
Javelin Anti-Tank Weapon System		13	
Infantry Support Weapons and Small Arms		14	
Artillery Weapons and Equipment		8	
CBRN* Protective equipment		8	
Night Vision Equipment		9	
EOD** Equipment		1.5	
Signal Communication Equipment		10	
Personal Protection (Helmet Body Armour)		14	
Field Accommodation (Tentage and Ancillaries)		4	
Army Total			**219.5**

**CBRN: Chemical Biological Radiological Nuclear*

***EOD: Explosive Ordnance Disposal*

DEFENCE EQUIPMENT ITEM	EXPENDITURE (MILLION €)	TOTAL EXPENDITURE
NAVAL SERVICE		
LE NIAMH – Vessel	25	
Naval Service Total		**25**
AIR CORPS		
Helicopters (EC 135 P2)	13	
Learjet	10	
Trainer Aircraft (Pilatus PC-9M)	60	
Air Corps Total		**83**
Ammunition	**63**	**63**
DEFENCE FORCES – TOTAL		**390.5m**

Para 4.7.1, 4.7.3, 4.7.4, 4.7.5, 4.7.6, 4.7.10 : Infrastructure

The Capital Expenditure available for the development and renovation of infrastructure for the period 2000-2005 was made possible by pay savings arising from the reduction in numbers of personnel and the sale of properties. Clancy Barracks was vacated on 21 December 2001 (4.7.1). The issue of the multiplicity of locations (4.7.3) and the rationalisation of properties (4.7.6) remains largely as described in the White Paper. Some ninety-one (91) married quarters have been sold at Orchard Park in the Curragh since 2001 (4.7.10).

The infrastructural development programme undertaken in the period, valued at in excess of €115m, was unprecedented and has led to a major improvement in facilities in all barracks and installations in the Defence Forces.

Major upgrading of accommodation and training facilities was undertaken, including McKee Barracks, Cathal Brugha Barracks, Sarsfield Barracks, Custume Barracks, Dun Ui Mhaoiliosa, Kickham Barracks, and in the Defence Forces Training Centre.

Major improvements have also been made in the accommodation and services in the main training areas in Coolmoney Camp and Kilworth Camp including the modernisation of accommodation units and the installation of new water supply, fire fighting, and sewage systems. Accommodation, dining and ablution facilities have also been upgraded in Bere Island.

A new sports centre (Gymnasium/Swimming Pool) was completed in the Defence Forces Training Centre and a new Gymnasium constructed in Collins Barracks Cork.

Works carried out in Casement Aerodrome in the period include the upgrading of runways, the modernisation of refuelling facilities, the construction of a new Hangar and a new headquarters building for the Helicopter wing, and a new Transport Workshop. The construction of a new Avionics Workshop is underway at present.

Projects undertaken in the Naval Base in Haulbowline include the upgrading of accommodation facilities, the construction of a new Technical Stores and upgrading of fuel storage facilities.

Other projects undertaken in the period include the construction of a new Combined Vehicle Workshop, garaging facilities for armoured vehicles, ammunition storage facilities and a new Combat Support College in the Defence Forces Training Centre, new dining facilities in Dun Ui Mhaoiliosa and Sarsfield Barracks, a new NCO's Mess in Custume Barracks and the upgrading of Privates Messes in Finner Camp, Collins Barracks Cork and Sarsfield Barracks.

Para 4.8.4 Statutory Authority for management of the Curragh

The Bill to establish the Curragh Authority is part of the current legislative programme.

Para 4.7.8: Decentralisation

In line with para 4.7.8 the Defence Forces' main logistics base was decentralised from Dublin to the Curragh in 2001 and the Directorates of Reserve and Military Police transferred to Kickham Barracks, Clonmel in Oct 2002.

In line with the Government announcement on decentralisation in December 2003, Defence Forces Headquarters will move to the Curragh Camp and the Department of Defence will move to Newbridge, Co Kildare. The plans for the decentralisation to both locations are being advanced in conjunction with the Office of Public Works.

Para 4.10: The Air Corps

The Air Corps new organisation structure with a manpower level of 930 has been fully implemented. The command structure reflects that of the Defence Forces with separate operations and support commands, each reporting to General Officer Commanding (GOC) Air Corps.

