



An Roinn Cosanta
Department of Defence



Óglaigh
na hÉireann
IRISH DEFENCE FORCES

The Detailed Implementation Plan for the Report of the Commission on the Defence Forces

November 2023

Foreword

TÁNAISTE AND MINISTER FOR DEFENCE

As Minister, I am deeply committed to the transformation of the Defence Forces into a modern fit for purpose organisation to defend the State and meet the challenges of today and the future.

This Detailed Implementation Plan for the Report of the Commission on the Defence Forces (CoDF) is a further important step on this journey and builds on the publication of the Commission Report itself in February 2022, the High-Level Action Plan (HLAP) in July 2022 and the Early Actions Update published in March 2023.

This plan sets out an ambitious programme of work to move to 'Level of Ambition 2' (LOA 2) by 2028 and the significant and fundamental change for the Defence Forces that will be delivered across the Commission's recommendations which span:

- » Strategic HR and Cultural Change
- » New Command and Control and Joint Structures to be established;
- » Services to be reformed and restructured;
- » Reserve Defence Force to be revitalised; and
- » Joint Capability Development to be implemented

Transformation efforts of this magnitude take time, and can only be successful if they are built on solid foundations. I have confidence that the structures that have been put in place will ensure the successful delivery of the transformation effort.

It is also important to highlight the **significant evolution in the international security context** since the original Commission report was published in February 2022. Russia's full-scale invasion of Ukraine, two weeks after the Commission's report was published, triggered the largest conflict in Europe since World War II, with lasting repercussions for Europe's collective security architecture.

In parallel, the prevalence of new and emerging threats (cyber, hybrid, disinformation), climate change and increasing pressure on natural resources all represent growing threats to the rules-based international order, which Ireland has relied on for its fundamental security and prosperity.

The recent tragic and shocking events we are witnessing in the Middle East demonstrate the dynamic and evolving nature of this wider international security environment.

Against the reality of the current global and European threat landscape, **it is more important than ever** that Ireland has a well-functioning, professional and well-equipped Defence Forces.

More specifically, it highlights the need to be flexible and responsive throughout the implementation process, so that we can quickly respond to new priorities that may emerge and seek opportunities to enhance our capabilities in a more efficient and timely way.

It is important that this Detailed Implementation Plan is seen within its wider context.

Foreword

CHAIR OF THE IMPLEMENTATION OVERSIGHT GROUP

Following the publication of the Report of the Independent Review Group on Dignity and Equality issues in the Defence Forces in March 2023 (the 'IRG Report'), I set out my priority to develop one Strategic Framework for the transformation of the Defence Forces, fully understandable to everyone, that has the appropriate governance and reporting mechanisms, and is properly resourced.

The purpose of the Strategic Framework, which I published in September 2023, is to bring together into one overarching document, the immediate actions to be taken to support the transformation of the Defence Forces.

My priority within this transformation is cultural change above all else. The end goal of this cultural change is to ensure that the Defence Forces is an equal opportunities employer, reflective of contemporary Irish society and that is providing a safe workplace where

- » self-worth is actively promoted,
- » mutual respect becomes a dominant feature,
- » all members are treated with dignity,
- » in an organisation that continuously evolves to deliver positive change.

This Detailed Implementation Plan forms a core element of the overarching Strategic Framework and achieving this end goal.

I am confident and determined that through the Strategic Framework, and this Detailed Implementation Plan, we will realise our shared ambition for the Defence Forces accompanied with clear and irrefutable evidence of change on the ground for serving members.



Micheál Martin

Micheál Martin, TD
Tánaiste and Minister for Defence

On behalf of the Implementation Oversight Group (IOG), I welcome the publication of this Detailed Implementation Plan for the Report of the Commission on the Defence Forces (CoDF).

This plan represents the culmination of months of intensive work and stakeholder engagement carried out collaboratively by the Defence Forces and the Department of Defence. Throughout the development of the plan, the IOG received regular progress updates and the meetings of the IOG provided an invaluable opportunity to discuss any issues and provide feedback and observations to members of the Implementation Management Office (IMO). The development of this plan has benefitted from the wealth of experience and expertise that my colleagues in the IOG and High Level Steering Board (HLSB) have brought to the process.

This plan sets out the ambitious timetable for delivery of the CoDF recommendations over the short, medium and long term, required to achieve Level of Ambition 2 by 2028. In order to implement the Commission's recommendations it is imperative that we maintain, and build on, the momentum that has been achieved to date. The months and years ahead will bring challenges, however this is a unique opportunity to deliver real change within the Defence Forces.

As a group, the IOG will continue to oversee and drive progress in relation to the implementation of the recommendations of the Commission as set out in this plan. The HLSB, on which I also sit, will continue to support and guide the implementation. In light of the publication of the IRG Report, an External Oversight Body (EOB) for the Defence Forces has recently been established. I have also been appointed to this Body, which will provide a vital link between the work of the Commission and the work arising from the Independent Review Group (IRG).

I would like to take this opportunity to thank my colleagues on the HLSB and IOG for their engagement regarding this Detailed Implementation Plan.



Julie Sinnamon

Ms. Julie Sinnamon
Independent Chair of the Implementation Oversight Group

Foreword

CHIEF OF STAFF &
SECRETARY GENERAL

The publication of this Detailed Implementation Plan for the Report of the Commission on the Defence Forces (CoDF) is a very important step on the journey of transformative change of our Defence Forces to move to Level of Ambition 2 by 2028 and build on the progress we have achieved since the Commission's report was published in February 2022.

We are both totally committed to this transformation of the Defence Forces into a modern fit for purpose organisation to defend the State and meet the challenges of today and the future. To realise this ambition, requires the Department and the Defence Forces, individually and jointly, to deliver each of the actions set out over the short, medium and long term.

Delivery over the months and years ahead will bring challenges, which we are confident we can overcome. The necessary oversight structures for delivery of both the CoDF and IRG Report are in place and significant work is already taking place to deliver on the recommendations made. The recently published Strategic Framework along with this Detailed Implementation Plan for delivery of the CoDF recommendations, and the Government commitment to increase Defence funding to €1.5 billion (in 2022 prices) by 2028, to be agreed through the annual estimates process, provide the roadmap needed to deliver on this work.

The significant progress being made to date, the dedication of our personnel, both civil and military, and the oversight structures, which have been put in place to support delivery, give us great confidence that the transformational change required will be delivered.



