DEPARTMENT OF DEFENCE AND DEFENCE FORCES

STRATEGY STATEMENT 2011 - 2014

An Roinn Cosanta
DEPARTMENT OF DEFENCE

Óglaigh na hÉireann
DEFENCE FORCES IRELAND

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Station Road, Newbridge, Co. Kildare.

Tel: (045) 49 2000 Fax: (045) 49 2017
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MINISTERIAL FOREWORD

I welcome the publication of this Strategy Statement which sets out the key strategies that will be pursued by the Department of Defence and the Defence Forces over the period to 2015. A key focus is to ensure that Defence Policy is responsive to emergent changes in the Defence and Security environment and that the Defence Organisation retains the capacity to fulfil all roles assigned, to the greatest extent possible.

The formulation and publication of a new White Paper on Defence is provided for in this Strategy Statement. This will ensure that the Defence policy framework is optimised to meet future challenges. As part of the process of developing a new White Paper, a Green Paper on Defence will be published. This is intended to elicit a mature and informed debate and underpin a broad consultative process, which will inform our future Defence policy.

The Defence Forces continue to deliver a wide variety of operational outputs at home, on an ongoing basis, such as explosive ordnance disposal, maritime patrols, armed prison guards, helicopter support, cash in transit escorts, etc. Many of these outputs go unseen by the majority of the general public but remain a key part of our security framework. The Government is determined to maintain these operational outputs, to the greatest extent possible.

The Government is also committed to restoring Ireland's standing as a respected and influential member of the European Union and as part of the wider international community. For more than half a century, the accomplishments of the Defence Forces on overseas missions have brought great honour to Ireland. It is something that we should be rightly proud of. Our continued participation in international peace support operations underlines our intention to fulfil our international obligations.

The level of resourcing available over the coming years will present further challenges to the maintenance of service delivery. This Strategy Statement reflects the realities that we are currently experiencing and addresses the challenges facing the organisation in maintaining the required capabilities and outputs. It charts a way forward that builds on the significant modernisation that has been achieved over an extended period of time. I have no doubt that the Defence Organisation will continue to deliver the further efficiencies that are required.

Following the completion of the Comprehensive Review of Expenditure in 2011, the Government decided to maintain the strength of the Permanent Defence Force at 9,500 personnel. In response to the revised strength ceiling of 9,500, a major re-organisation of the Defence Forces, including the

Reserve Defence Force, has been initiated and is reflected in this Strategy Statement. The aim of the re-organisation is to ensure that the Defence Forces maximise their operational outputs, within the reduced resource envelope.

I am determined to further explore the role that Defence can play in restoring our economy. I believe that there is potential for private sector businesses to collaborate with our Defence establishment in the area of innovation, research and development, business start ups and job creation. This initiative will continue to be explored within the period of this Strategy Statement.

This Strategy Statement sets many targets which are ambitious but achievable. I look forward to working closely with the Secretary General, the Chief of Staff and their respective personnel in the organisation, both civil and military, whose combined efforts will be required to ensure delivery of the stated objectives.

ALAN SHATTER, T.D.,
MINISTER FOR DEFENCE
March 2012

FOREWORD

This Strategy Statement encompasses the Department of Defence and the Defence Forces, which have unique but complementary roles. This is reflected in the fact that the collective Defence Organisation shares a common high level goal.

The High Level Goal of the Defence Organisation is:

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

In order to achieve this goal, the Organisation is tasked with a broad and diverse range of duties. On a daily basis, the personnel of the Department and the Defence Forces can be called upon to deal with matters of local, national and international dimensions. The opening section of this Strategy Statement sets out a brief description of the roles of the organisation as much of the work done does not come to public attention.

The period of this Strategy Statement will present many challenges. The achievement of the targets which include those set for us by Government and by us on our own initiative, will result in greater demands being made on reduced resources. The experience in recent years clearly indicates that the modernisation and reform achieved by the Defence Organisation throughout the past decade has resulted in greater efficiencies. The aim is to continue and progress these achievements into the future.

The modernisation agenda which has been ongoing in the organisation for more than 10 years has generated a degree of expertise and knowledge in this area. The culture to embrace change which now exists throughout the organisation is a valuable asset to be utilised as we face the major task of re-organising the Defence Forces to reflect the revised strength of 9,500 personnel. The outcome from this task will be a significant milestone in the history of the Defence Forces.

The new White Paper on Defence will set out the policy framework for the next ten years. The preparation of this document will entail a large commitment from within our own resources and the co-operation of our colleagues and customers.

We acknowledge the contribution of all personnel, both civil and military who continue to provide the organisation with a high standard of service. The requirements to deliver quality outputs with reduced resources will continue to require determination, commitment and drive. We look forward to

working with colleagues, customers and stakeholders, as we face the many challenges that lie ahead in the period of this Strategy Statement.

Michael Howard
Secretary General
March 2012

Lt Gen Sean McCann
Chief of Staff
March 2012

SECTION 1: INTRODUCTION AND OVERVIEW

POLICY CONTEXT

The White Paper on Defence (2000) sets out the Government's Defence Policy framework and outlines the policy requirements for Defence. It states:

"Having regard to the defence and security environment, the Government's policy for defence will be aimed at ensuring that the following requirements are met:

- To maintain a military force structure that provides a basis for responding to any major change in Ireland's strategic circumstances in the medium to long term, as well as demonstrating an appropriate commitment to national defence.
- To maintain a military force structure capable of responding to requests to provide aid to the civil power and in that context, contributing to the prevention of security challenges from abroad including terrorism and arms smuggling.
- To fulfil Ireland's international and regional responsibilities arising from membership of the UN by providing a range of military capabilities that can effectively be employed to participate in a broad range of multinational peace support and humanitarian relief operations.
- To demonstrate Ireland's commitment to European security by having a suitable range of military capabilities that can be used to make appropriate contributions to regional security missions authorised by the UN."

In addition, the White Paper outlined the Government's decision to utilise Defence capabilities to deliver a broad range of other services, which maximises the value for money accrued from Defence capabilities. These include provision of a Fishery Protection Service, the provision of an Air Ambulance Service to the HSE and the provision of support to the civil authorities across a wide range of contingencies, including assistance to local authorities during severe weather crises such as flooding.

DEFENCE ORGANISATION

The Defence Organisation has civil and military elements, which work collaboratively to ensure that the Minister and Government's requirements for Defence are delivered. The elements of the Defence Organisation and their associated roles are outlined below.

Department of Defence

The Department of Defence comprises civil and military elements with distinct but complementary roles.

The primary role of the civil element of the Department is to support the Minister as Head of the Department, in particular by providing policy advice and support on Defence matters. The civil element of the Department of Defence is central to the oversight and management of the Defence Votes, the drive for efficiency and the process of change, formulating Defence policy, representing Ireland at EU and international engagements in Defence, defending against litigation and providing a range of services critical to the outputs of the Defence Forces.

The civil element also provides liaison between the Defence Forces and other Government Departments, public authorities, the EU and public representatives. The Secretary General is the Minister's principal defence policy adviser.

The Department also has responsibilities in relation to Civil Defence and Emergency Planning. The Office of Emergency Planning (OEP) is a civil/military office within the Department of Defence. OEP supports the Minister in his role as Chairman of the Government's Task Force on Emergency Planning. It also presents an annual report to Government on Emergency Planning. The office is also responsible for the operation of the National Emergency Coordination Centre (NECC).

Defence Forces Headquarters (DFHQ) is the military element of the Department of Defence, which is headed by the Chief of Staff, who is the Minister's principal military adviser. It is focused on planning, managing, formulating military advice, development, and major strategic issues affecting the Defence Forces, including ongoing modernisation and transformation. DFHQ comprises a range of military staffs, which have responsibilities ranging from Defence Forces Strategic Planning to Operations, Logistics and Human Resource Management.

Defence Forces

The White Paper on Defence (2000) set out the roles of the Defence Forces as follows:

- *to defend the State against armed aggression; this being a contingency, preparations for its implementation will depend on an ongoing Government assessment of the security and defence environment;*

- *to aid the civil power (meaning in practice to assist, when requested, the Garda Síochána, who have primary responsibility for law and order, including the protection of the internal security of the State);*

- *to participate in multinational peace support, crisis management and humanitarian relief operations in support of the United Nations and under UN mandate,*

including regional security missions authorised by the UN;

- *to provide a fishery protection service in accordance with the State's obligations as a member of the EU; and,*

- *to carry out such other duties as may be assigned to them from time to time, e.g. search and rescue, air ambulance service, Ministerial air transport service, assistance on the occasion of natural or other disasters, assistance in connection with the maintenance of essential services, assistance in combating oil pollution at sea.*

The Defence Forces are organised on conventional military lines providing a sufficiently flexible structure to carry out all the roles assigned by Government. The Defence Forces consist of a Permanent Defence Force (PDF) and a Reserve Defence Force (RDF). The former is a standing force and provides the primary capabilities for military operations at home and military peace support operations abroad. The RDF provides a contingent conventional military capability to augment and assist the PDF in situations where such additional capabilities are required. In addition, civilian employees are engaged throughout the Defence Forces, to provide a range of general operative, trade and other services, in military installations.

