



# Department of Defence and Defence Forces

## *Strategy Statement 2021 - 2023*



An Roinn Cosanta  
Department of Defence



Óglaigh  
na hÉireann  
IRISH DEFENCE FORCES

[gov.ie/defence](https://www.gov.ie/defence)

## Minister for Defence

As Minister for Defence, I welcome the publication of this Strategy Statement. It provides a strategic framework for the Department of Defence and the Defence Forces over the coming three year period. There has been a sustained and dedicated response to the challenges presented by COVID-19 across the Defence Organisation which has been of enormous benefit to the HSE and other arms of the State battling this pandemic on a daily basis. The publication of this Strategy Statement comes at a pivotal time for the Defence Organisation with the establishment of the Commission on the Defence Forces and the forthcoming Organisational Capability Review of the Department of Defence. Therefore, it is foreseen that this Strategy Statement will be subject to a mid-term review. Overall, the Strategy Statement provides for a challenging agenda in keeping with the importance of defence to national well-being. I look forward to working closely with the Secretary General, the Chief of Staff and their respective personnel, civil and military, whose combined efforts will be required to achieve the Defence high level goal.



*Simon Coveney*  
Minister for Defence

## Secretary General and Chief of Staff

The approval of this Strategy Statement is very welcome. It sets out a strategic framework for the work of the Defence Organisation, encompassing both the Department of Defence and the Defence Forces, for the next three years. The Department has a unique civil-military structure and responsibility for implementation of this Strategy falls to both military and civil branches working together cohesively to achieve our objectives. Implementation will be overseen by the Strategic Management Committee, comprising both ourselves and our respective management teams. This civil-military approach facilitates business planning processes in the Defence Organisation, with a common view of the strategic goals, objectives and actions identified within this Strategy Statement. At all times we will remain outward-looking and developmental. This clear focus will ensure that the requirements of Government in respect of defence, across all roles assigned, continue to be met. We look forward to the outputs of the Commission on the Defence Forces and the Organisational Capability Review of the Department.



*Jacqui McCrum*  
Secretary General



*Vice Admiral Mark Mellett DSM*  
Chief of Staff

## Introduction

This Strategy Statement encompasses the civil and military elements of the Department of Defence and the Defence Forces, and sets out a shared high level goal:

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

This *high level goal* comprises three broad strategic dimensions:

- Defence policy;
- Ensuring the capacity to deliver; and
- Defence Forces operational outputs.

Under each strategic dimension, strategic goals are identified together with the identified priority objectives and actions which will be pursued over the period 2021 to 2023.

In the development of this strategy statement, the staff within the Defence Organisation<sup>1</sup>, the Defence Forces Representative Associations, the Joint Oireachtas Committee on Foreign Affairs and Defence and other Government Departments were consulted.

## Mandate

The Constitution of Ireland vests the right to raise and maintain military or armed forces exclusively in the Oireachtas and expressly prohibits the raising and maintenance of any other military or armed force for any purpose whatsoever. It vests supreme command of the Defence Forces in the President and also provides that the exercise of such command shall be regulated by law. The governing legislation is contained in the Defence Acts 1954-2015, which provide that military command of, and all executive and administrative powers in relation to, the Defence Forces, including the power to delegate command and authority, shall be exercisable by the Government and through and by the Minister for Defence. By law, the Minister for Defence is also the head of the Department of Defence while the Secretary General is the “principal officer” of the Department and is also appointed by the Minister for Public Expenditure and Reform as the Accounting Officer for all defence expenditure. Defence Forces Headquarters (DFHQ) is the military element of the Department of Defence, which is headed by the Chief of Staff, who is the Minister’s principal military adviser.



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<sup>1</sup>In this Strategy Statement, the Defence Organisation refers to the Department of Defence and the Defence Forces.