Seán Clancy

Lieutenant General Seán Clancy
Chief of Staff



Jacqui McCrum

Jacqui McCrum
Secretary General

Contents

A	Introduction and Overview	3
B	Detailed Implementation Plan	13
	Strategic HR & Cultural Change to be Delivered	14
	New C2 & Joint Structures to be Established	24
	Services to be Reformed & Restructured	26
	Reserve Defence Force to be Revitalised	32
	Joint Capability Development to be Implemented	36
	Enablers	42
C	Appendices	44
	1. CoDF Recommendations	45
	2. Government Response to CoDF Recommendations	57
	3. Benefits of Joining the Defence Forces	58
	4. Structure of Detailed Implementation Plan including overview by Strategic Objective	60
	5. Glossary	70

A Introduction and Overview

CoDF Background & Government Response

The Commission on the Defence Forces (CoDF) was established on foot of a commitment in the Programme for Government and a Government decision in December 2020. The Commission published its report on the 9th February 2022. The report recommended significant changes for the Defence Forces, including change to Defence Forces' capabilities, culture, high-level command and control structures, HR and staffing and to the level of defence provision in Ireland.

In July 2022 the Government published a High Level Action Plan (HLAP) and approved a decision to move to Level of Ambition 2 (LOA 2), as outlined in the CoDF Report, together with an increase in the Defence budget rising to €1.5 billion, in January 2022 prices, to be agreed through the annual estimates process by 2028. This represents the largest increase in Defence funding in the history of the State.

LOA 2 Enhanced Capability:
Building on current capability to address specific priority gaps in our ability to deal with an assault on Irish sovereignty and to serve in higher intensity Peace Support Operations.

The move to LOA 2 will require an additional 2,000 personnel (civil and military) above the 2022 establishment of 9,500 to reach a new Permanent Defence Force establishment of 11,500. It will also include a move to 4,500 Reserve Defence Force personnel. The delivery of the Detailed Implementation Plan will be progressed in 2023 and 2024 from within the existing Defence Vote, with the appropriate budgetary provision for 2025 to 2028 addressed through the annual estimates process.

The HLAP contained 130 Commission recommendations in total, some of which have been split further through the development of this Detailed Implementation Plan with the comprehensive list found in Section C – Appendix 1. This Detailed Implementation Plan sets out a pathway for progressing the implementation of these recommendations out to 2028. In addition, it is intended that a number of remaining White Paper Projects will be incorporated into, and form part of, the wider transformation programme¹.

¹ It is intended to publish a status report on White Paper projects implementation separately by the end of 2023.

Strategic Framework

The scope of the Strategic Framework², which was published in September 2023, includes amongst other things:

- » The implementation of the CoDF recommendations as approved by Government.
- » The implementation of the IRG Report recommendations.

This Detailed Implementation Plan is separate to, but consistent with, the Strategic Framework. A number of the recommendations within the IRG Report overlap with the CoDF Report, particularly in the area of Strategic HR and Cultural Change. The priority and urgency of these areas are reflected in the timelines within this Detailed Implementation Plan.

Implementation Overview

The purpose of this Detailed Implementation Plan is to set out the pathway to implement the CoDF recommendations and the governance arrangements to oversee them. It sets out:

- » The key achievements since the publication of the High Level Action Plan
- » The Strategic Objectives of the Plan
- » The Next Steps and Immediate Priorities to the end of 2024
- » The Programme Governance Arrangements; and
- » The Detailed Implementation Plan timelines.

The Detailed Implementation Plan is a living document. The programme is complex and multi-annual and there are a number of factors which will impact the delivery of the recommendations. The dynamic operating environment and the availability of resources will lead to adjustments over the life of the Plan which will be captured in future updates. Similarly the dynamic nature of the wider international security context, highlights the need to be flexible and responsive throughout the implementation process such that we quickly respond to new priorities that may emerge and seek opportunities to enhance our capabilities in a more efficient and timely way.

This implementation is already underway with 18 of the recommendations due to be fully completed by the end of 2023 and work ongoing across many others. 105 (of the 130) recommendations are due to be completed as per the chart below. The remaining recommendations which are for Further Evaluation (15) and Revert to Government (10) will also be progressed in that time.

The full list of recommendations and planned completion dates can be found in Section C – Appendix 1. An explanation of Further Evaluation and Revert can be found in Section C – Appendix 2.