PERMANENT DEFENCE FORCE

The Permanent Defence Force (PDF) consists of the Army, the Air Corps and the Naval Service.

Army

The Army provides the land component of the State's Defence capabilities. The Army currently provides the deployable military capabilities for overseas peace support, crisis management and humanitarian operations augmented by personnel from the Air Corps and Naval Service. On a day-to-day basis the Army provides a broad range of operational outputs. These include activities in support of An Garda Síochána such as providing cash escorts, prisoner escorts, explosive ordnance disposal and prison security. The Army also undertake tasks in support of the civil authorities such as the provision of assistance in severe weather crises and are an integral part of the State's response to many contingencies. A major re-organisation has been initiated which will encompass a reduction in the number of Army Brigades from three to two. The Defence Forces' Training Centre (DFTC) and Defence Forces' Logistics Base in the Curragh, Co. Kildare, support the training and logistics functions for the entire Defence Force.

Air Corps

As the air component of the Defence Forces, the Air Corps provides air support capabilities

to the other components in carrying out their roles. On a day-to-day basis the Air Corps undertakes Army Support, Fishery Protection Patrols, provides a Ministerial Air Transport Service and operates an Air Ambulance Service. The Air Corps routinely undertake tasks such as providing air cover for cash in transit operations and providing pilots and technical support for the Garda Air Support Unit. In addition, the Air Corps undertakes approved operations in support of the civil authorities.

The Air Corps is based at Casement Aerodrome, Baldonnel, Dublin and consists of an operational headquarters, two operational wings, two support wings, the Air Corps Training College, and a Communication and Information Services Squadron. The operational wings consist of a training/light strike squadron, helicopter squadrons, a maritime squadron, a transport squadron and a fixed wing reconnaissance squadron. The support wings are tasked with specialist maintenance of the aircraft fleet and administration and logistical support for the Air Corps.

Naval Service

The Naval Service provides the maritime component of the State's Defence capabilities. It is the State's principal sea-going agency and is tasked with a broad range of roles. On a day to day basis, routine patrols are multi-tasked to encompass security, safety and surveillance, port security, fishery protection, drug interdiction, pollution control and search and rescue. The Fisheries Monitoring Centre at the Naval Base is the designated national centre with responsibility for monitoring all fishing activity within the Irish Exclusive Fishery Limits and all Irish fishing vessels operating around the world. The Naval Service is also a partner at the National Maritime College and the Maritime Energy Research Campus and Commerical Cluster (MERC) at Cork. In addition, Naval Service vessels have, on occasion, undertaken supply and reconnaissance missions in support of overseas peace support operations and participated in foreign visits in support of Irish trade and diplomacy.

The Naval Service is based at Haulbowline, Co. Cork and has a flotilla of eight ships, an operational headquarters, an operations command, a logistical support command and a Naval Service College.

Reserve Defence Force

The Reserve Defence Force (RDF) consists of the First Line Reserve, the Army Reserve and the Naval Service Reserve. The RDF contributes to Ireland's defence capability by providing a capacity to augment the PDF in the event of a major crisis. The Army Reserve and Naval Service Reserve undertake training in preparation to assist the Permanent Defence Force, when required.

SECTION 2: MANDATE AND ENVIRONMENTAL ANALYSIS.

MANDATE.

The Constitution of Ireland vests the right to raise and maintain military or armed forces exclusively in the Oireachtas and expressly prohibits the raising and maintenance of any other military or armed force for any purpose whatsoever.

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

The Act provides that the Minister is 'Head' of the Department. The Minister is assisted in discharging his functions by the civil and military elements of the Department. The Secretary General is the "principal officer" of the Department and is also appointed by the Minister for Finance as the Accounting Officer for all defence expenditure in accordance with the Exchequer and Audit Departments Act, 1866. The authority, responsibility and accountability of the Secretary General are further elaborated in the Comptroller and Auditor General (Amendment) Act, 1993 and the Public Service Management Act, 1997. The 1997 Act also requires the Secretary General to prepare a Strategy Statement for the Minister's approval and an annual report on performance.

The Defence Acts 1954 to 2011 provide the legislative basis for the Defence Forces (*Óglaigh na hÉireann*). The legislation provides that Defence Forces Headquarters (DFHQ) is the military element of the Department of Defence. The Chief of Staff of the Defence Forces heads DFHQ. As provided for in the Act, the Minister has assigned duties to the Chief of Staff for which he is directly responsible to the Minister. Also provided for in the Act and with the approval of the Minister, the Chief of Staff has, in turn, delegated responsibility for certain duties to the Deputy Chief of Staff (Operations) and to the Deputy Chief of Staff (Support).

The Act also provides for delegation by the Minister of military command to General Officers Commanding the Brigades, the Defence Forces Training Centre, and the Air Corps. Flag Officer Commanding the Naval Service has been delegated similar responsibilities in respect of the Naval Service. In practice, matters relating to command are normally channelled through the Chief of Staff. In effect, this means that day-to-day operational control of the Defence Forces rests with the Chief of Staff for which he is directly responsible to the Minister.

Environmental Analysis.

Defence policy and the resourcing and implementation of that policy are grounded on a realistic and ongoing assessment of the defence and security environment. Many factors, both national and international, can influence the delivery of the defence mission. Chief among these are the defence and security situations at home and abroad.

Domestic Security Environment.

Dissident Republican Paramilitaries continue to pose a threat and there is a requirement for continued vigilance. While it is assessed that currently they have limited capability there are indications of concerted efforts by these groupings to develop their capability. They remain intent on disrupting the ongoing normalisation process.

At present, in terms of significant damage and/or casualties, it is considered that the main international threat to domestic security arises from a terrorist act or a major emergency incident (e.g. nuclear accident, medical epidemic, etc.). However, the direct threat to Ireland as a target of international terrorism is currently assessed as low. On the other hand, it is clear that Ireland could be used as a base by terrorist organisations. The asymmetric nature of the terrorist threat requires all security agencies to reflect on current counter-terrorism strategies and to develop a fully integrated approach on-island and with international partners.

In relation to maritime operations, the expansion of the area of State jurisdiction to encompass the continental shelf together with engagement in counter narcotic operations in areas of the high seas present new operational challenges for the Defence Forces. These challenges are of particular relevance in the context of providing for the security of the State, the provision of maritime law enforcement services and other services associated with State obligations and enhanced economic activity in areas of State jurisdiction.

International Security Environment.

The report of 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 threats, including poverty, infectious disease and environmental degradation.*
- *Inter-State conflict.*
- *Internal conflict, including civil war, genocide and other large-scale atrocities.*

- *Chemical, Biological, Radiological and Nuclear (CBRN) weapons.*

- *Terrorism.*

- *International organised crime.*

The European Security Strategy (ESS) was adopted by the European Council in December 2003. The ESS identified that the EU faced security threats "which are more diverse, less visible and less predictable". These threats include:

- *Terrorism – movements that are well resourced, connected by electronic networks and are willing to use unlimited violence to cause massive casualties.*

- *Proliferation of Weapons of Mass Destruction – potentially the greatest threat to European security.*

- *Regional Conflicts – particularly those on the borders of Europe.*

- *State Failure – an alarming phenomenon that undermines global governance and adds to regional instability.*

- *Organised Crime – cross-border trafficking in drugs, women, illegal migrants and weapons accounts for a large part of the activities of criminal gangs.*

In 2008, a report on the implementation of the ESS was carried out by the EU's then High Representative. The report concluded that the EU had made substantial progress over the five year period and that the EU was recognised as an important contributor to a better world. Also, the report did indicate that the world is changing fast, with evolving threats e.g., cyber attacks, energy security, climate change, piracy. However, despite all that has been achieved, implementation of the ESS remains work in progress and for the EU's full potential to be realised the EU needs to be still *"more capable, more coherent and more active"*.

In the post Cold War environment the risk of state vs. state conflict in the European context is low. The United Nations and the European Union, in assessing newer threats to global and regional security, determine them to be interconnected, more diverse, less visible and less predictable involving state and non-state actors. This presents a dynamic and challenging defence and security environment.

Peace Support Operations.

A key element of Ireland's contribution to international peace and security is the commitment of personnel to international peace support operations (PSOs) under UN authority. In responding to the demands arising from the changed nature of peace support missions, Defence Forces capabilities have been enhanced to enable effective participation in UN Chapter VII peace enforcement missions.

New missions bring new challenges for the Irish Peacekeeper. PSOs now have more robust rules of engagement, while the peacekeeper remains subject to Irish Law, the Laws of Armed Conflict and International Human Rights Law. Personnel are also required to have an understanding of the complex issues of cultural diversity affecting both the host nation and troops from other contributing nations. These challenges are reflected in the training and preparation of units prior to their deployment.