## Environmental Analysis and Policy Context

### *White Paper on Defence<sup>2</sup>*

The White Paper on Defence, approved by Government in July 2015, provides the defence policy framework out to 2025. This policy framework, provides that Ireland will continue to maintain its policy of military neutrality, is flexible and responsive given the dynamic nature of the security environment and will enable the Defence Organisation to be adaptive to changing circumstances. As well as providing for the defence of the State from armed aggression, there is also the requirement to provide Aid to the Civil Power (ATCP) and Aid to the Civil Authority (ATCA). This includes provision of supports to An Garda Síochána, who have primary responsibility for law and order, including the protection of the internal security of the State. In addition, there is the defence contribution to international peace and security, participating in multinational peace support, crisis management and humanitarian relief operations in support of the United Nations (UN) and under UN mandate, including regional security missions authorised by the UN. A key feature of the White Paper is the geo-political and domestic security environment assessment which provides the basis for the defence policy response and other policy requirements that are set out and which, in turn, led to the consolidation of those requirements into revised roles for both the Permanent Defence Force (PDF) and the Reserve Defence Force (RDF). The security environment assessment was updated in 2019 as part of the White Paper Update [see note below].



The White Paper also sets out key principles on capability development, the future development of both the RDF and Civil Defence, and places a strong emphasis on development of the human resources of the Organisation. White Paper implementation is also addressed and, since publication, a total of 95 separate projects were identified to be initiated over a ten year period, with a joint civil-military White Paper Implementation Facilitation Team established to support and monitor the progress of these White Paper projects. These projects are being actively progressed and an external report on progress will be published in early 2021.

### *White Paper on Defence Update 2019<sup>3</sup>*

In the 2015 White Paper the Government decided to establish a new fixed cycle of defence reviews; the first of which was the White Paper update which was approved by Government in December 2019. The update included a revised security environment assessment, which concluded that the aggregate level of threat has not altered in a way to justify increasing the overall level of threat. Threats in the cyber domain, and from espionage, are assessed as increasing, while the wider political global environment is now more complex and uncertain. Changes since the 2015 White Paper are also addressed, including human resource issues, implementation of commitments made in the White Paper and capability developments. The next stage in the fixed cycle of reviews is to be a Strategic Defence Review.

<sup>2</sup><https://www.gov.ie/en/policy-information/bee90a-white-paper-on-defence/>

<sup>3</sup><https://www.gov.ie/en/publication/a519cf-white-paper-on-defence-update-2019/>

## **Programme for Government 2020 - Our Shared Future**

The Programme for Government agreed in June 2020 contains a number of commitments in the defence area (see Appendix A). A key commitment provides for the establishment of an independent Commission on the Defence Forces. This Commission, which was established in December 2020, contains a wide variety of expertise and has been tasked with carrying out a comprehensive review of the Defence Forces in accordance with the Terms of Reference approved by Government (Appendix B).

Additional Programme for Government actions, which are being progressed separately to the Commission, include commitments relating to retired members, the Institute for Peace Support and Leadership, access to health care for enlisted personnel and the application of the Organisation of Working Time Act.

## **Report of the Public Service Pay Commission**

In July 2019 the Public Service Pay Commission published its report on recruitment and retention in the Permanent Defence Force. The report was accepted in full by Government and, to facilitate implementation, an extensive high level plan titled “Strengthening our Defence Forces – Phase One” was approved by Government. These projects have been actively progressed and an external report on progress will be published in early 2021.

## **Defence Funding**

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

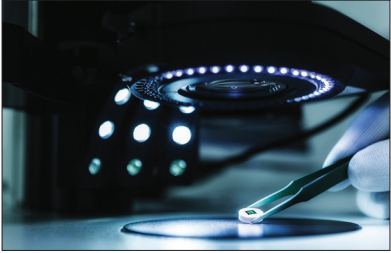
The Army Pensions Vote provides for the payment of pension benefits to retired military personnel and certain dependants. The Vote is non-discretionary and demand driven. Superannuation benefits – retirement pensions and once-off lump sums – account for over 95% of all military pensions’ expenditure. The balance is spent on military disability pensions and other ancillary benefits. The gross Vote 35 allocation for 2020 amounted to €259m while the budget allocation for 2021 is €262m.

The Defence Vote provides for both capital and current expenditure and in 2020 the gross allocation amounted to a total of €781m with a budget allocation of €810m provided for 2021. The 2018-2022 National Development Plan (NDP) includes a Defence provision of €541m. The Department will engage fully with the 2021 review of the NDP. The capital element of Vote 36 is used for the purchase and upgrade of military equipment, necessary building and maintenance works and ICT projects.

## **Innovation**

Building on a feasibility study completed in September 2020 on the development of a Research, Technology and Innovation (RTI) capability for the Defence Organisation, a staged approach will be taken to the establishment of a civil-military Defence RTI Unit which will ensure the Defence Organisation has access to research, technology and innovation in order to develop capabilities.