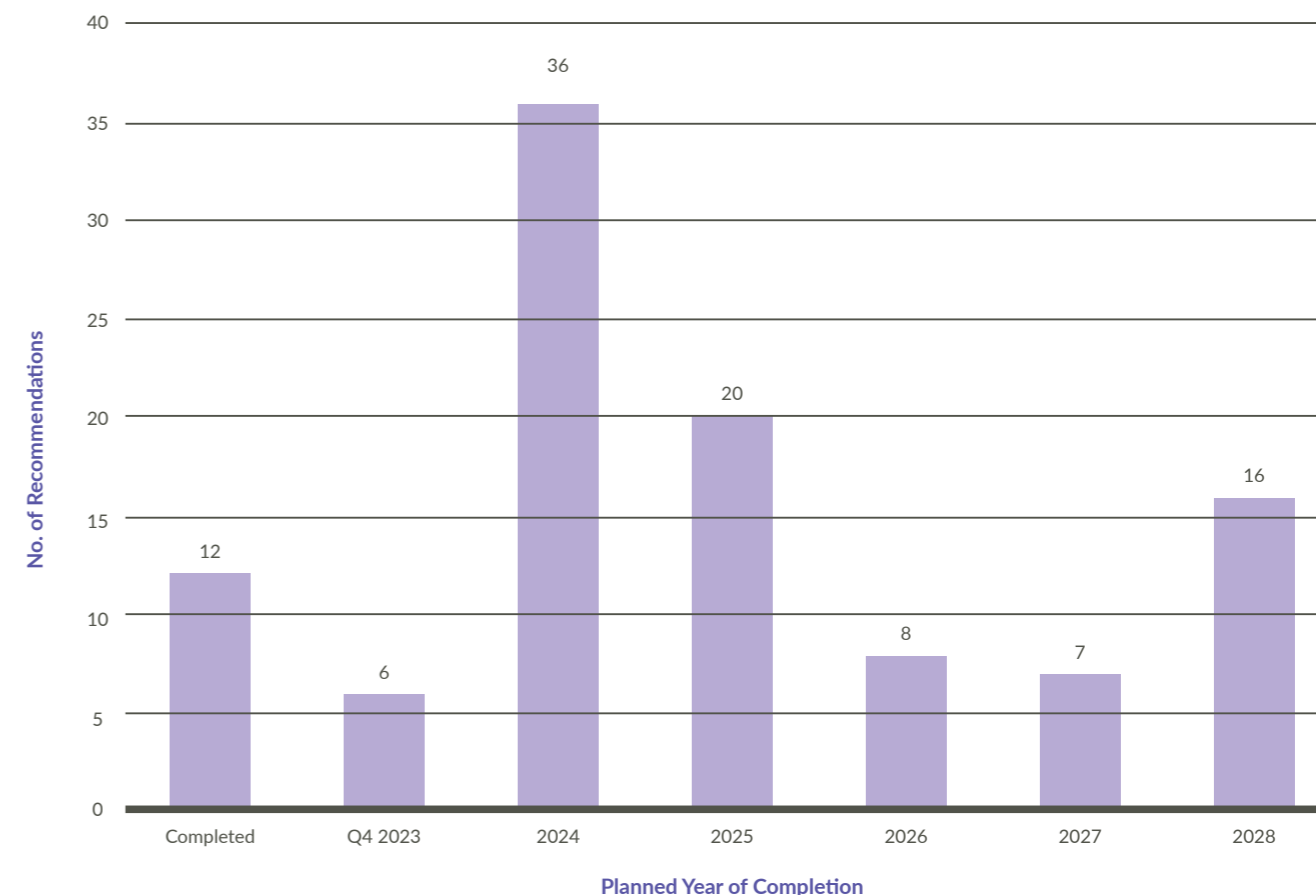


Chart 1
Planned Year of Completion of CoDF Recommendations

Stakeholder Engagement

It is important to acknowledge that a key factor in ensuring that the required progress is achieved will be effective and timely stakeholder engagement. The Department will engage with the Representative Associations on actions that fall within the scope of Representation, with regard to the implementation of the recommendations from the CoDF Report. In addition, there will be engagement with other Government Departments, together with, but not limited to, public sector organisations who have a stake in individual recommendations/projects and staff unions.

² Strategic Framework available here www.gov.ie/en/publication/f3a9d-strategic-framework-2023/

Key achievements since the publication of the High Level Action Plan

The focus since the publication of the HLAP has been putting in place strong foundations and structures to support the journey of transformative change in the Defence Forces. This is reflected in the key achievements illustrated below.

SEPTEMBER 2022

As part of Estimates 2023, a €93 million increase or 8% over 2022 funding was agreed by Government. This equates to a budget in 2023 of €1.21 billion. The total capital allocation in 2023 is €176 million, a 25% increase on the 2022 provision, the single biggest annual capital investment ever provided to Defence.

OCTOBER 2022

Initial external change management support was engaged.

NOVEMBER 2022

The Independent Chair of the Implementation Oversight Group, Ms. Julie Sinnamon, appointed by the Minister.

DECEMBER 2022

All personnel of Private 3 Star/Able Seaman rank paid the full rate of Military Service Allowance (MSA) applicable to the rank, and, the requirement for that cohort to 'mark time' for the first three years at that rank has been removed. *(Mark Time refers to the fact that there were no annual pay increments, for the first three years on the payscale of Private 3 Star/Able Seaman. This payscale also includes the rank of Airman.)*

DECEMBER 2022

The Naval Service Sea Going Commitment Scheme has been extended for a further year, with a revision in eligibility requirements. Applicants now require one year's service instead of three.

DECEMBER 2022

Contract awarded for additional CN-295 aircraft to enhance the Defence Forces fixed wing capability.

JANUARY 2023

The Office of Reserve Affairs established and a Head of the Office of Reserve Affairs appointed.

JANUARY 2023

Since January, the most senior on-island serving female Officer participates at General Staff meetings.

MARCH 2023

The High Level Steering Board met for the first time.

MARCH 2023

Publication of the Update on the 38 Early Actions from the High Level Action Plan for the Report of the Commission on the Defence Forces.

MAY 2022

Government agreed for Department of Defence to progress with the policy development of high level Command and Control (C2) which would be reverted back to Government for final decisions.

JUNE 2023

The Head of Transformation appointed.

JUNE 2023

Gender, Diversity and Unconscious Bias training designed and mandatory training for all Defence Forces members commenced.

SEPTEMBER 2023

The Head of Strategic HR appointed.

SEPTEMBER 2023

Extension of the healthcare afforded to officer ranks to enlisted ranks.

SEPTEMBER 2023

As part of Estimates 2024, a €21 million increase over 2023 funding was agreed by Government. This equates to a budget in 2024 of €1.23 billion. The total capital allocation in 2024 is €176 million, ensuring that capital investment to be spent on Defence Forces communications systems, military transport aircraft and vehicles, force protection equipment, etc. remains at record levels.

NOVEMBER 2023

37 out of 38 Early Actions from the High Level Action Plan completed with work ongoing on the Working Time Directive.

NOVEMBER 2023

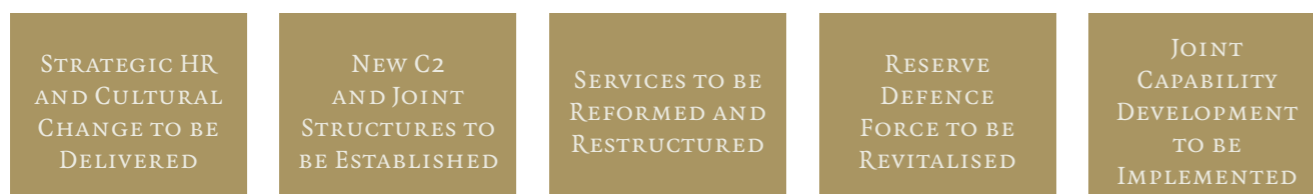
Existing Sea-going Allowances replaced with less complex Sea-going Duty Measures.

In tandem, various measures have been taken by Government under the CoDF Implementation and the Building Momentum Pay Agreement 2020-2023 that have made a very real impact on the pay for those joining the Defence Forces. This is illustrated in Section C - Appendix 3 which sets out the Benefits of

Joining the Defence Forces, developed as part of overall strategy on how best to communicate the wide range of benefits available to both members of the Defence Forces and potential candidates of a career in the Defence Forces.

Strategic Objectives

The CoDF report highlighted five core areas which are now captured as Strategic Objectives, as follows:



In addition to the five Strategic Objectives, a separate **Enablers Workstream** captures the necessary building blocks required for implementation of many of the recommendations within the report. Further detail on the structure of the Plan, including the Strategic Objectives and Enablers can be found in Section C - Appendix 4.

Next Steps and Immediate Priorities

Between now and the end of 2024, work will continue on a large number of recommendations across each of the 5 Strategic Objectives and Enablers and the following are scheduled to be completed or substantially progressed.