The development of bilateral relations has been a key enabler for Ireland's participation in recent overseas operations where we have participated in multinational or combined units with other countries. Ireland's participation in CSDP and EU operations, in EU Battlegroups and in NATOs Partnership for Peace and the Partnership Goal process has supported this process through the development of increased interoperability with other like-minded and EU member States. The MINURCAT mission to Chad is an example of this development, where troops from the Finnish Armed Forces served alongside Irish Defence Forces personnel. Also, both Finland and Ireland participated in the Nordic Battlegroup 2011 alongside Sweden, Estonia and Norway. In June 2011, 440 members of the Defence Forces were deployed on peacekeeping duties with the UNIFIL mission in Lebanon. It is planned that Finland will once again deploy to Lebanon, in 2012 and work alongside Irish Defence Forces personnel.

ECONOMIC ENVIRONMENT.

The economic downturn and its associated impact on the public finances has required firm and decisive action by Government. The Programme for Government sets out the objective of reaching the 3% of GDP target for the General Government Deficit by the target date of 2015. Achieving the 3% of GDP deficit target will be seen as an intermediate step in the process of restoring the public finances, and further reductions in the General Government Deficit as a share of national income will be required thereafter. This will require a flexible and adaptive approach from all public organisations including transformation in the delivery of public services.

The report of the Special Group on Public Sector Numbers and Expenditure Programmes (July 2009) clearly highlights the fact that the Defence Organisation was unique in the public sector, having reduced in size over the period from 2001. In their report, the Group acknowledged the ongoing reform in the Defence Organisation. That report recommended a further reduction in numbers of 20 Departmental staff and 500 Permanent Defence Force personnel, over a period of two to three years. This recommended reduction has already been achieved.

The Public Service Agreement 2010 – 2014 (Croke Park Agreement) contains elements relevant to both the civil and military elements of the Defence Organisation. It

acknowledges the major process of change, modernisation and transformation which has been underway in the Defence Organisation since the 1990s. The associated Defence Sector Agreement is designed to ensure that the Defence Forces remains fit for purpose and will be able to continue to fulfil all of its functions. Action Plans under the Agreement are in place for both the civil and military element of the organisation and the ambitious targets in these plans are being met.

The Department of Defence will continue to cooperate fully with central initiatives under the Public Service reform agenda in the area of shared services. The Department currently provides financial shared services to the Defence sector and has a long experience and an excellent track record in the provision of such services. The Department is participating in a study group, led by the Department of Public Expenditure and Reform.

Organisational Analysis

A major process of change, modernisation and transformation has been ongoing within the Defence Organisation since the 1990s. This process was continued through the White Paper on Defence (2000) and successive social partnership agreements. The organisation has delivered a significant reduction in the numbers of civil servants, military personnel and civilian employees over this period. The rationalisation of military installations has continued. This modernisation programme within Defence has led to improved operational outputs. In respect of the Army, it has been able to deploy, sustain and maintain concurrent forces on the most demanding of Peace Support Operations in the most austere environments. The Naval Service patrol day outputs have increased significantly after the Naval Service Reorganisation. The Air Corps contribution to the provision of services in ATCP and ATCA has also increased.

Arising from the 2011 Comprehensive Review of Expenditure, the Government decided to maintain the strength of the Permanent Defence Force at 9,500. This is to ensure that the Defence Forces retain the capacity to fulfil all roles assigned to the greatest extent possible.

In response to the revised strength ceiling of 9,500, there will be a major re-organisation of the Defence Forces encompassing a reduction in the number of Army Brigades from three to two.

The Defence Organisation has consistently displayed many strengths. These include:

- *Continued capacity for change and flexibility as illustrated by the success of the organisational reform process set out in the White Paper and the Public Service Modernisation Agenda and the diverse ranges of roles that are fulfilled.*

- *Proven record in fully meeting Government's national and international security-related commitments.*

- *The provision of essential domestic supports at times when regular service providers were unavailable.*

- *An international reputation and acceptance of the Defence Forces as a professional force capable of delivering an effective response across a broad spectrum of peace support operations. The Defence Forces are widely regarded as partners of choice in international peace support operations.*

Key challenges facing the Defence Organisation include:

- *The overarching challenge will be to continue to sustain the delivery of military capabilities and operational outputs within a reduced resource allocation. The process of organisational change in order to maximise efficiency and effectiveness, including the implementation of the Croke Park Agreement will contribute in this regard. Within the reduced resource envelope prioritising of equipment procurement and infrastructural development will be required in seeking to meet capability and operational imperatives.*

- *The defence and security environment will continue to evolve as will the requirements of customers. The challenge will be to respond effectively.*

- *Ensuring that our own people, civil and military, through whom all defence services are delivered, have the requisite skills to perform their duties efficiently and effectively.*

- *Maximising the usage of electronic systems to support business functionality.*

- *Managing the impact of the non-decentralised military elements of the Department of Defence as a result of the deferral of the Curragh building project.*

This Strategy Statement identifies the key strategies and actions required to address these challenges and, in so doing, continues the work of implementing the White Paper on Defence and addresses the commitments in the Programme for Government 2011-2016, the National Recovery Plan, the EU/IMF Programme, the Medium-Term Fiscal Statement, the Infrastructural and Capital Investment Plan 2012-16: Medium Term Exchequer Framework, the Public Sector Reform Programme and the Public Service Agreement 2010-2014 (Croke Park Agreement).

This Strategy Statement also reflects recent decisions taken in the context of the 2011 Comprehensive Review of Expenditure.

SECTION 3: ACHIEVING OUR GOAL – STRATEGIES 2011 – 2014

The High Level Goal of the Defence Organisation is:

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

Achieving this high level goal entails distinct but complementary strategic dimensions. These are as follows:

1. Defence Policy
2. Ensuring the Capacity to Deliver
3. Defence Forces Operational Outputs

DEFENCE POLICY

The White Paper on Defence (2000) has provided the policy framework for Defence for the past decade. The defence and security environment has changed appreciably over this period, particularly in the international domain, and this has required a flexible and responsive approach from the Defence Organisation. A key requirement of the policy function is to ensure that appropriate policy responses are formulated in response to changes in the defence and security environment. Defence policy, including policy responses to changes in the defence and security environment, is informed by military advice.

The defence policy framework encompasses the domestic sphere and includes, inter alia, the work of the Office of Emergency Planning and the development of Memoranda of Understanding and Service Level Agreements with other Government Departments and State Agencies across a diverse range of roles. There is ongoing collaboration with other Government Departments and Agencies in this regard.

The defence policy framework also includes, in collaboration with the Department of Foreign Affairs and Trade, Defence policy inputs to global and regional defence and security policy including the ongoing development of the EU's Common Security and Defence Policy (See Appendix 2 for further information).

The preparation of a new White Paper on Defence, to provide an updated policy framework for the period ahead, is the key strategy that will be completed within the first phase of the Strategy Statement. The process will include the development and publication of a Green Paper in order to initiate a broad consultation process.

The Government's Jobs Initiative includes targeted measures to foster and grow confidence in the Irish economy. The Department of Defence and the Defence Forces will contribute to Ireland's economic recovery. In the area of innovation, research

and development, business start ups there is the potential for companies to collaborate with the Defence Organisation. The links which exist between the Defence Forces and small companies in developing innovative products, has the potential to contribute to employment creation in the future, which can contribute to our export growth. The Defence Organisation will engage with Enterprise Ireland and industry to examine the further potential that can be gained from maximising the Organisation's contribution to supporting business development.

The key strategies to be pursued are:

- *A continuous review of the defence and security environment to ensure the provision of timely and relevant policy and military advice to the Minister and to Government, including advice in respect of international security, peace support and defence developments generally.*

- *Publication of a new White Paper on Defence. The preparation and publication of a Green Paper on Defence will be a key part of a broad consultative process underpinning the development of the new White Paper.*

- *Ensure that appropriate responses for the organisation in the delivery of defence services are identified and pursued in response to changes in the defence and security environment and a reduced resource envelope.*

- *Continue to formalise the provision of defence services and conduct ongoing monitoring of service provision through the development of Memoranda of Understanding (MOU) and Service Level Agreements (SLA).*

- *Work proactively to advance national interests and continue to contribute actively to the development of international peace and security policy in international fora, together with colleagues from the Department of Foreign Affairs and Trade, notably in relation to the EU's Common Security and Defence Policy and NATO/PfP.*

- *Continue to provide the necessary supports to the Government Task Force on Emergency Planning, chaired by the Minister for Defence and the Inter-Departmental Working Group on Emergency Planning; oversee the Emergency Planning preparations in Government Departments and public authorities under their aegis; support sustained public awareness and reassurance; support any review process and lessons learned to improve future response.*

- *Continue to support the Government's jobs initiative. This will include identifying and prioritising work placement opportunities within the Defence Forces which are deemed suitable for the intake of persons under both the FÁS Work Placement Programme (WPP) and the National Internship Scheme. In addition the Defence Organisation, through the Air Corps, will continue to facilitate the*

training of Air Craft Maintenance apprentices formerly employed by SR Technics.