Para 4.10.9 recognised the "urgent equipment modernisation requirements in the Air Corps" and since 2000 the following aircraft have been acquired:

- 1 x Learjet for Ministerial Air Transport Service in Dec 2003;
- 8 x PC-9M fixed wing aircraft to take over and enhance pilot ab-initio training, Air to Ground Weapons qualification and Basic Fighter Manoeuvres training for instructors from 2004 onwards. A PC-9M fixed base simulator was part of the overall package;
- 2 x EC 135 helicopters for helicopter pilot training, limited military operations, operational training and Air Ambulance in Nov 2005. These aircraft have proven to have excellent reliability and have achieved a total flying hours output of 1,700 in the first 12 months in service;
- Six (6) utility AW 139 helicopters are being acquired, two (2) of which were delivered in November 2006. Each of these will be equipped with 2 x 7.62 calibre machine guns for aircraft self protection and will have the capability to transport approx ten (10) fully equipped troops. These will be operated by the Air Corps in a general purpose military operational and training role, with their primary tasking being security and Aid to the Civil Power, military exercises, training and operating with the Army Ranger Wing, infantry interoperability training and limited troop transport. They will also be used to perform air ambulance, inland Search and Rescue, aid to the civil community and VIP transport tasks;

- A major mid-life upgrade of the two CASA CN235 maritime patrol aircraft will be carried out in 2007 and 2008. This will incorporate a modern airborne search radar system; a modern Forward Looking Infrared system and the CASA developed Fully Integrated Tactical System (FITS);

- Comprehensive product support contracts have been put in place for the Learjet, PC9M's and EC 135's and one is at an advanced stage of negotiation for the AW139's;

- The 24/7 Search and Rescue (SAR) responsibilities of the Air Corps were terminated by Government decision in December 2003;

- A successful service incentive scheme for pilots was introduced in 2002 (4.10.6 & 4.10.17);

- The Air Corps withdrew from Gormanston in Aug 2002 (4.10.18). This has resulted in an increase in output from the Cessna FR172H aircraft previously stationed there and now supported directly at Casement Aerodrome.

- Development of Casement Aerodrome (4.10.18): The Air Corps HQ located at Casement is now fully functional and staffed in accordance with the new organisational structures. Other infrastructural developments have been successfully completed as follows:

  - Provision of new No.3 Operations (Helicopter Wing) HQ building;

  - The provision of an Instrument Landing System;

  - The provision of specialist workshop facilities building;

  - The provision of a Flight Simulator building;

  - Upgrade of the Crash Rescue Service with a new fire fighting / rescue vehicle and crews trained to international standards. An on-site fire training / crash rescue training facility has been installed and is now in service.

- Service Level Agreements (SLAs) are in place with the Departments of Justice, Equality and Law Reform (Gárda Air Support Unit - GASU), Health and Children (Air Ambulance), and Marine and Natural Resources (Fisheries) (4.10.20). The Air Corps has dedicated considerable resources to these roles in order to achieve the agreed targets. In particular, in meeting the GASU SLA requirements, Casement Aerodrome now operates on a 24 hour basis and 15 pilots are deployed on a permanent basis to the GASU operation.

The Air Corps continues to offer a broad profile of air service to the Government, the Defence Forces and Government Departments.

Para 4.11: The Naval Service

The White Paper specified that the Naval Service be based on an 8 ship flotilla and recommended a ship replacement programme (4.11.5). The LE NIAMH was commissioned in 2001 costing some €30m (4.11.6). Proposals are currently being considered for a replacement programme to provide for retirement of up to 3 vessels in the next 4/5 years.

2005 marked the completion of a five-year implementation plan for improved patrolling activity, which shows a 52% increase in patrol days at sea (4.11.9). 90% of that patrol time has been allocated to fishery protection.

An extensive implementation plan designed to deliver on "…the effectiveness and efficiency recommendations made by Price Waterhouse…" (4.11.10) was drawn up for the Naval Service and approved by the Minister. Aspects of the Plan were:

- A new organisation structure with a manpower level of 1,144. The structure has separate Operations and Support Commands, each reporting to the Flag Officer Commanding Naval Service (FOCNS);
- A Service Level Agreement (SLA) with the Department of the Marine and Natural Resources came into effect in January 2003. Additional SLAs with the Departments of Justice, Equality and Law Reform, Health and Children, and Environment and Local Government are under development;
- The service has embarked on a continuous, highly active recruitment programme, with a dedicated Recruitment Officer;
- The Naval College has collaborated with Cork Institute of Technology in the establishment, staffing and management of the National Maritime College of Ireland (NMCI). The NMCI is now the centre of Naval Service non-military and professional maritime training;
- A programme of refurbishment has been completed in the accommodation blocks of the Naval Base and a new Combined Operations and Support Building is being provided;
- The LIRGUARD fishery protection system project has been completed. This means that real time information can be passed to ships on patrol. The National Fisheries Monitoring Centre at Haulbowline is manned on a 24/7 basis.