STRATEGIC HR & CULTURAL CHANGE TO BE DELIVERED

- » Full-time senior ranked Gender Advisor appointed
- » Career, talent management and promotion systems updated
- » Legislative underpinning of associate membership of ICTU completed
- » Blanket exclusion from Organisation of Working Time Act 1997 removed
- » Family-friendly policies implemented
- » Female mentoring programme implemented
- » Additional female specific clothing and equipment provided
- » Removal of gendered rules, regulations and standards that are unfavourable to women, and others who do not fit a perceived 'norm'
- » Personal appearance standards reviewed and modernised
- » Regular climate and continuous attitude surveys published
- » Integration of dining facilities advanced

NEW COMMAND AND CONTROL (C2) AND JOINT STRUCTURES TO BE ESTABLISHED

- » Defence Forces Vision Statement launched
- » Legislative changes to the Defence Acts identified and submitted to Government
- » New governance and oversight structures designed.
- » Strategic Headquarters design team established
- » Key Strategic HR structures implemented
- » Further evaluation completed on Senior Enlisted Advisor positions
- » Digital Transformation Officer appointed

SERVICES TO BE REFORMED AND RESTRUCTURED

- » Army, Air Force and Navy development initiated
- » Further evaluation completed regarding the role and functions of Military Intelligence clarified and underpinned by appropriate legislation
- » Review of ATCP/ATCA taskings completed
- » Further evaluation of inter-agency policies and planning with respect to ATCP/ATCA completed
- » Common procedures and operational guidelines between Army Ranger Wing and Emergency Response Unit/Armed Support Unit developed
- » Smart metrics for naval patrolling implemented

**RESERVE DEFENCE FORCE (RDF)
TO BE REVITALISED**

- » RDF high level vision articulated
- » Detailed RDF regeneration plan developed
- » Development of RDF recruitment plan commenced
- » Fast track process for First Line Reserve (FLR) implemented

**JOINT CAPABILITY DEVELOPMENT
TO BE IMPLEMENTED**

In relation to the development of specific capabilities in particular, the dynamic security environment and its consequential impact on the market to deliver is challenging. This highlights the need to be flexible and responsive throughout the implementation process, whereby we can quickly respond to new priorities that may emerge and seek opportunities to enhance our capabilities in a more efficient and timely way. This will be a particular area of focus under this Strategic Objective.

- » Capability Development Unit staffed to initial operational capability
- » Codified Capability Development Planning Process (CDPP) developed
- » EU PESCO opportunities developed
- » Defence Forces Cyber Defence Strategy published

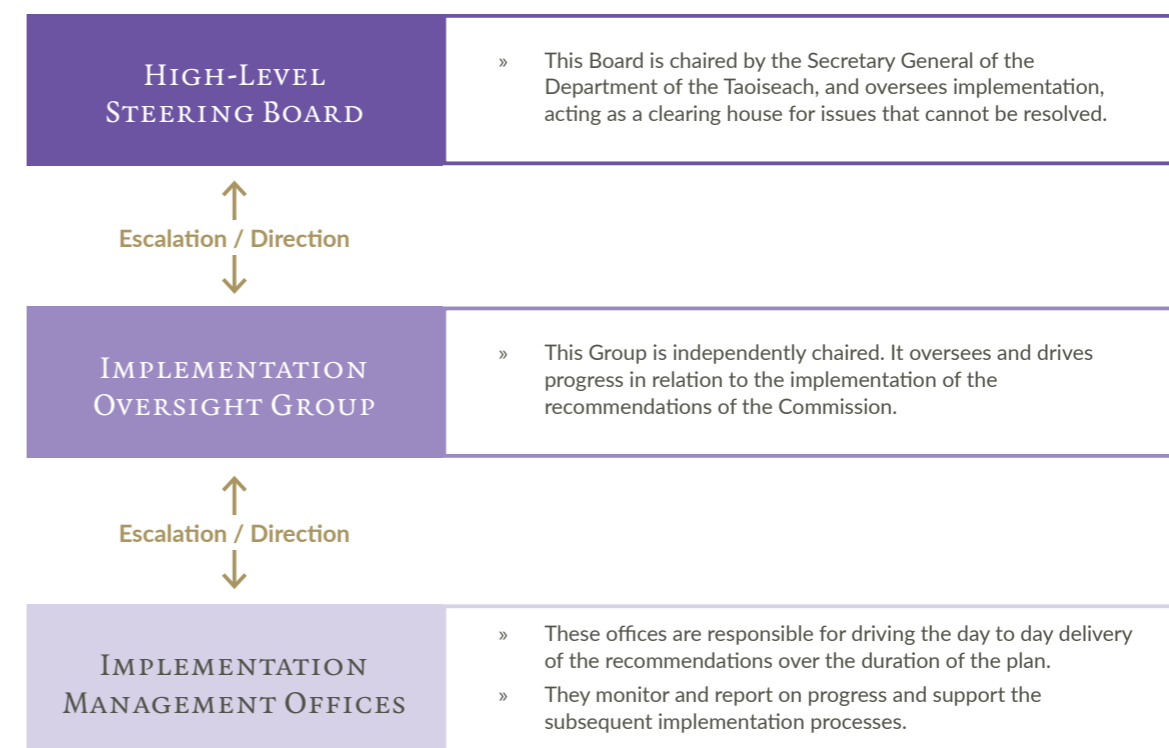
- » Joint Cyber Defence Command created at initial operational capability incorporating lessons learned
- » Progress made on each of the specific capability enhancements across all Services set out in the CoDF report including:
 - a. Military Radar;
 - b. Anti-Drone/Unmanned Aerial System/ Remote Piloted Aerial System;
 - c. Armoured Fleet Replacement;
 - d. Naval Fleet Management & Replacement;
 - e. Enhancement of Air Corps Fleet;
 - f. Replacement of existing Medium Lift Helicopter Fleet;
 - g. Subsea awareness capability.

ENABLERS

- » Strategic Defence Review submitted to Government
- » External change management support procured
- » Communications Strategy and Plan initiated
- » Legislative programme progressed with amendments to Defence Act brought forward
- » Focussed teams established to enable delivery

CoDF Programme Governance

Oversight structures for CoDF implementation were defined as part of the development of the High Level Action Plan (HLAP) and are summarised below.



The IOG oversees the implementation of all recommendations contained within this plan.

The Strategic Framework, published in September 2023, sets out the governance and reporting arrangements to support the transformation of the Defence Forces including the implementation of the IRG Report. Under the Strategic Framework, the External Oversight Body (EOB) has oversight of the Defence Forces in the delivery of the actions on foot of the IRG Report. The EOB terms of reference set

out a number of CoDF recommendations which overlap with the IRG recommendations of which both the EOB and the IOG/ HLSB will have oversight.

The Chair of the IOG, Ms. Julie Sinnamon, is a member of the EOB and HLSB to ensure coherence between the work of each.