## Digital Agenda



Compared to many Departments or Offices which supply services directly to individual citizens, the Defence Organisation has more limited direct public customer interaction. However, in the discharge of its business overall, the Defence Organisation has put a premium on modernising its ICT infrastructure to provide secure and effective systems to meet its business needs. It will continue to do so through a process of targeted investment in line with the Government's digital strategy overall and will continue to engage and support shared service initiatives, including increased collaboration with the Office of Government Chief Information Officer (OGCIO). All Department of Defence staff now have remote access capability, which has given extended organisational resilience, and facilitates effective remote working, as required.

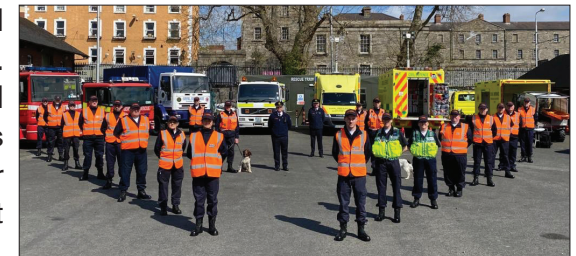
## Office of Emergency Planning

The Government Task Force on Emergency Planning is the top level structure which gives policy and direction and coordinates and oversees the emergency planning activities of all Government Departments and public authorities. It promotes the best possible use of resources and compatibility across different planning requirements. The Minister for Defence chairs the Government Task Force, the membership of which includes Ministers, senior officials of Government Departments, senior officers of the Defence Forces and An Garda Síochána and officials of other key public authorities having a lead or support role in Government Emergency Planning. The Office of Emergency Planning (OEP) provides a key support role to the Government Task Force on Emergency Planning. It is responsible to the Minister for Defence for the coordination and oversight of emergency planning. At all times the lead responsibility for specific emergency planning functions remains with the relevant Government Departments. When an emergency occurs, the appropriate emergency plan is set into operation with the relevant Department taking the lead in its implementation supported by the OEP and all other Government Departments / Agencies.

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

## Civil Defence

Civil Defence is a volunteer based organisation that supports the Principal Response Agencies (such as local authorities, the Gardaí and the HSE) in dealing with a wide range of emergency and non-emergency events. Civil Defence Branch is charged with the management and development of Civil Defence at national level. Civil Defence Branch also deals with some other work areas for the Department: Community Support Unit - requests for non-military Defence Forces assistance at community events; Civil Defence Branch has responsibility for co-ordinating the Department's Business Continuity Plan; Civil Defence Branch acts as the main contact point for the Department with the Irish Red Cross.



The Department of Defence, in keeping with the “Civil Defence – Towards 2030” policy document will continue to support the engagement by Civil Defence with local authorities, and the continued provision of Civil Defence support, under the Framework for Major Emergency Management across a range of emergency incidents.

## **Cross Cutting with other Departments and Agencies**

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

The White Paper reflects the importance of whole of Government approaches to the security of the State. In this context, the Department of Defence will continue to collaborate with a range of Departments and Agencies who have security responsibilities. Such engagement includes that under the auspices of the National Security Committee and the Government Task Force on Emergency Planning. Increased collaboration in terms of planning, capability awareness, and joint exercising contributes to a stronger and more comprehensive approach to mitigating security threats to the State. The establishment of a National Security Analysis Centre will further help refine and shape the national security architecture and future approaches across government to assessing the security environment, including in the context of future fixed cycle of defence reviews.

The Department of Foreign Affairs is a key strategic partner with the Defence Organisation with whom we will continue to have a close and effective working relationship in the areas of UN Peacekeeping; international security policy; disarmament, non-proliferation and arms control; and sustainable development. The Defence Organisation will support the “Global Ireland 2025” ambitions to expand and grow the contribution Ireland makes abroad. The Defence Organisation will continue to contribute to the implementation of the relevant sustainable development goals and targets, as set out in the 2030 Agenda for Sustainable Development. The Defence Organisation will also continue to contribute to the inter-departmental groups focused on the implementation of UN Security Council Resolution 1325 through Ireland’s third National Action Plan on Women, Peace and Security.

Under the Defence enterprise strategy, the Defence Organisation engages with Enterprise Ireland and the Department of Enterprise, Trade and Employment in seeking opportunities to collaborate with Irish industry and academia particularly with the recent availability of EU Defence funding programmes and initiatives through the European Defence Agency.