- *Plan for and discharge our responsibilities in support of Ireland's Presidency of the EU in the first six months of 2013.*

- *As a member of the Interdepartmental Committee on Development, commit to integrating an international development perspective into the work of the Department and hence contribute to the Government's international development objective to reduce poverty, inequality and exclusion.*

- *Continue our contribution to the Interdepartmental Groups focused on the development of a National Action Plan for the implementation of UN Security Council Resolution 1325, and implement as appropriate the recommendations that are applicable to the defence and security arena.*

- *Initiate a detailed legal review of the basis, structures and governance of the Red Cross in Ireland to improve its functioning in the light of changing circumstances.*

Ensuring the Capacity to Deliver

Defence policy determines and informs the development of military capabilities. There are five essential pillars to military capability: operational viability, sustainability, readiness, interoperability and deployability. This is further explained in Appendix 3.

There are a broad range of inputs to the capability development process. The procurement of military equipment, the maintenance of infrastructure and ongoing development of regulatory and governance structures are tasks which entail both civil and military inputs. There are also capability development activities that fall exclusively in the military domain such as the training and education of military personnel. Personnel are the key component of military capability.

The ability to sustain operations is a key element of military capability and equally applies to domestic security and contingencies. It requires sufficient depth of personnel, equipment, etc to rotate as required.

This strategic dimension is a key factor in ensuring that Defence outputs are fit for purpose and maintained at an appropriate state of "readiness" for operational requirements.

An appropriate force structure is a critical element of military capability. In response to the Government's decision to maintain the strength of the Permanent Defence Force at 9,500 personnel, a major re-organisation of the Defence Forces has been initiated. The Chief of Staff and the Secretary General will bring forward detailed proposals for consideration by the Minister for Defence.

The key strategies to be pursued in this area are:

- *Ongoing reform and modernisation of the Defence Organisation, including re-organisation of the Defence Forces.*

- *Maintenance of conventional, all arms military capabilities at targeted readiness states to meet contingent and ongoing operational requirements.*

- *Further development of Special Operations Capabilities; continued development of Chemical, Biological, Radiological and Nuclear (CBRN) capabilities; further development of expert knowledge and understanding of Counter Improvised Explosive Device (C-IED) measures; further development of Defence Forces intelligence function; progress the development of the ISTAR capability; and the continued renewal of doctrine under the auspices of the Defence Forces Doctrinal Committee.*

- *Enhance and build on progress already made in the area of joint operations between the Army, Air Corps and Naval Service through inter-service training and exercises and improved coordination and integration at the command, operational and tactical levels.*

- *Maintain appropriate Reserve Defence Force capabilities.*

- *Continue to engage positively, in the framework of CSDP, in the ongoing development of military and civil crisis management capabilities, including EDA capability development initiatives.*

- *Continue our positive engagement with NATO/PfP, in the Partnership Goal process and with PARP in order to enhance Defence Forces interoperability in multi-national operations and to contribute to the development of military capabilities in accordance with international standards.*

- *Continue to promote, develop and maintain Civil Defence as an effective volunteer based organisation providing emergency response and community support services.*

- *Implementation of transformational agenda across the Defence Organisation.*

- *Ensure that the Defence Organisation develops and implements best practice human resources, governance and management frameworks. (This is considered in detail in the following section, Organisational Development).*

DEFENCE FORCES OPERATIONAL OUTPUTS

Military capabilities are used in operations across the diverse roles assigned to the Defence Forces. The outputs for these roles are delivered by the Defence Forces and are drawn from a fixed pool of resources. The sustainability of operations requires a sufficient pool of capabilities in order to rotate personnel and replace equipment e.g. for overseas operations.

In contrast to many other nations, the Irish Defence Forces provide a variety of operational outputs, on a day to day basis, across a wide spectrum. This maximises the utility of defence capabilities. While internal security is primarily a matter for An Garda Síochána, the Permanent Defence Force is called upon to provide ongoing assistance in the provision of armed security, EOD and air and maritime support. The Defence Forces also provide a variety of supports to the civil authorities. Typical outputs include Fishery Protection Patrols, Air Ambulance flights, Ministerial Air Transport Services and Ceremonial Services. In addition, it includes providing assistance in the maintenance of essential services.

A key element of Ireland's contribution to international peace and security is the commitment of personnel to international peace support operations (PSOs) under UN authority. Ireland is committed to provide up to 850 personnel under the United Nations Standby System (UNSAS). From within this figure, Ireland has committed a palette of forces under the Helsinki Headline Goal which requires the maintenance of a broad range of capabilities at varying readiness states. Ireland participated in the Nordic Battlegroup in 2011, and is committed to participation in the Austrian/German Battlegroup, which will be on stand-by for the second six months of 2012.

Ireland's commitment to participate in any Battlegroup does not involve any commitment on the part of Ireland to participate in any specific Battlegroup operation. Participation by Ireland in a specific Battlegroup operation is subject to our national sovereign decision-making procedures - this means the "Triple Lock" of a UN Mandate and Government and Dáil approval, as appropriate, in accordance with the Defence Acts.

The Key Strategies to be pursued are:

- *Deploy Defence Forces capabilities to approved Aid to the Civil Power operations.*

- *Deploy Defence Forces capabilities to approved Aid to the Civil Authority operations.*

- *Conduct operations in accordance with MOU/SLA targets.*

- *Deploy Defence Forces capabilities to overseas peace support missions in accordance with Government requirements.*

- *Provide personnel to support Security Sector Reform and capacity building initiatives, where requested and appropriate.*

SECTION 4: ORGANISATIONAL DEVELOPMENT

As previously outlined, the achievement of our High-Level Goal requires the development and maintenance of a broad range of capabilities within the Defence Organisation. A key challenge over the period of this Strategy Statement will be to maintain service provision and capabilities within a reduced resource envelope. This will require a flexible and adaptive approach and continued organisational change.

Arising from the successful modernisation agenda that has been pursued in the Defence Organisation, a culture of change and continuous improvement is now firmly embedded. Business process reviews coupled with value for money (VFM) reviews and action plans under successive pay agreements, have ensured that the Defence Organisation continually delivers enhanced value for money. Improved procedures for expenditure planning, procurement and general governance have also been implemented. Defence is recognised as a model of successful public sector reform.

We will place the Public Service Reform Plan at the core of our work on Organisational Development. A high-level Integrated Reform Delivery Plan for the Defence Sector has been prepared. This Plan will assist the Organisation to manage the delivery of Public Service Reform at the strategic level.

We will continue, in line with the provisions of the Public Service Agreement 2010-2014 (the Croke Park Agreement), to innovate and transform defence structures, systems and processes so as to maintain capabilities and services in line with the provisions of the Croke Park Agreement.

THE HUMAN RESOURCES STRATEGY.

The Defence Organisation will work to create a supportive and positive culture that permits all members to contribute to the organisation to the best of their ability with all human resource policies being informed by and aligned with current best practice in the workplace.

The objective of Defence Forces Human Resource Strategy will be to enhance the military capabilities of the Force, on land, at sea and in the air through the timely provision of appropriately qualified and highly motivated individuals to all areas of the organisation. In that context, best practice Human Resource Strategies will be implemented across the Force in the areas of recruitment, selection, continuous development, retention, exit and career management. Defence Forces HR policy in the area of Primary Care initiatives will be explored and implemented as appropriate.

The Human Resources Strategy for civil service staff of the Department will be reviewed in

line with ongoing developments in the public sector, including the implementation of the Public Service Agreement 2010-2014. The Strategy will support the organisation's high level goal and will address issues that emerge from the changing staffing profile of the Department post-decentralisation. We will continue to implement robust and effective performance management through PMDS to ensure delivery of organisational objectives and to ensure that staff are supported to carry out their roles.

There will be a continued focus on making effective use of the contribution of the civilian employee workforce to ensure that the Defence Forces derive maximum benefit from this valuable resource.

Review of Medical Services

The PA consultants report on the Medical Services of the Defence Forces (2009), assessed the current arrangements for the provision of medical services in the Defence Forces and proposed a model for future delivery of those services. In accordance with the commitment made in the Programme for Government 2011-2016, we will implement the Defence Forces Medical Services Review as resources allow.

Equipment Plan.

One of the major objectives of the White Paper on Defence (2000) was the re-equipping of the Defence Forces from what was objectively identified as an extremely low base. This has allowed for the development of the Defence Forces capabilities required to fulfil all roles assigned by Government and meet changing demands. The High Level Planning and Procurement Group (HLPPG) will continue to utilise the multi-annual equipment plan to prioritise requirements in order to maintain the capabilities required, having regard to reduced resources.

Training & Development.

The Defence Organisation will continue to invest in its people. It will seek to develop initiatives to identify training and development opportunities that enable participation from both the civil and military sides of the Defence Organisation, leading to enhanced cooperation in this area. The Organisation will continue to review training and development policy and implementation with a view to ensuring effective use of all resources available.