More generally progress will be published externally on an annual basis.

B Detailed Implementation Plan

Reading Guide

This table shows the range of symbols and icons used in the Detailed Implementation Plan for each Strategic Objective:



Legend/Key	Description
	Discover: Typically involves review / assessment / research into the area in question.
	Develop: Typically the phase where principles / high level outline is developed for the intended future state, and initial operating capability is established with initial resources onboarded (where applicable).
	Design: Typically the phase where a detailed view of the proposed changes is produced such that all aspects of the change are well understood before being delivered, with further resources onboarded (where applicable).
	Deliver: Typically the phase where the agreed changes are implemented into the Defence Forces, becoming operational and transitioning to business as usual, with all resources in place and full operating capability established (where applicable).
	Early Action: Denotes Early Action (EA) activity from the H LAP prior to plan commencement with a brief summary provided.
	Work Package: Work packages combine related recommendations within strategic objectives for efficient, coordinated delivery
	Work Package Ownership: Ownership and accountability for delivery of the Work Package and associated CoDF Recommendations is indicated as either Department of Defence or Defence Forces or shared.
	Themes: Denotes theme number and name.
1, 2	Recommendation Numbers: Denotes when recommendations from the CoDF report are completed and includes a summary of the recommendation (See Section C - Appendix 1 for list of CoDF Recommendations).
	Revert: Denotes the point where a recommendation is proposed to revert to Government.
	Further Evaluation: Denotes the point at which Further Evaluation has been completed and a decision by Defence Forces and Department of Defence Leadership is made on implementation of the relevant recommendation. Such decisions will be communicated and incorporated into future iterations of the Detailed Implementation Plan.

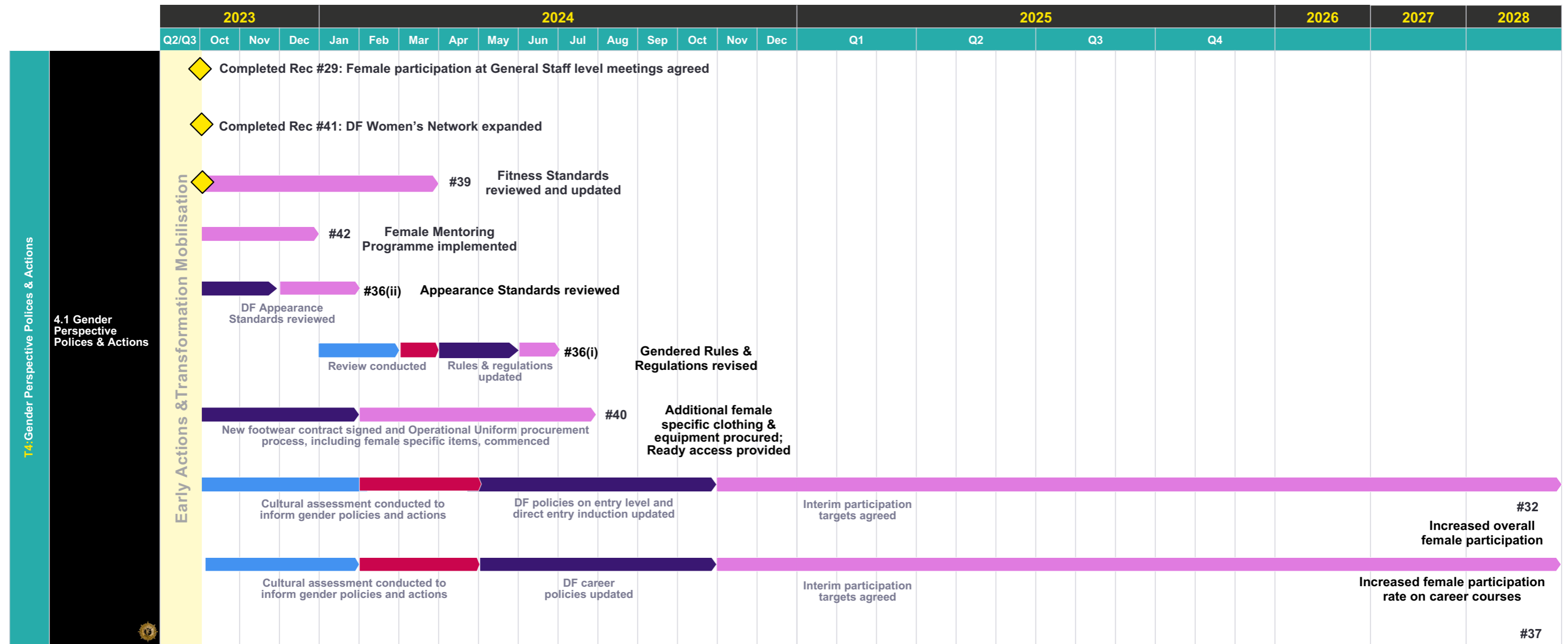
Strategic HR and Cultural Change to be Delivered

(1/5)

		2023			2024									2025				2026	2027	2028					
		Q2/Q3	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Q1	Q2	Q3	Q4				
T1: ICTU	1.1 Associate Membership of ICTU		Temporary ICTU Associate Membership in place			Relevant Departments / offices engaged			Legislative changes identified and process progressed						#63 ICTU Associate Membership finalised										
	T2: Pay & Allowance Structures	2.1 Pay & Allowance Structures	Early Actions & Transformation Mobilisation	Completed Rec #56: Mark time on pay scales removed																					
Completed Rec #57: Full MSA Rate paid																									
Completed Rec #58: Sea-going Commitment Scheme expanded																									
DPENDR engaged & options developed			Review mechanism designed						#62 Review mechanism for existing specialist pay and allowances introduced																
#59 Existing Sea-going Allowances replaced with less complex Sea-going Duty Measures																									
Evaluation finalised			FE	Further Evaluation completed on Rec #60: Long Service Increments																					
Evaluation finalised			FE	Further Evaluation completed on Rec #61: MSA integrated into Core Pay																					
T3: Recruitment Strategies	3.1 Recruitment Strategies	Completed Rec #55: Wider DF Benefits communicated																							
		Joint Induction Training Centre initially resourced																							
		Direct Entry policies and T&Cs proposed	#46 Use of direct entry recruitment into specialist posts increased																						