The Department of Environment, Climate and Communications has the lead role in relation to cyber-security and the Defence Organisation is committed to contributing to the delivery of measures to improve the cyber security of the State, as outlined in the National Cyber Security Strategy, published in December 2019. The Defence Organisation participates on the inter-departmental Cyber Strategy Implementation Group as well as the other groups supporting delivery of this Strategy. Under the auspices of the Department of Environment, Climate and Communications, arrangements are now in place for staff to gain experience in the NATO Cooperative Cyber Defence Centre of Excellence in Tallinn, Estonia.



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

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

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

The Defence Organisation has developed the use of Memorandums of Understanding (MOUs) and Service Level Agreements (SLAs) covering services delivered to a range of Government Departments and Agencies. These are defined and may include specific output targets for the Defence Forces. The Department will continue to develop this framework where appropriate and in consultation with all stakeholders.



## Conciliation and Arbitration (C&A)

The Defence Organisation welcomes and values the participation of staff and their Representative Associations in the on-going development and transformation of the Defence Forces. 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, the Representative Association of Commissioned Officers (RACO) and Permanent Defence Force Other Ranks Representative Association (PDFORRA), within the scope of representation, the impact of the implementation of this strategy statement. The appointment of an independent Chair for the Conciliation Council in early 2020, along with the promulgation of a revised C&A scheme, highlight the engagement by both sides in reviewing and improving the C&A scheme. Although they do not come under the formal C&A scheme, provision has been made for representation for members of the Reserve, by the Reserve Defence Force Representative Association (RDFRA). The Department also interacts with the Irish Nurses and Midwives Organisation which represents members of the Army Nursing Service. Continuous employee participation and positive engagement between Defence management and employee representatives has been a key driver in the implementation of reform.



## Veterans

The White Paper on Defence recognises the valued public service given by former servicemen and women of the Defence Forces. To this end, a range of services are provided to veterans based on a process of regular engagement, the provision of annual financial subventions and specific supports to important events such as their Veterans' Day and the ONE Fuchsia Campaign. In addition, there is a Programme for Government commitment to support the establishment of centres for retired members of the Defence Forces. This will build on a range of measures which has seen an increased level of annual funding support to the Organisation of National Ex-Service Personnel (ONE) and the Irish United Nations Veterans Association (IUNVA) and additional funding for accommodation and training projects secured by the Department through the Dormant Accounts Fund and supports in securing accommodation for drop in centres in Departmental properties.



## Human Rights and Equality Issues

Section 42(2) of the Irish Human Rights and Equality Commission Act 2014 requires that the human rights and equality issues that are relevant to the performance of the functions of the Department of Defence have been considered in the preparation of this strategy statement. The approach to human rights and equality issues is being pursued through a number of programmes.

In relation to equality, the Defence Forces' Diversity and Inclusion strategy statement and action plan; the Defence Forces' Equality policy; the Defence Forces' Values in Action Programme; and the Defence Forces' Action Plan on Women, Peace and Security, all facilitate a focus on equality, diversity and inclusion within the Defence Forces.

Underpinning the approach to supporting its employees, the Department's People strategy has at its core a commitment to equality of opportunity. Department employees are supported in working in a safe, inclusive environment through a Dignity at Work policy and through a range of learning and development opportunities, including unconscious bias training. There are also additional supports available through the Civil Service Employee Assistance Service and the Department's Disability Liaison Officer.

Policies are also in place to ensure the right of each individual, civil or military, to dignity in their work environment and in all activities arising from their service, whilst provisions also exist for dealing with internal complaints and the disclosure of information under the Protected Disclosures Act 2014. Members of the Defence Forces have access to a statutory grievance process under section 114 of the Defence Acts 1954-2015. In addition, members of the Defence Forces can bring complaints to the Ombudsman for the Defence Forces.

## Official Language Act

The Department of Defence is committed to fulfilling the obligations set out in the Official Languages Act 2003 with regard to the level of service provided through Irish. The Department of Defence has in place its fourth



Language Scheme in accordance with the Official Languages Act 2003 covering the period 2017 - 2020. The primary objective of the Act is to ensure better availability and a higher standard of public services through Irish. Events are held regularly to promote the use of the Irish language within the Department and the Department offers Irish language training to staff on a regular basis.