Para 4.13: Other Defence Forces elements.

As acknowledged by the White Paper, the Army School of Music and the Equitation School make important contributions not only to the affairs of the Defence Forces but also to the community and the State. The Equitation School continues to promote the Irish Horse abroad through participation

on the International show jumping and eventing circuits with considerable success. The Army Bands are involved in a range of State ceremonial and community engagements. Some of the more recent noteworthy events were the accession ceremonies for the ten new EU states in 2004 and the 90th Anniversary Easter Parade in 2006.

Chapter 5: Reserve Defence Force (RDF)

The White Paper proposed fundamental changes for the RDF. Para 5.1 defines the need "...to build a newly-focused RDF based on the strengths of the existing arrangements but which provides for future needs through a radical new approach". The new and revitalised Reserve was to be organised and equipped on a similar basis to the PDF with a view to developing the interoperability necessary to train and conduct operations jointly.

The Reserve Defence Force Review Implementation Board (RDFRIB) was convened in Nov 2000 and consulted widely with all stakeholders. The Minister approved the implementation plan in principle, and the plan was formally launched in July 2004. The establishment was reduced to a Non-Integrated strength of 9,292 personnel for the Army Reserve and a strength of 400 personnel for the Naval Service Reserve. The White Paper also provided for a new 'Integrated' reserve to be drawn from the non-integrated force. RDFRIB recommended that it should comprise some 2,656 personnel. The total Army Reserve would therefore comprise 11,948 and the Naval Reserve 400, in all some 12,348 personnel (5.5.2). Forty-seven (47) units were effectively reduced to twenty-seven (27). This downsizing took place while raising the training standards and increasing the outputs through the harnessing and harmonising of training assets in the PDF and RDF.

Para 5.5.1 of the White Paper defines the main role of the new Reserve Defence Force in peacetime: " In peacetime the main function of the RDF should be to train and prepare for these contingency roles." This has been implemented through the development of a strategic training plan for the RDF and the inclusion of this plan in the Annual Training Directive (Para 5.8.4). The training sets out targets for all units, provides for assessment of training, and focuses on developing individual skills and unit capability.

The following are significant achievements to date:

- The new organisation of the non-integrated RDF was established on Oct 1st 2005;
- Four (4) RDF Lt-Cols have been appointed;
- A programme of standardisation of RDF dress and equipment (with the PDF) is under way. All RDF personnel are now being issued with the Disruptive Pattern Material (DPM) Battle Dress, and the Steyr AUG Rifle has become the standard issue weapon to the reserve. Infantry Battalions & Company sized units are being equipped with the same weapons as the PDF;

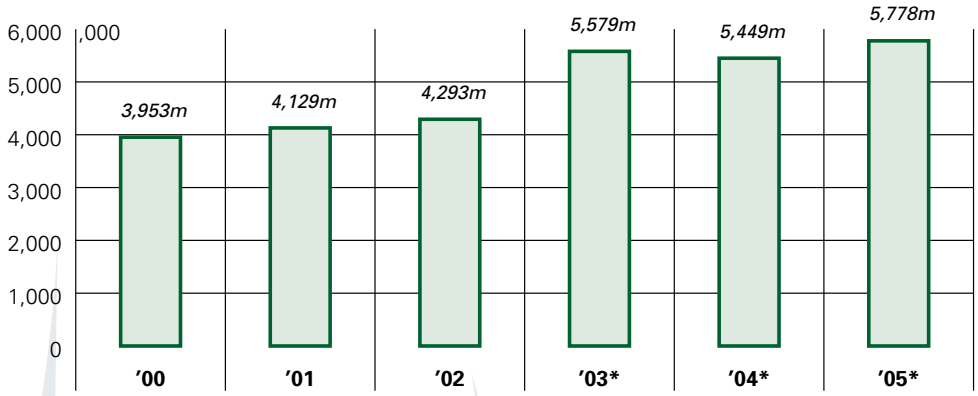
- A system of unit affiliation with the PDF has been introduced;
- The proposals for the introduction and establishment of the integrated army reserve are being progressed and the pilot phase will commence early in 2007;
- A study of the First Line Reserve and proposals for its future will be finalised in the context of the integrated project;
- The Chief of Staff's Annual Plan for the Defence Forces provides strategic direction with the training strategy captured in the Annual Training Directive. Syllabi have been reviewed and standards defined. These innovations will enhance Force Capability and lead towards the development of interoperability with the PDF in some areas.