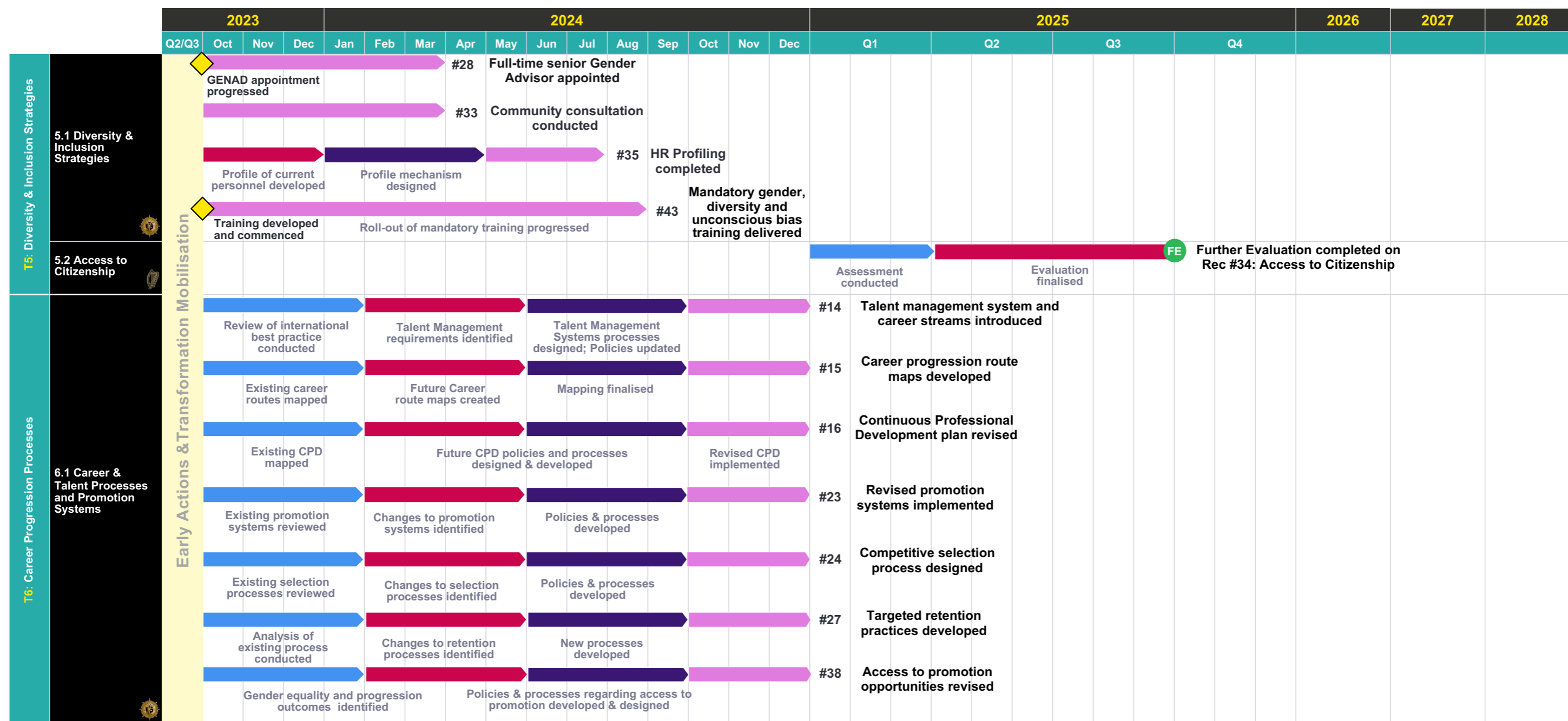
Strategic HR and Cultural Change to be Delivered

(2/5)



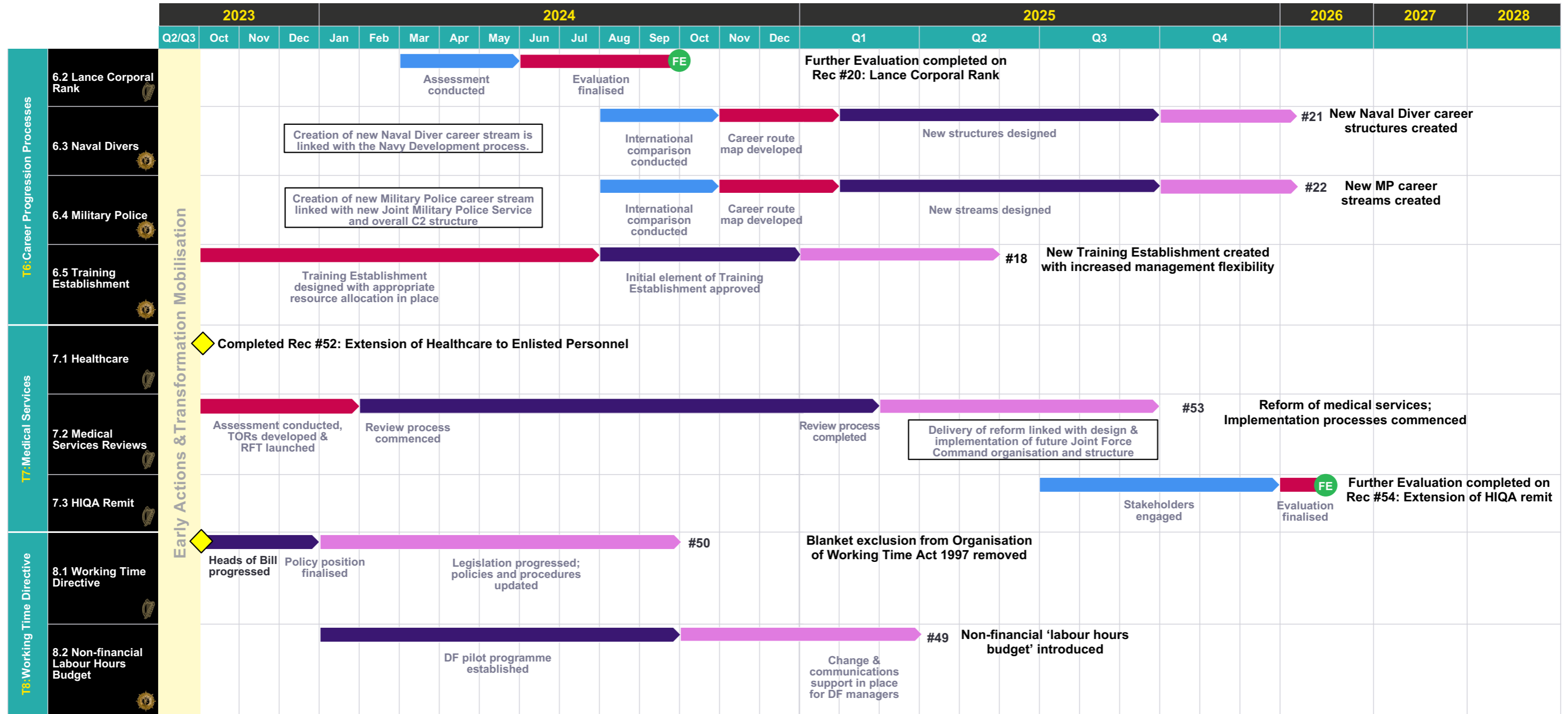
Strategic HR and Cultural Change to be Delivered