## Climate Action

The Defence Organisation continues to take a proactive approach to climate action. Proactive departmental energy teams will continue to implement energy efficiency initiatives such as using only energy efficient lighting, more strict control of heating and ventilation systems, organising energy awareness days, installing timers on high energy units, regular energy audits and monitoring and reporting. This approach is also reflected in the Defence Forces Built Infrastructure Programme 2020 – 2025 which commits that all future projects, be they new build or refurbishments, will take account of the Government's Climate Action Plan.

The Defence Forces strive to be an exemplar in addressing climate change, implementing an ambitious energy management strategy and achieving public sector, national and European energy related targets. The Government's Climate Action Plan serves as our roadmap to reduce our greenhouse gas emissions and tackle the climate change. The Defence Forces are committed to developing measures under this action plan and shares the ambition in the EU Green Deal to create a carbon neutral continent by 2050, and over the next decade will transform from a high to low carbon organisation without compromising operational outputs. The Defence Forces will develop measures immediately to initiate this transformation.

The Defence Forces continue to maintain certification to the international energy management standard ISO 50001. Continual improvement and setting and achieving energy targets are an integral part of this standard. In order to achieve future energy related targets to 2030 and 2050, the Defence Forces will implement ambitious annual plans of action to address energy use across the full spectrum of operations. The Defence Forces continue to engage with the Sustainable Energy Authority of Ireland (SEAI) and the European Defence Agency (EDA) on an ambitious range of energy initiatives.

Progress has been made on these initiatives. To date, the Department of Defence has reduced energy consumption by 32% since 2009 with the Defence Forces reducing energy consumption by 21% since 2009.

## Review of Progress

The independent Commission on the Defence Forces will report to Government before the end of 2021. An Organisational Capability Review of the Department of Defence will take place, under the Government's Civil Service Renewal Plan, during 2021. This review will be carried out by a capability review team from the Reform and Delivery office, based at the Department of Public Expenditure and Reform.

In addition to these reviews, a number of other potentially significant strategic developments, such as the defence funding study and the review of the National Development Plan, are expected to conclude during 2021. In light of this anticipated confluence of significant strategic developments outlined above that bear on the Defence Organisation, this strategy statement will be subject to a mid-term review and update to ensure its continued relevance.

## HIGH LEVEL GOAL

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

| Defence Policy  | Ensuring the Capacity to Deliver   | Defence Forces Operational Outputs   |
|---|--|--|
| <ol style="list-style-type: none"> <li>1. Provision of timely and relevant policy and military advice</li> <li>2. Implement the White Paper on Defence</li> <li>3. Contribute to national and international security and defence policy</li> <li>4. Enhance cross-cutting policy collaboration</li> <li>5. Implement Government decisions arising from the report of the Commission on the Defence Forces</li> <li>6. Climate Action</li> <li>7. Innovation</li> <li>8. Digital Agenda</li> </ol> | <ol style="list-style-type: none"> <li>1. Development and maintenance of capabilities</li> <li>2. Develop our people and enhance planning for future HR requirements</li> <li>3. Efficient and innovative management of resources</li> </ol> | <ol style="list-style-type: none"> <li>1. Deliver operations successfully</li> </ol> |