The Defence Forces will continue to prioritise the training of its personnel in order to maintain essential capabilities needed to face future challenges. Such training must be robust and challenging for both individuals and units. Success in this important area will permit the Defence Forces to develop the necessary capabilities required to ensure success in future robust Peace Support Operations. It will also ensure that the flexibility exists to complete contingent and domestic tasks as they arise.

Partnership and Conciliation & Arbitration.

Building on the progress made to date, the Defence Organisation will continue to invest time and resources in partnership. There are partnership structures in place involving the Department's civil service staff and civilian employees, and the Defence Forces. Benefits of the process include a greater shared understanding of the business of defence and how that can be progressed, better internal and external communications, the development of customer service planning and implementation, better environmental planning, and the creation of fora in which issues of concern can be resolved.

The Defence Forces Conciliation and Arbitration (C&A) Scheme provides a range of fora for defence management to discuss with the Defence Forces representative associations, within the scope of representation, the impact of the implementation of our strategic objectives, including implementation of the White Paper, elements of which are incorporated in the context of the Public Service Agreement 2010-2014, and the associated Defence Sector Agreement. This will further enhance our ongoing modernisation agenda. We will enhance internal communications processes and ensure transparency in the C&A process, increasing access to current agreements and understandings for all stakeholders.

Equality Issues.

The Defence Organisation is committed to the implementation of the codes of practice on accessibility and the employment of people with disability in the public service.

The Department will continue to meet or exceed the Government 3% target for the recruitment and employment of people with disabilities and to provide training and development appropriate to the needs of all staff including those with a disability. It should be noted that the Defence Forces are excluded from Part 3 of the Disability Act, 2005. The Department's role in relation to Part 3 of the Act relates to the civilian employees employed by the Department on behalf of the Defence Forces and to the civil staff of the Department together with the staff of the Civil Defence Board, Office of the Ombudsman for the Defence Forces, and the Army Pensions Board.

As outlined in this Strategy Statement the Defence Organisation is committed to implementing best practice Human Resource strategies and policies. This will support us in maintaining an environment that guards against age and gender related discrimination in the workplace.

The Defence Organisation will continue to develop and promote positive work relations and a secure and supportive working environment for all members of the Organisation by the introduction of initiatives

aimed at enhancing diversity awareness by further building personnel support initiatives.

In respect of the implementation of UNSCR 1325, the Defence Organisation will implement as appropriate the recommendations that are applicable in the defence and security arena.

DECENTRALISATION.

The initial decision on decentralisation provided for two new Department of Defence buildings, one in the Curragh and one in Newbridge. In light of budgetary constraints, the Curragh building project was deferred. Decentralisation to Newbridge proceeded as planned. All civil service elements and a number of military elements of the Department of Defence are now decentralised. The deferral of the Curragh building has resulted in remaining military elements of the Department of Defence being dispersed over a number of locations. We will continue to improve our systems and business processes in the light of the recent decentralisation to Newbridge and the challenge presented by the deferral of the Curragh building. We will continue to work with the Office of Public Works to secure appropriate accommodation in Dublin.

INFRASTRUCTURE

The Defence Organisation will continue to provide the Minister with the best policy advice and support in relation to the management of Defence property and infrastructure portfolio with particular regard to the provision of an appropriate level of property holdings to support the accommodation, training and operational requirements of the Defence Forces.

The modernisation process in Defence identified that the dispersal of personnel over an extended number of locations is a major impediment to essential collective training and imposes increased and unnecessary overheads on the Defence Forces in terms of barrack management, administration, maintenance and security. The consolidation process is designed to facilitate higher training standards, while also freeing up personnel for operational duties. The policy adopted by Government of reinvestment of the proceeds of property sales (including barrack closures), has allowed for a progressive development of defence assets from what was objectively identified as an extremely low base level.

In line with Government policy and the National Heritage Plan and National Biodiversity Plan, the Department of Defence and the Defence Forces are committed to employing best practice to ensure the protection of Ireland's natural environment and heritage resources. Our main focus on environmental issues is concentrated on the conservation of defence lands, pollution prevention, energy conservation, recycling and waste disposal, and environmental enhancement generally. The preservation, protection and restoration of natural

resources while fulfilling Defence training and operational requirements are key issues.

We will support Government policy in implementing energy-efficient and environmentally-friendly initiatives throughout the Defence Organisation and will take the opportunity afforded by the provision of the new building under decentralisation to further implement these initiatives.

Value for Money (VFM) and Policy Reviews.

The Defence Organisation is fully committed to ensuring value for money in defence expenditure. The trend in expenditure on Defence and associated outputs demonstrates the delivery of value for money. The approach we have taken is to continuously monitor the defence and security environment to ensure the continued relevance of White Paper objectives.

A key goal of the White Paper was to ensure that the State has modern and sustainable Defence Forces with the capacity and flexibility to undertake all roles assigned by Government. The focus has been on ensuring a fit for purpose Defence Organisation, which maximises value for money. The challenge in the years ahead will be to sustain organisational capabilities within a reduced resource envelope.

Customer Service.

Given the nature of the activities we are engaged in, the Defence Organisation does not provide services to external 'customers' in the classic sense. For example, there are no public offices, public counters or call-centres where the individual citizen can request services on demand. Indeed, services are typically provided to the community collectively rather than to citizens as individuals. In delivering these services the Department of Defence and the Defence Forces interact with Government Departments, State Agencies and International Organisations in defining service delivery targets. Memoranda of Understanding and Service Level Agreements are mechanisms that are used to define and monitor service delivery at this level.

In addition to the delivery of a range of Defence Services on behalf of the citizens of the State, the Department and the Defence Forces also interact with a smaller pool of organisations and individual customers on a range of issues relating to the management and delivery of Defence services. Direct service provision to individual members of the community takes the form mainly of payments to pensioners and to suppliers of goods and services, to assisting those who want to supply goods or services to the Department or the Defence Forces, and in supporting recruitment to the Defence Forces.

The Defence Organisation is committed to the provision of a high standard of quality

customer service to Government and to those individuals and organisations with whom we interact. The Department of Defence and the Defence Forces Customer Charter and Customer Service Action Plan for the period 2010-2012 sets out the service standards to be achieved in that period. The Defence Organisation will evaluate our performance against the commitments in our Customer Charter and use feedback received to improve on service delivery. A report on performance will be included in the Department of Defence and Defence Forces Annual Report. The results of the measurement of performance will form the basis for the preparation of a new Charter commencing in 2013.

Official Languages Act, 2003.

In accordance with the Act, separate schemes are published for both the civil and military elements of the Defence Organisation. Progress on the implementation of the schemes is monitored by Oifig an Choimisinéara Teanga.

The Department's second scheme under the Act encompasses the period 2010-2013. The Department will prepare a further scheme within the timeframe of this Strategy Statement.

The Defence Forces Language Scheme for 2010-2013 was completed in December 2010 and approved by the Minister for Community, Equality and Gaeltacht Affairs. The Defence Forces continued to make progress in the promotion of the Irish Language within the organisation by implementing the undertakings of the Language Scheme, monitoring compliance with the provisions of the Defence Forces Official Languages Policy, the ongoing education of personnel in the Irish language and the Irish language training of participants in the annual Campa Gaeilge. All matters pertaining to the Irish language are organised, supervised and monitored by An Chomhairle Gaeilge on behalf of the Chief of Staff. All necessary steps will be taken to maintain this progress during the lifetime of this Strategy Statement.

Finance Services.

The Finance Branch of the Department, which is located in Galway, is the financial shared service centre for the Department, the Defence Forces, the Civil Defence Board, the Office of the Ombudsman for the Defence Forces and the Army Pensions Board. The Branch will act as a proactive business partner to management and business units and will continue to provide financial services and oversee policy on accounting and financial management and deliver timely and accurate management information.

The emphasis will continue to be on the provision of effective and efficient service to all internal and external customers, including the preparation of payrolls for all employees, both military and civil. The granting and payment of pensions and gratuities to retired members of the Defence Forces and the dependants of deceased personnel will continue, as will the formulation and

development of pensions policy. The payment of all accounts for goods and services provided to the Defence Forces and the Department, maintaining financial records, preparing the Department's annual Appropriation Accounts and supporting the Management Information Framework (MIF) will remain a priority. The maintenance of service levels across all areas with reducing staff numbers due to the moratorium on public sector recruitment, will continue to represent a significant challenge.

Management Information Framework (MIF).

The Management Information Framework project supports policy analysis and formulation through financial and asset management, reporting, management information and improved business processes and procedures. An upgrade to a later version of the Oracle eBusiness suite will be implemented during the lifetime of this Strategy Statement.

The MIF project has progressed beyond the originally-defined project implementation into a developmental and enhancement phase. A comprehensive range of standard and customised reports has been delivered to date, in addition to business intelligence capabilities. Further developments are planned in the areas of costing and output analysis with a view to enhancing performance management and evidence-based decision making.

Internal Audit.