(3/5)



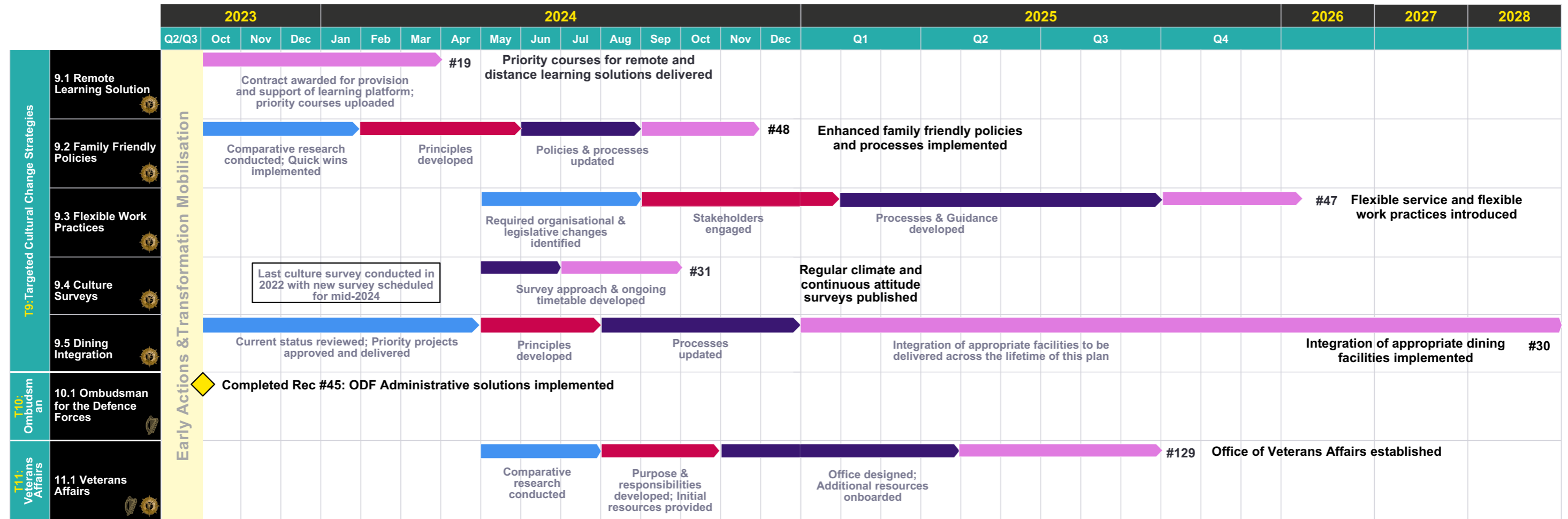
Strategic HR and Cultural Change to be Delivered

(4/5)



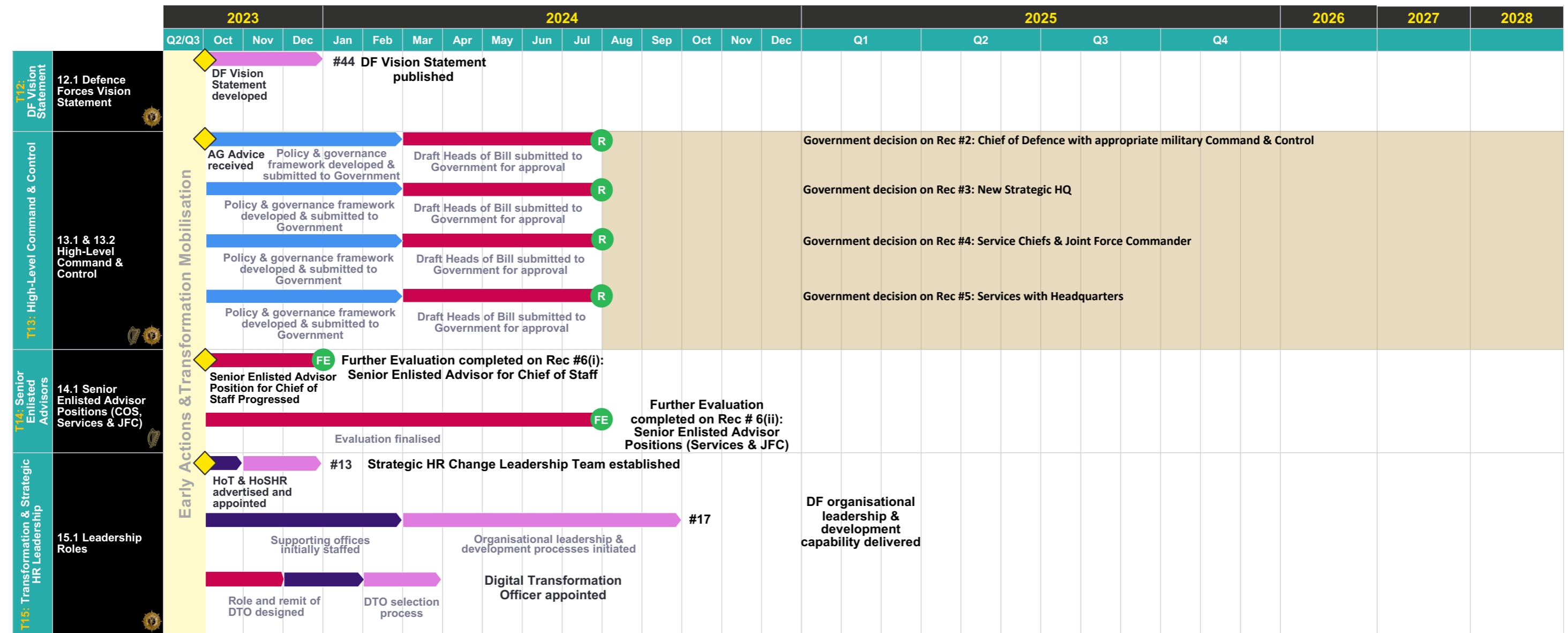
Strategic HR and Cultural Change to be Delivered

(5/5)