## DEFENCE POLICY

| Strategic Goals  | Objectives & Actions  |
|--|---|
| <p><b>Provision of timely and relevant policy and military advice</b></p>          | <p><b>Provision of timely and relevant policy and military advice to the Minister</b></p> <ul style="list-style-type: none"> <li>▪ Continuous review of the defence and security environment to ensure the provision of timely and relevant policy and military advice to the Minister and to Government, including advice in respect of security, peace support and defence developments generally.</li> </ul> <p><b>Identify appropriate responses in the delivery of defence outputs</b></p> <ul style="list-style-type: none"> <li>▪ Ensure that appropriate responses in the delivery of defence outputs are identified and pursued to address changes in the defence and security environment to include post Brexit outcomes and the on-going response to Covid-19.</li> </ul>   |
| <p><b>Implement the White Paper on Defence</b></p>                                 | <p><b>Progress White Paper objectives, including specific projects identified</b></p> <ul style="list-style-type: none"> <li>▪ Review progress with White Paper implementation on an on-going basis.</li> <li>▪ Initiation and completion of the Strategic Defence Review.</li> </ul>   |
| <p><b>Contribute to national and international security and defence policy</b></p> | <p><b>Pursue measures in support of National security</b></p> <ul style="list-style-type: none"> <li>▪ Continue to work with other Departments and Agencies with security responsibilities to assess and manage security risks and contribute to the development of a National Security Strategy, including through participation in the National Security Analysis Centre.</li> </ul> <p><b>Advance Ireland's strategic interests and values in international fora</b></p> <ul style="list-style-type: none"> <li>▪ In the context of enhancing security, work proactively to advance national interests and continue to contribute actively to the development of international defence and security policy in international fora, together with the Department of Foreign Affairs, notably in relation to the UN, EU Common Security and Defence Policy and NATO/ Partnership for Peace (PfP).</li> <li>▪ Contribute policy support and advice throughout Ireland's tenure on the United Nations Security Council 2021-2023.</li> </ul> <p><b>On-going assessment of Ireland's contribution to and engagement in international peace support and crisis management operations</b></p> <ul style="list-style-type: none"> <li>▪ Review Defence Forces commitments to overseas deployments, in line with Government policy.</li> </ul> <p><b>Institute for Peace Support and Leadership Training</b></p> <ul style="list-style-type: none"> <li>▪ In accordance with the White Paper and the Programme for Government, progress the development of a new Institute for Peace Support and Leadership Training.</li> </ul> |

| Strategic Goals  | Objectives & Actions  |
|--|---|
| <p><b>Enhance cross-cutting policy collaboration</b></p>   | <p><b>Support the Government Task Force on Emergency Planning</b></p> <ul style="list-style-type: none"> <li>▪ Continue to provide the necessary supports to the Minister for Defence in his capacity as Chairman of the Government Task Force on Emergency Planning.</li> <li>▪ In consultation and collaboration with other Departments and key public authorities, the Office of Emergency Planning will implement the Strategic Emergency Management: National Structures and Framework.</li> </ul> <p><b>Develop synergies with other departments and agencies, including MOUs and SLAs</b></p> <ul style="list-style-type: none"> <li>▪ The Department will continue to formalise, and monitor the provision of Memorandums of Understanding (MOUs) and Service Level Agreements (SLAs).</li> </ul> <p><b>Develop Civil Defence</b></p> <ul style="list-style-type: none"> <li>▪ Continue to support and develop Civil Defence around its central strategic policy “Towards 2030” to support the Principal Response Agencies (PRAs) in a variety of emergency and non-emergency situations.</li> <li>▪ Progress the work of the inter-agency guidance team to ensure that Civil Defence services and capabilities are developed according to the needs of the PRAs under the Framework for Major Emergency Management.</li> </ul> <p><b>Provide support to the Department of Public Expenditure and Reform in respect of the Programme for Government commitment for a permanent pay review body for the Permanent Defence Force (PDF).</b></p> |
| <p><b>Implement Government decisions arising from the report of the Commission on the Defence Forces</b></p> | <p>Engage with the Commission on the Defence Forces and undertake actions arising from Government decisions on the report of the Commission.</p>  |
| <p><b>Climate Action</b></p>   | <p>Implement the Government’s Climate Action Plan, to be revised in 2021, and continue to engage with climate action initiatives including Energy Action Teams, the Defence Forces’ Senior Energy Executive, the EDA’s Energy and Environment Working Group, the European Commission’s ‘Consultation Forum for Sustainable Energy in the Defence and Security Sectors’ and other initiatives.</p>   |
| <p><b>Innovation</b></p>   | <p>The establishment of a civil-military Defence RTI Unit on a staged basis.</p>  |
| <p><b>Digital Agenda</b></p>   | <p>Modernising the Defence ICT infrastructure in line with the Government’s digital strategy.</p>   |