The Department's Internal Audit Section is an independent unit reporting directly to the Secretary General. The Section works to an annual programme of audits, approved by the Secretary General. Its work is reviewed on an ongoing basis by the Department's Audit Committee. The Section reviews the risk assessment process which is an integral part of the annual business planning cycle. Both the Internal Audit Section and the Audit Committee operate in accordance with the standards outlined in the Report of the Working Group on the Accountability of Secretaries General and Accounting Officers, 2002, (the Mullarkey Report).

Information and Communications Technologies (ICTs).

The joint civil/military IT Steering Committee, oversees the development of hardware, software, and security (of shared strategic applications), and telecommunications policy in support of the work of the Department of Defence and the Defence Forces. Within the resources available, we will seek to maximise the contribution of ICT to our work.

We will focus also on the strategic use of technology and identifying opportunities to deploy technology that will maximise value for money from investment in terms of increased productivity, greater efficiency and effectiveness.

Due to the nature of our business the Defence Organisation has limited direct contact with the general public, consequently there is a limited scope for the provision of on-line services. However, the utilisation of e-recruitment for the Defence Forces demonstrates how ICTs can be used to good effect in establishing linkages with the general public. We are committed to the goals and approaches outlined in the eGovernment strategy 2010 and will fully participate in all central eGovernment initiatives as appropriate.

Shared Services

The Programme for Government includes a commitment to rationalise core processes that are duplicated across the public service, by establishing shared backoffice operations for information technology, human resource management, payments and entitlement applications, business inspections and procurement. This builds on the OECD Review of the Public Service (2008) which suggested that the Irish Public Service is on a sound path to modernisation but identified a number of areas for further development including greater use of shared services. The Department of Defence will proactively engage in the implementation of shared services arrangements.

Regulatory Reform.

An appropriate and effective legislative and regulatory framework is an important facilitator for continuous improvement in the delivery of defence services. The Department's programme of work underway on the simplification and reform of both primary and secondary legislation will continue. As regards Regulatory Impact Analysis (RIA), the Department of Defence is not a regulatory authority as commonly understood. The Defence Acts and Regulations made thereunder are, for the most part, focused on the Defence Forces only and do not apply to the ordinary citizen or to business. Notwithstanding this, the Department applies the principles set out in the RIA Guidelines where appropriate.

Civil Defence

In line with the Government's commitment to bring the functions of many state agencies back into their parent Department, the Government has decided to transfer the functions of the Civil Defence Board back into the Department of Defence. The proposed legislation will, if enacted, repeal the Civil Defence Act, 2002, dissolve the Civil Defence Board and transfer its functions, property, rights, liabilities and other responsibilities back to the Department of Defence.

Data/Statistics Strategy.

Given the nature of its activities, the Defence Organisation is not a significant producer of data/statistics and does not have a significant requirement for data/statistics from external sources. Internal data needs tend to be

specific and focused. The improvement of internal data systems and capabilities has been the priority for the Department and Defence Forces to date. These systems and capabilities will be enhanced with the planned upgrades of the Department of Defence and Defence Forces enterprise applications in the period comprehended by this Strategy Statement. Where relevant, internal data sources that can be made available will be classified and coded in line with Central Statistics Office recommendations to enhance standardisation and compatibility, facilitate analysis, and ensure that the potential of such data is harnessed.

CROSS-DEPARTMENTAL ISSUES.

There are important cross-departmental dimensions to the work of the Defence Organisation and mission success is often critically dependent on the inputs and co-operation of other Departments and State Agencies. Equally, the mission success of other Departments and Agencies can be dependent on the inputs and co-operation of the Defence Organisation. Defence has pioneered the use of Memoranda of Understanding (MOUs) and Service Level Agreements (SLAs) covering services delivered to a range of customers in relation to sea fishery protection, air ambulance, cash escorts, GASU and services to other Government Departments and agencies. There are now defined and objective output targets for the Defence Forces. We will continue to develop this framework where appropriate.

We will continue to work closely with the Departments of An Taoiseach, Finance, and Public Expenditure and Reform in relation to the transformation of public services and the implementation of the action plan under the Croke Park Agreement on these matters and in relation to defence modernisation and the wider public service modernisation programme.

The Finance Branch of the Department will continue to participate in a number of cross-departmental payroll and financial management user groups which address common issues that arise from time to time.

We will assist the Department of the Taoiseach in the introduction and implementation of a new code of practice for the use of the Government Jet.

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

We will continue to work closely with the Department of Foreign Affairs and Trade regarding Ireland's contribution to international peace and security including our relationship with the UN, EU, NATO, OSCE etc.

We will continue to support the work of the Government Task Force on Emergency Planning and the Office of Emergency

Planning (OEP) and where appropriate provide assistance during emergencies to the principal response agencies and participate in inter-agency structured exercises. The Task Force will examine possible legislative approaches, having regard to international best practice, to support and improve the State's response to natural disasters.

Planning for the commemoration of the Centenary of the Easter Rising, in 2016, continues on a cross-Departmental basis. The Defence Organisation has a key role to play and is committed to working with others to develop and implement a successful commemorative programme. The military service pensions (1916-1923) archives project is being progressed. The Defence Organisation will also continue to provide assistance to State ceremonies such as the National Day of Commemoration and the National Famine Commemoration.

SECTION 5: REPORTING PROGRESS

The Defence Organisation will implement this Strategy Statement and continue to report on progress annually to the Minister as required under the Public Service Management Act 1997 and to publish those reports.

Implementation of Our Strategy.

We believe that our objectives, strategies and performance indicators are results-focused and specific so that implementation can be more easily measured and corrective action taken, if necessary. In many cases they are set out in formal agreements with our customers (e.g. MOUs and SLAs). Our objectives, strategies and indicators are specified in greater detail in the annual business planning process, civil and military. Key aspects of this include the preparation of annual business plans, the ongoing monitoring and review of progress, and regular reporting to the Minister. The drafting of Annual Plans will proceed against the background of the ongoing assessment of the defence and security environment as outlined above.

The Annual Report.

In accordance with the Public Service Management Act, 1997, an Annual Report will be submitted to the Minister, detailing progress in achieving the Defence High Level Goal. It will include a full review of the Programme and where appropriate, furnish detailed output data for both the Department of Defence and the Defence Forces.

Key Performance Indicators.

Crucial to reporting progress is the identification and monitoring of Key Performance Indicators for the Defence Organisation. They provide a verifiable mechanism to analyse performance in the achievement of the High Level Goal identified in this Strategy Statement. The Key Performance Indicators, Outputs and associated Strategic Dimensions are listed below.

KEY PERFORMANCE INDICATORS (KPIs)

Strategic Dimension	Outputs	KPI
Policy	• Policy Advice on all aspects of defence and associated supports to Minister for Defence. • Military Advice to the Minister for Defence. • Implement reform in accordance with defence sector action plans and whole of Government initiatives. • Memoranda of Understanding (MOU) and Service Level Agreements (SLAs) with regard to the provision of Defence Services. • Support to Government Task Force on Emergency Planning. • Proactive contribution, together with colleagues from the Department of Foreign Affairs and Trade, to the development of international peace and security policy in the EU and in other international fora.	• Timely and accurate policy advice. • Timely and accurate military advice. • Completion of policy papers including the White Paper on Defence. • Ongoing assessment of possible and actual Defence Forces deployments and demands on military capability. • Completion of MOUs and SLAs with Defence customers. • Ongoing advice on the implementation of the outcome of the Comprehensive Review of Expenditure. • Provision of required support to the Government Task Force on Emergency Planning. • Development of CSDP in accordance with Ireland's interests. • Engagement with UN and other international fora. • Timely and accurate financial services to the Defence Sector.
Ensuring the Capacity to Deliver	• Flexible and adaptive conventional land, sea and air military capabilities, capable of operating jointly and interoperable with like minded states. • Ongoing reform and modernisation of the Defence Organisation including the re-organisation of the Defence Forces. • Ongoing Financial Management of Defence Votes.	• Achievement of Capability Development Targets. • Attain planned Force Readiness states. • Defence Regulations updated. • Risk mitigation strategies implemented. • HR, Customer Service and MIF development plans implemented. • Programmed Internal Audit reviews completed. • Management of Estimates Process and production of required financial reports.

Defence Forces Operational Outputs	• Defence Forces operations in support of An Garda Síochána and other State Agencies. • Defence Forces Overseas Peace Support, Crisis Management and Humanitarian Operations.	• Meet all ATCP/ATCA approved requests. • Meet all SLA & MOU commitments. • Meet requests arising from emergencies and crises within means and resources. • Meet all Government requirements for overseas peace support. • Meet Mission Sponsors' standards and requirements.

APPENDIX 1. DEFENCE COMMITMENTS IN THE PROGRAMME FOR GOVERNMENT – (GOVERNMENT FOR NATIONAL RECOVERY 2011- 2016).

The Programme for Government contains the following commitments where the Defence Organisation has lead responsibility:

- We will implement the Defence Forces Medical Services Review as resources allow.
- We will initiate a detailed legal review of the basis, structures and governance of the Red Cross in Ireland to improve its functioning in the light of changing circumstances.