An important recommendation in the White Paper was that members of the Reserve should have the opportunity to serve on overseas peace support operations. This recommendation is being progressed in the context of the Reserve Defence Force Review Implementation Plan and policies to support the selection of suitably qualified Reserve personnel for overseas service are being developed over the lifetime of the plan.

Paras 7.5: Civil Defence

In the period 2000 to 2006, Civil Defence has continued to enhance its capabilities to respond to emergencies as a high-quality second line service, in addition to facilitating community support services (Para 7.5.1).

The increased funding provided for in the White Paper (Para 7.5.9, 7.5.5) has enabled the organisation to procure additional vehicles, medical equipment, communications equipment, rescue equipment and to provide enhanced training resources, all of which are key factors in the enhancement of capability. The table below highlights spending over the period to end 2005.



* *Represents an increased allocation to meet defined administration costs, pursuant to the establishment of the Civil Defence Board.*

The organisation has continued to enhance its ability to operate in close support of the front-line services (Para 7.5.2) and both local and annual exercises play an important role in such development. Exercises are held at local, regional and national level and regularly involve inter-agency participation with both the statutory and the voluntary sector. The exercises provide the organisation with a platform to assess the quality of training provided and to test the capabilities of the organisation in the various local authority areas.

The Civil Defence Act was enacted in 2002 (Para 7.5.2) and the Civil Defence Board was subsequently established in May 2003. The Minister for Defence continues to have overall responsibility for Civil Defence policy. Responsibility for the strategic development of the organisation now rests with the Civil Defence Board. The first strategic plan of the Civil Defence Board, which was approved by the Minister, sets out the actions to be pursued over the period to 2007 to meet the policy goals for the Civil Defence organisation.

The Board is proactively addressing the difficulties facing the voluntary sector in both recruiting and retaining membership and will be taking account of wider national policies to inform strategies for maintaining the organisational strength (Para 7.5.3).

In line with the decision to decentralise Civil Defence Headquarters (Para 7.5.7), the executive of the Civil Defence Board was re-located from Ratra House in the Phoenix Park, Dublin to Roscrea, Co. Tipperary in May 2006.

Paras 8.3.15, 8.3.16, 4.9.5: Civil-Military Management

The Strategic Management Committee continues to meet regularly and provides a forum for the discussion of strategic and policy issues.

The delegation of budgetary control to the Chief of Staff has continued with some 53% of non-pay expenditure now delegated (9.5.1) together with the authority for recruitment and its associated advertising finance (4.5.6).

Paras 8.3.4 – 8.3.12: Changes within the Department of Defence

This aspect of the White Paper deals primarily with the civilian element of the Department of Defence and many of the changes recommended were linked to the broader Civil Service modernisation agenda. The Department has continued to meet all targets associated with this change agenda.

The Department has continued to re-focus on policy development and evaluation and a new three Division structure has been introduced (8.3.10).

Civil Service Staff strength within the Department has been reduced by 13.5% to a current strength of 388 whole time equivalents (8.3.10), this exceeds the 10% target set out in the White Paper.

The civil/military staffed Office of Emergency Planning was established post 9/11 and this was achieved within existing staff resources.

Civilian personnel are employed in military barracks throughout the country, mainly providing general operative, trades and other services to the Defence Forces. The number of these employees has reduced over the period since the publication of the White Paper from approx. 1100 to a current authorised strength of 900 personnel (8.3.12).

In line with the commitment to better regulation and to meet the challenging programme for legislation and for regulatory reform, a dedicated Legislation Branch was established within the Department in 2005 from within existing resources. This has allowed a more focussed approach to this important aspect of Defence management and significant progress has been made to date (8.3.8).

A new Human Resources Strategy was produced in 2003 and this has led to significant improvements in the management and focussed development of staff (8.3.11). The Department was the first in the Civil Service to achieve the "Excellence through People" accreditation and has continued to retain the accreditation through continuous improvement. The Department has also achieved ISO 9001 accreditation and these achievements provide external validation of Departmental performance in this area (8.3.8).

The Partnership process has been operating successfully in the Department.

The Performance Management and Development System has been successfully implemented within the Department (8.3.8) and this has allowed a more focussed approach to staff development and training as well as allowing for improved alignment and management of individual work targets, Branch business plans and implementation of Departmental Strategy.

Pursuant to enhancements in HRM, departmental restructuring and in line with White Paper recommendations, policy analysis and evaluation expertise has also been further developed within the Department with staff qualifying in Policy Analyst courses at Diploma and Masters level as well as qualifying in other appropriate courses (8.3.8). The Department has also developed a Business Process Re-engineering / Improvement capability and studies of various Branches have led to improved levels of customer service. This capability is also being utilised to assist the Branches in their preparation for the challenges presented by decentralisation.