## ENSURING THE CAPACITY TO DELIVER

| Strategic Goals  | Objectives & Actions   |
|--|--|
| <p><b>Development and maintenance of capabilities</b></p>                        | <p><b>Development and maintenance of capabilities in fulfilment of assigned roles at home and overseas</b></p> <ul style="list-style-type: none"> <li>▪ Complete the Capability Development Plan referencing international best-practice and encompassing doctrinal development, human resources planning, regulatory reform, equipment procurement, infrastructural development, organisational structures, including high level command and control, training and education development.</li> <li>▪ Increase focus on Research, Technology and Innovation (RTI) together with engagement with external institutes, enterprise and evaluation, through initiatives such as the RTI Unit, Defence Enterprise and the Public Service Innovation Strategy, in accordance with the objectives of the White Paper and the White Paper Update.</li> <li>▪ Implement the 2021-26 Equipment Development Plan and the 2021-26 Infrastructure Plan in line with the revised NDP 2021 and Project Ireland 2040 Plan.</li> </ul>  |
| <p><b>Develop our people and enhance planning for future HR requirements</b></p> | <p><b>Implement targeted HR measures</b></p> <ul style="list-style-type: none"> <li>▪ Implement HR strategies to ensure that the Defence Forces, both Permanent Defence Force and Reserve Defence Force, attract, train, educate and retain personnel and to increase the strength levels of the Defence Forces towards their respective establishments.</li> <li>▪ Complete the remaining projects in the High Level Implementation Plan “Strengthening our Defence Forces – Phase One”</li> <li>▪ Support the effective functioning of the revised C&amp;A Scheme for the PDF.</li> <li>▪ Develop proposals for implementation to expand the range of health care provision available to enlisted personnel of the PDF.</li> <li>▪ Ensure that the provisions of the Working Time Directive are, where appropriate, applied to the Defence Forces.</li> <li>▪ Continue to progress the HR strategy and development of the Department, including through Partnership arrangements.</li> <li>▪ Review and develop measures to ensure a strategic approach to recruitment, employment and retention of Civilian Employees in accordance with long-term needs.</li> </ul> <p><b>Fulfil all commitments arising from public service reform initiatives</b></p> <ul style="list-style-type: none"> <li>▪ Implement all actions arising from the Our Public Service 2020 Programme, with particular focus on the Defence led Action 10 – Programme and Project Management.</li> <li>▪ Implement reform goals arising from Public Sector Pay Agreements, as appropriate.</li> <li>▪ Continue to engage and support shared service initiatives including the process for the development and implementation of Financial Management Shared Services.</li> </ul> <p><b>Veterans</b></p> <ul style="list-style-type: none"> <li>▪ Provide supports for the recognised veterans associations, including assistance with the establishment of further centres.</li> </ul> |



| Strategic Goals   | Objectives & Actions  |
|---|---|
| <b>Efficient and innovative management of resources</b> | <b>Comply with public sector governance standards</b> <ul style="list-style-type: none"><li>▪ Ensure compliance with financial management, audit, assurance, risk assessment, procurement and other requirements, including the Public Spending Code, Public Financial Procedures and governance standards as well as Protected Disclosures.</li></ul> <b>Complete a Defence funding study</b> <ul style="list-style-type: none"><li>▪ Complete a specific study to capture, in a new way, the long-term costs of meeting Ireland's defence requirements.</li></ul> |

## DEFENCE FORCES OPERATIONAL OUTPUTS

| Strategic Goals                               | Objectives & Actions   |
|---|--|
| <p><b>Deliver Operations Successfully</b></p> | <p><b>Deploy Defence Forces capabilities in the provision of domestic security supports at the direction of Government and in response to approved Aid to the Civil Power requests from An Garda Síochána.</b></p> <p><b>Deploy Defence Forces capabilities to multi-national peace support, crisis management and humanitarian relief operations in accordance with Government direction and legislative provision.</b></p> <p><b>Deploy Defence Forces capabilities to approved Aid to the Civil Authority operations in response to major emergencies, including severe weather events, pandemics etc.</b></p> <p><b>In accordance with Memoranda of Understanding and Service Level Agreements targets, provide a fishery protection service as well as a range of on-going supports to other government departments and agencies including search and rescue and air ambulance services.</b></p> <p><b>Conduct operations in areas such as provision of a Ministerial air transport service and ceremonial services on behalf of Government.</b></p> <p><b>Participate in the Joint Task Force on Drugs Interdiction.</b></p> |