The Defence Organisation will also fully contribute to a broad range of cross-cutting commitments provided for in the Programme for Government.

APPENDIX 2. GLOBAL AND REGIONAL SECURITY CO-OPERATION

GLOBAL AND REGIONAL SECURITY

Defence outputs in support of global and regional security, dovetail with our foreign policy. The primacy of the United Nations continues to be a cornerstone of that policy. A commitment to collective security through the development of international organisations and regional co-operation is also a central element of that policy.

THE UNITED NATIONS

For over 50 years Ireland has contributed Defence Forces capabilities to United Nations peace support operations. On 15 October 1998, Ireland signed a Memorandum of Understanding with the United Nations in relation to Defence Forces participation in the United Nations Standby Arrangement System (UNSAS). Under the UNSAS arrangement, the State offers to provide up to 850 personnel on overseas service at any given time. Participation in UNSAS does not involve an obligation to participate in any particular UN mandated mission.

The New Horizon process was launched by the United Nations (UN) in 2009, with the publication of a document entitled "Charting a New Horizon for United Nations Peacekeeping". The aim of the New Horizon process is to assess the major policy and strategy dilemmas facing UN Peacekeeping today and over the coming years; and to reinvigorate the ongoing dialogue with stakeholders on possible solutions to better calibrate UN Peacekeeping to meet current and future requirements. In 2010, following discussions with the relevant stakeholders and partners, the UN endorsed four priority areas from the document, covering Policy Development; Capability Development; Field Support Strategy; Planning and Oversight. The UN will develop policy documents for each of these areas and in this incremental way, the main content of the New Horizon document will be brought to fruition.

THE EUROPEAN UNION

EU COMMON SECURITY AND DEFENCE POLICY

The EU's Common Security and Defence Policy (CSDP) is an integral part of the EU's Common Foreign and Security Policy, which encompasses the EU's international obligations to the maintenance of international peace and security. The primary function of CSDP is to provide the Union with an operational capacity to undertake peacekeeping, conflict prevention, strengthening, international security and crisis

management missions outside the territory of the Member States.

In this regard, the EU is an influential actor and adopts a comprehensive approach to the maintenance of international peace and security. The EU has at its disposal a wide range of instruments it can deploy, which include conflict prevention and crisis management, to the longer term support for development. Military capabilities are just one element among this wide range of instruments.

If the EU is to remain an active player in the world, it must maintain highly capable military forces - these are crucial to a credible CSDP. With the increasing pressure on defence budgets, there is a risk that Europe's military capabilities will be diminished. In this regard, the EU has embarked on a new initiative in the area of military capability development called "Pooling and Sharing". This initiative is seen as a prudent approach to examining how vital military capabilities, within reduced budgets, can be retained, maintained and/or enhanced by means of bilateral, regional and European-wide cooperation and ultimately made available for CSDP operations.

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

The two main structures for the development and implementation of CSDP are the Political and Security Committee (PSC) and the EU Military Committee (EUMC). These bodies are supported by the European External Action Service which incorporates the Crisis Management and Planning Directorate and the EU Military Staff respectively. Ireland is represented at ambassadorial level in the PSC and by a Brigadier General, representing the Chief of Staff, within the EUMC. Defence personnel, both civil and military, based in Ireland's Permanent Representation to the EU, work proactively in furthering Ireland's national interests within the Union in association with colleagues from the Department of Foreign Affairs and Trade.

European Defence Agency

Ireland has participated in the framework of the European Defence Agency (EDA) since its establishment in 2004. The EDA is headed by the High Representative (HR) for the EU's Common Foreign and Security Policy. The work of the Agency is achieved through a Steering Board comprising EU Defence Ministers of the participating Member States. On a day-to-day basis, the Minister is represented in the EDA by officials from his Department. Departmental and Defence Forces personnel also participate in the EDA's Integrated Development Teams (IDT), Project

Teams (PT) and in the area of the Capability Development Plan (CDP).

The EDA plays an important role in identifying and overcoming shortfalls in defence capabilities development. The EDA is also focused on supporting the development of the European Defence Technological and Industrial base.

Ireland participates in the Code of Conduct on Defence Procurement and the Electronic Bulletin Board for Defence Contracts. Ireland also participates in the Code of Best Practice in the Supply Chain, which is designed to open up Industry-to-Industry defence contracts.

Ireland continues to participate in the EDA's Research and Technology (R&T) Joint Investment Project on Force Protection. The force protection programme is a broad project which aims to enhance the security of deployed operations through improved doctrine, best practice and emerging technologies. Ireland's key interest in the programme is in the development of technologies to protect troops from threats such as snipers, booby traps and improvised explosive devices (IED). Ireland also supports the Agency's work in capability development, R&T and market initiatives within the framework of CSDP and the relevant Treaty provisions.

Since 2009, Ireland's participation in specific projects undertaken by the Agency is considered on a case-by-case basis, and is subject to Government and Dáil approval, in accordance with the Defence (Miscellaneous Provisions) Act 2009.

In 2011, the Government and Dáil Éireann approved Ireland's participation in two EDA projects, one relating to Chemical, Biological, Radiological and Nuclear protection and the other to Maritime Surveillance. As approved by Government, Enterprise Ireland will promote and manage Irish Research and Development participation in these two EDA projects, in association with the Department of Defence. In the case of Defence Forces capability development opportunities, the Defence Organisation, in association with Enterprise Ireland, will now provide a valuable and important link for Irish research and industry to the leading edge capability development efforts of the EDA.

On the 3rd October 2011, the Minister for Defence launched a seminar on "Opportunities in the European Security and Defence Markets", which was organised jointly by Enterprise Ireland and the Defence Organisation. The objective of the seminar was to afford Irish industry and research institutions an opportunity to engage with the EDA, and to hear from the Defence Forces about initiatives in their area of capability development. Representatives from academia, industry and the EDA, including the Chief Executive of the Agency, attended the seminar.

EU Headline Goal

The European Council at Helsinki in December 1999 established the EU Headline Goal, i.e. a capability to deploy within 60 days, and to sustain for at least one year, a Rapid Reaction Force of up to 50-60,000 persons capable of the full range of crisis management tasks (Petersberg Tasks)[1]. The objective was to achieve this Goal by 2003.

Ireland's contribution to the Headline Goal consists of an offer of up to 850 members of the Defence Force, (which currently represents more than 10% of our Army), from within our existing commitment of 850 personnel to the United Nations Standby Arrangements System (UNSAS).

In May 2004, during the Irish Presidency of the EU, the Member States adopted a new overall target - known as Headline Goal 2010. This takes into account the European Security Strategy, changes in the international environment, including new threats and challenges, as well as the lessons learned from the first EU-led operations. The Military Headline Goal 2010 (HLG2010) calls on EU Member States to *"be able by 2010 to respond with rapid and decisive action applying a fully coherent approach to the whole spectrum of crisis management operations covered by the Treaty of the European Union"*.

The EU agreed a political strategic document on civilian and military capability development which has extended the implementation of the respective existing civilian and military Headline Goals beyond 2010. It has issued guidelines stating that efforts by the EU and its Member States on capability development beyond 2010 will focus on certain agreed broad civilian and military capability objectives.

Battlegroups

A key element of Headline Goal 2010 is the capability to deploy forces at high readiness, broadly based on the Battlegroups concept, which would complement the Rapid Reaction Force concept. As of January 2007, the EU has achieved full operational capability, which means that two Battlegroups are continually on standby for a period of 6 months at a time.

Ireland participated in the Swedish-led Nordic Battlegroup (NBG) which was on standby from 1 January 2011 to 30 June 2011. Ireland's contribution to NBG 2011 was an Intelligence Surveillance Target Acquisition Reconnaissance Group together with support

[1] *The "Petersberg tasks" are an integral part of the Common Security and Defence Policy (CSDP). They were explicitly included in the Treaty on European Union (Article 17) and cover: humanitarian and rescue tasks; peace-keeping tasks; tasks of combat forces in crisis management, including peacemaking. These tasks were set out in the Petersberg Declaration adopted at the Ministerial Council of the Western European Union (WEU) in June 1992 and have been expanded under the Lisbon Treaty. The list now includes tasks such as joint disarmament operations (such as de-mining); security sector reform (reforming armies and police); military advice and assistance tasks; humanitarian and rescue tasks, etc.*

elements and staff posts at NBG Force Headquarter (FHQ) in Enkoping, Sweden.

Ireland has committed to participating in the Austrian/German Battlegroup, which will be on stand-by for the second six months of 2012. The proposed Defence Forces contribution will be the same capability commitment as was offered to the Nordic Battlegroup 2011.

EU Co-Operation with International Organisations.