The development of Memoranda of Understanding (MOUs) and Service Level Agreements (SLAs) has led to improved inter-departmental co-operation and provides a pragmatic mechanism for addressing inter-departmental / inter-agency issues (8.3.8).

The Department's internal audit unit continues to conduct annual programmes of audit and enhancements to the staffing of this unit have occurred. The composition of the Audit committee has changed in line with the recommendations laid out in the Mullarkey Report and this has further strengthened the independence of the unit. (8.3.18). The Department has formalised risk management as part of the annual Business Planning process and the Department's Internal Audit Unit played a key role in overseeing the development of risk management strategies. A number of Expenditure Reviews have been carried out and a programme agreed with Department of Finance to end 2008 (9.6.1, 9.6.2).

SECTION 4
CONCLUSION AND RECOMMENDATIONS

SECTION 4
CONCLUSION AND RECOMMENDATIONS

Overall Assessment.

It is useful at this point to re-visit the key goals of the White Paper:

- *to provide a light infantry based force with an appropriate level of all-arms capability;*
- *To provide sufficient forces and capabilities to meet needs at home and to make a significant contribution abroad;*
- *To put in place a more cohesive and better equipped force;*
- *To provide significant additional resources for equipment and infrastructure broadly within the existing level of financial allocation.*

The development strategy aimed at achieving these goals contained many detailed recommendations. It is evident from the examination contained in Section 3, that most of the recommendations for change have been implemented or are being implemented to agreed timetables. It is reasonable to conclude therefore, that all the detailed targets should be achieved within the timeframe of the White Paper. It is recommended that work continue on all fronts and that particular areas, such as civilianisation, be given close attention.

Significant challenges have emerged in the defence and security environment in the period from 2000 to date and are detailed in this review. The Defence Forces are demonstrating the flexibility and capacity to deliver the capability necessary to meet these new challenges. This is being delivered from the reduced strength recommended in the White Paper. Important new Human Resource practices have been introduced and the modernisation agenda of the Social Partnership Agreements are ongoing. It is generally accepted that the defence and security environment will remain changeable and demanding. In the light of this, commitment to resourcing and to continuous improvement of the Defence organisation is critical.

The Defence Forces have demonstrated the capacity and interoperability to participate to good effect in more complex and robust UN peace support operations including those led by regional military frameworks. There is at present, concurrent participation in several such missions. Defence Force capabilities have benchmarked positively against other military force standards in the context of peace support operations. The assumption of the significant role of "Framework Nation" responsibility with the KFOR mission and preparation for participation in the Nordic battlegroup will build further on this capability. The Defence Forces have enhanced their contribution to the response to international terrorism, including their particular role in relation to intelligence and in developing Chemical, Biological, Nuclear and Radiological (CBRN) capabilities.

The White Paper identified that "to a significant extent, defence is about preparing and maintaining a capability to respond to contingencies and threats". Benchmarked improvements in capability and enhanced training outputs point towards greater productivity in this regard. The application of this contingent capability in areas such as a 52% increase in Naval Service patrol days, continued Aid to the Civil Power escorts and new demands for brigade level military assistance also point towards greater efficiency and effectiveness.

The re-balancing of expenditure between pay and non-pay has enabled the required capability to be maintained in a more efficient manner. However, attention must continue to be paid to maintaining the required balance between pay and non-pay elements of the defence budget to ensure that it remains within the parameters set in the White Paper.

The ongoing development of the Reserve Defence Forces is progressing according to an agreed plan with a timetable out to 2009. This will provide a significantly enhanced Reserve capability. Further work remains to be done within the timetable, including the roll-out of the integrated reserve and the possible participation in peace support operations.

The recommendations in relation to Civil Defence have largely been implemented.

The Office of Emergency Planning was established after the White Paper, within existing resources, to oversee the emergency planning process in general.

The White Paper recommendations relevant to the civilian element of the Department of Defence, linked to the broader Public Service Modernisation agenda have been implemented and the Department continues to meet all targets.

Overall it is reasonable to conclude that the goals outlined in the White Paper are being achieved and the challenges that have emerged since the White Paper are being met. This leaves the defence organisation well placed, in the period to 2010, to continue implementation of the recommendations in specific areas and leverage maximum benefit from the changes that have been made since 2000. This should provide a sound basis to meet the inevitable challenges that will arise.

.

Department of Defence
An Roinn Cosanta

Parkgate
Infirmary Road
Dublin 7

Tel: (01) 804 2000
Fax: (01) 670 3399
Lo-Call 1890 251 890