## APPENDIX A

### Commitments arising from the Programme for Government (PfG) 2020

#### Department of Defence led commitments

| PfG Commitment Description |  |
|----------------------------|--|
| 1                          | Establish an independent Commission on the Defence Forces.   |
| 2                          | Support the establishment of centres for retired members of the Defence Forces.  |
| 3                          | Develop a new Institute for Peace Support and Leadership Training in the Curragh   |
| 4                          | Ensure that all enlisted members of the Defence Forces have the same access to health care as officers currently do.   |
| 5                          | The Government will ensure that all overseas operations will be conducted in line with our position of military neutrality and will be subject to a triple lock of UN, Government and Dáil Éireann approval.   |
| 6                          | Ireland's participation in PESCO projects will be maintained on an 'opt-in' basis, with contributions being entirely voluntary. Any projects undertaken within PESCO will be approved by Cabinet and Dáil Éireann. The Government will not participate in projects that are incompatible with our policy of active military neutrality and non-membership of military alliances. |
| 7                          | Within the context of the European Peace Facility, Ireland will not be part of decision-making or funding for lethal force weapons for non-peace-keeping purposes.   |

#### Commitments within the remit of other Departments and which the Department of Defence has a contributory role

| PfG Commitment Description  | Lead Department                                       |
|---|---|
| Upon completion of the Commission's work, a permanent pay review body will be established, reflecting the unique nature of military service in the context of the public service. | Department of Public Expenditure and Reform           |
| Implement the National Cyber Security Strategy, recognising the potential and important role of the Defence Forces.   | Department of Environment, Climate and Communications |
| Amend the Organisation of Working Time Act, bringing the Defence Forces within the scope of its provisions.   | Department of Enterprise, Trade and Employment        |



## APPENDIX B

### Terms of Reference for the Commission on the Defence Forces

In addressing the detailed tasks as provided for in its Terms of Reference, the Commission will have regard to immediate requirements while also seeking to develop a longer term vision for beyond 2030. This is against a backdrop of the high-level Defence goal which 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. This fits within the broader context of the protection of Ireland's defence and security interests nationally and internationally. The Commission's approach should aim to ensure that the Defence Forces will remain agile, flexible and adaptive in responding to dynamic changes in the security environment, including new and emerging threats (such as from climate change) and technologies.

It is understood that recommendations of the Commission may require legislative changes.

In arriving at its findings and recommendations for arrangements for the effective defence of the country, the Commission will have regard to the level of funding provided by Government for Defence.

The following Terms of Reference, and the Commission's overall approach will be guided and informed by both the White Paper on Defence 2015 and the White Paper Update 2019, which set out Ireland's extant Defence Policy, including the current Security Environment Assessment, as set out in the White Paper Update.

- The Commission will take account of Ireland's particular defence requirements, including its strong international commitment in the overseas domain as well as the particular roles of the Defence Forces in the domestic security environment which itself continues to evolve.
- The Commission will consider and recommend the appropriate structure and size of the Permanent Defence Force (PDF) and the Reserve Defence Force (RDF). This will encompass consideration of appropriate capabilities, structures and staffing for the Army, and its brigade structure, the Air Corps and the Naval Service along with the appropriate balance and disposition of personnel and structures across a joint force approach in the land, air, maritime, cyber, intelligence and space domains.
- With regard to the RDF, the Commission will consider a wide range of options and will make recommendations to better leverage the capabilities of the RDF in their supports to the PDF and to make service in the RDF a more attractive option.
- The Commission will examine the structures in the Defence Forces as well as the work of the White Paper Command and Control project to date. In that context, the Commission will consider the most appropriate governance and effective high-level command and control structures in the Defence Forces.
- The Commission will examine the evolution of all remuneration systems and structures currently in place in the Defence Forces noting what the Programme for Government states in relation to a future Permanent Pay Review Body. Upon completion of the Commission's work, the Minister for Defence will consult with the Minister for Public Expenditure and Reform on the establishment of a permanent pay review body, reflecting the unique nature of military service in the context of the public service. All recommendations by the Commission or the successor body and their implementation must be consistent with national public sector wage policy.

- The Commission will set out a strategic perspective on HR policies, and associated strategies, including grievance processes and consideration of appropriate structural flexibility, to fulfil the requirements of military capabilities for a more agile and adaptive Defence Forces in a manner congruent with modern society, and in light of the prevailing dynamics of the labour market, while consistent with public sector pay and personnel policy.
- The Commission will consider and recommend appropriate turnover and retention approaches, having regard to work undertaken to date, and international best practice, to deliver the capabilities required of a modern military force. In addition, it will recommend approaches to recruitment, including identifying military career options that could create a more diverse, gender-balanced, flexible and responsive force, with a system of career progression to meet the recommended force structures and disposition.