Co-operation between the EU and other international actors, particularly the UN, in the area of crisis management, has also developed substantially into a diverse network of co-operation and interaction, spanning virtually the entire range of EU external relations. Ireland continues to encourage and promote the ongoing development of EU-UN co-operation in the area of humanitarian action, crisis management, peacekeeping and conflict prevention, with a particular emphasis on EU action in support of UN operations. In this regard, the Department of Defence, in association with the Department of Foreign Affairs and Trade, has developed a Food For Thought paper, "Enhancing EU/UN Co-operation"[2]. The paper highlights a number of options as to how the EU, as part of its ongoing CSDP capability development process, might identify niche or modular capabilities developed for CSDP crisis management operations, which could be made available to and fully integrated into UN-led "blue-hat" crisis management operations. The EU's Crisis Management and Planning Directorate (CMPD) are in the process of bringing forward this initiative in consultation with the United Nations.

The EU and NATO have continued to develop their strategic partnership in crisis management with co-operation in particular where the two organisations operate in the same theatre.

Beyond cooperation in the field, other key priorities for cooperation are to ensure that military capability development efforts are mutually reinforcing, as well as combating terrorism and the proliferation of weapons of mass destruction.

NATO Partnership for Peace (PfP)

Ireland joined Partnership for Peace (PfP) on 1 December 1999. NATO has adopted a multitude of formal military standards to ensure seamless integration of multi-national forces. These standards cover everything from training, equipment and ammunition to organisation, operational procedures and administration. All western countries, including neutrals, have adopted these standards. NATO has, in effect, become the ISO of the military world. PfP is the mechanism which gives Ireland access to NATO standards. Therefore our participation

[2] Available on quick links at http://www.defence.ie

in PfP is essential in order to confirm our interoperability with partners.

The essence of the PfP programme is a partnership formed individually between each Partner country and NATO, tailored to individual needs and jointly implemented at the level and pace chosen by each participating government. Ireland's engagement in PfP is supported through Ireland's Partnership Liaison Office at NATO Headquarters in Brussels.

Ireland's 5 priority areas of interest are:

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

Ireland's annual Individual Partnership Programmes (IPP) under NATO PfP focuses on the enhancement of skills and expertise in such areas as operational and generic planning for peacekeeping and peace support operations, communications, command and control, operational procedures and logistics. Activities include training courses, seminars, workshops, conferences, staff exercises and tabletop exercises. In 2010, Ireland's tenth annual Individual Partnership Programme (IPP), covering the period 2010-2011, was completed in consultation with the Departments of Foreign Affairs; Environment, Heritage and Local Government; Justice and Law Reform; Health and Children; and Communications, Energy and Natural Resources.

Ireland, in common with other neutral EU Member States who are members of PfP, also participates in the PfP Planning and Review Process (PARP) mechanism for planning in relation to peace support operations. The scope of Ireland's involvement in PARP is focused on enhancing interoperability so that Defence Forces personnel can operate efficiently and effectively in a multi-national environment.

APPENDIX 3: DEFENCE CAPABILITY FRAMEWORK

A broad range of actions within the Defence Organisation are required in the development of appropriate military capabilities. These actions include investment in new equipment and infrastructure, military doctrine, HR policies and regulatory reform. These efforts are coordinated by enhanced senior management structures such as the Strategic Management Committee, High Level Planning and Procurement Group, etc.

The Defence Capability Framework outlines plans and associated activities relating to capability development. These plans are established for the various functions and force packages and include training activity targets for the Defence Forces. The five essential components of military capabilities are met through implementation of these plans. It is important to note that this framework is a work in progress and is continuously evolving in terms of the changing security environment and requirements of the Defence Forces. Likewise, the outcomes of the process of meeting the quantitative and qualitative targets will feed back into strategic considerations on an ongoing basis.

MILITARY CAPABILITY

There are five essential pillars to military capability: operational viability, sustainability, readiness, interoperability and deployability.

a. *Operational Viability* is concerned with ensuring that a given force package can prevail in an operational situation. It is achieved through the synthesis of personnel, equipment, military doctrine, organisation, training and command, control and communications.

b. *Sustainability* is concerned with ensuring that the capability continues to be operationally viable. It entails ensuring that a given force package can maintain a mission tasking, at the required operational tempo, for the duration required. Consequently this pillar pertains to the continued provision of trained personnel and logistical and maintenance support.

c. *Readiness* is the immediate ability of a given force package to execute a designated mission while balancing the constraints of time and capability. It is a combination of current levels of personnel, training, equipment, command, control, communications and intelligence. Readiness must be underpinned by appropriate doctrine and should be continually shaped by lessons

learned. In addition, readiness levels are based on risk assessments of the Defence and Security environment and when deemed necessary, selective elements or the entire Force can be brought to a higher readiness level.

d. *Interoperability* is concerned with ensuring that the force elements that constitute force packages can operate "jointly" and successfully with other force elements or "combined" with other military organisations or civilian authorities. It entails familiarity with other's operational procedures. Consequently this requires suitable equipment, personnel, systems and infrastructure programmes, policies and procedures.

e. *Deployability* is concerned with ensuring that a given force package can deploy to a mission area in a given time frame. Essentially, it entails raising force elements to deploy nationally and/or internationally with the required training, preparation and equipment in place.

Figure 1 overleaf illustrates the Defence Capability Framework and indicates the various enablers currently in place that facilitate the delivery of Defence Forces Capability.
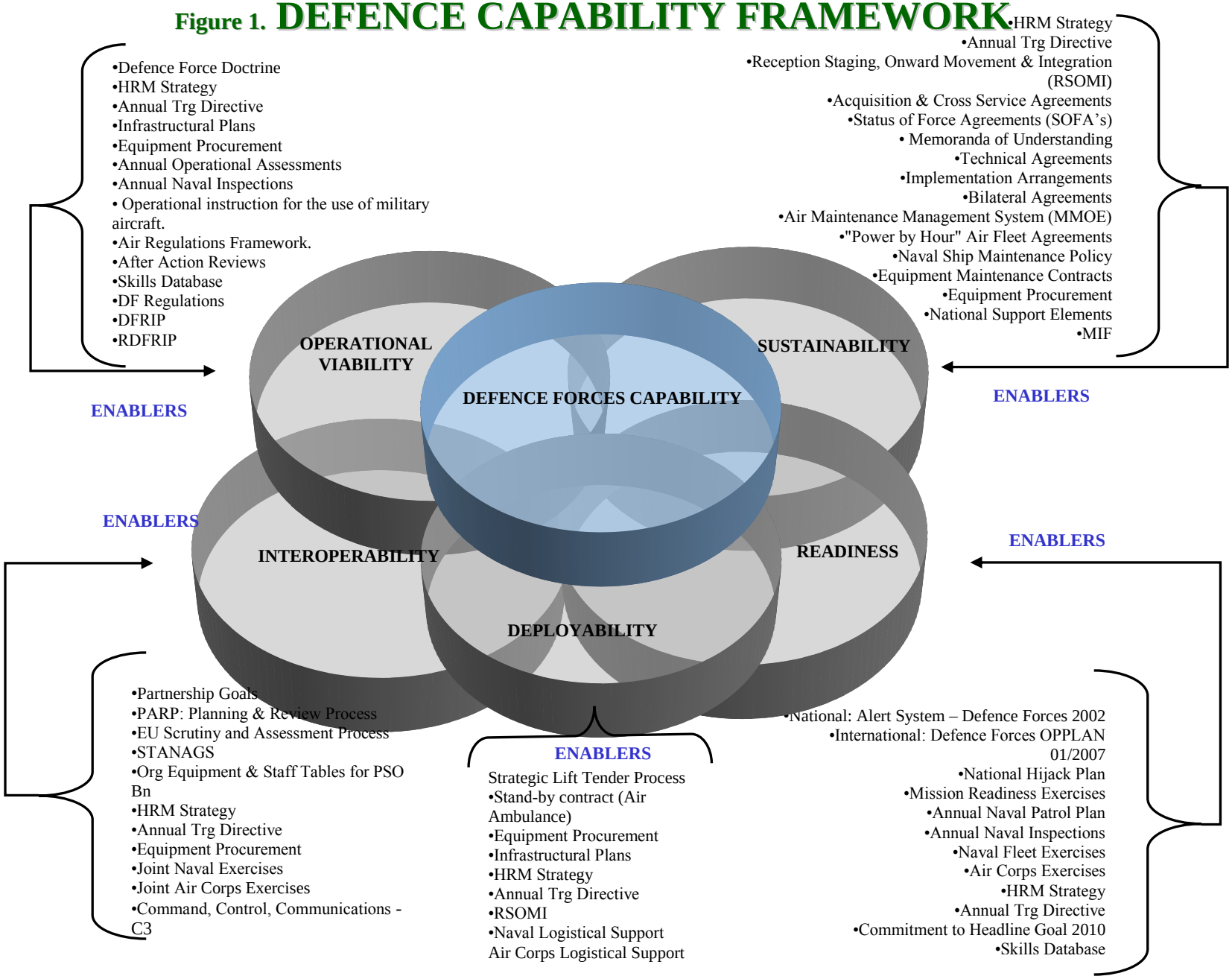
Figure 1. DEFENCE CAPABILITY FRAMEWORK