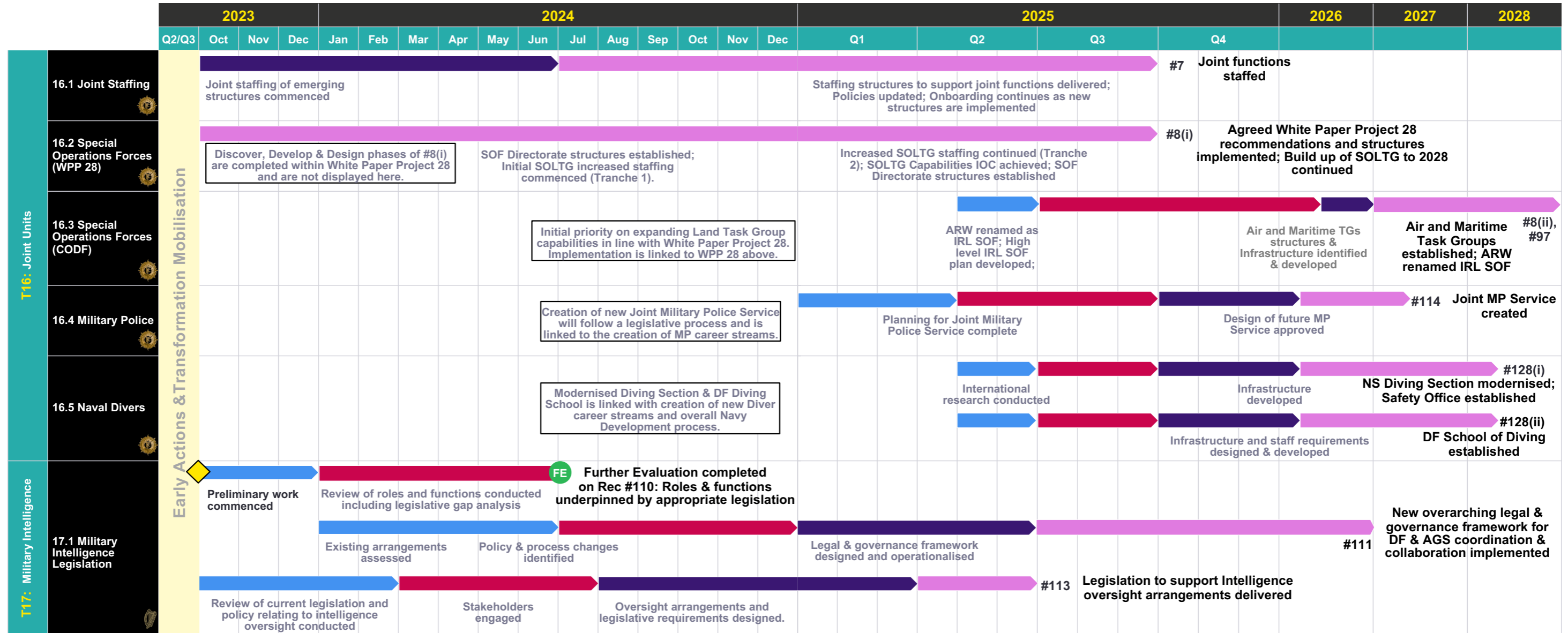
New C2 and Joint Structures to be Established

(I/I)



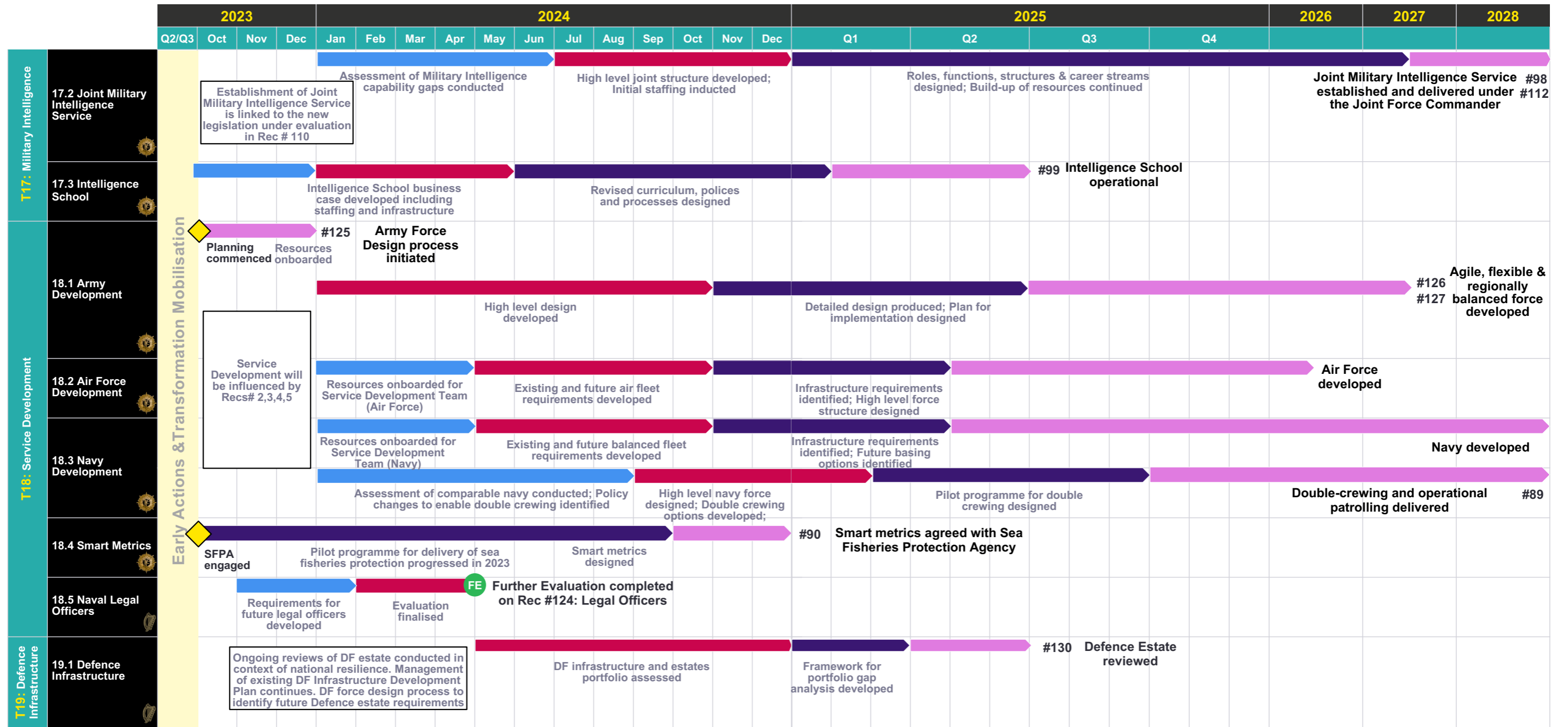
Services to be Reformed & Restructured

(1/3)



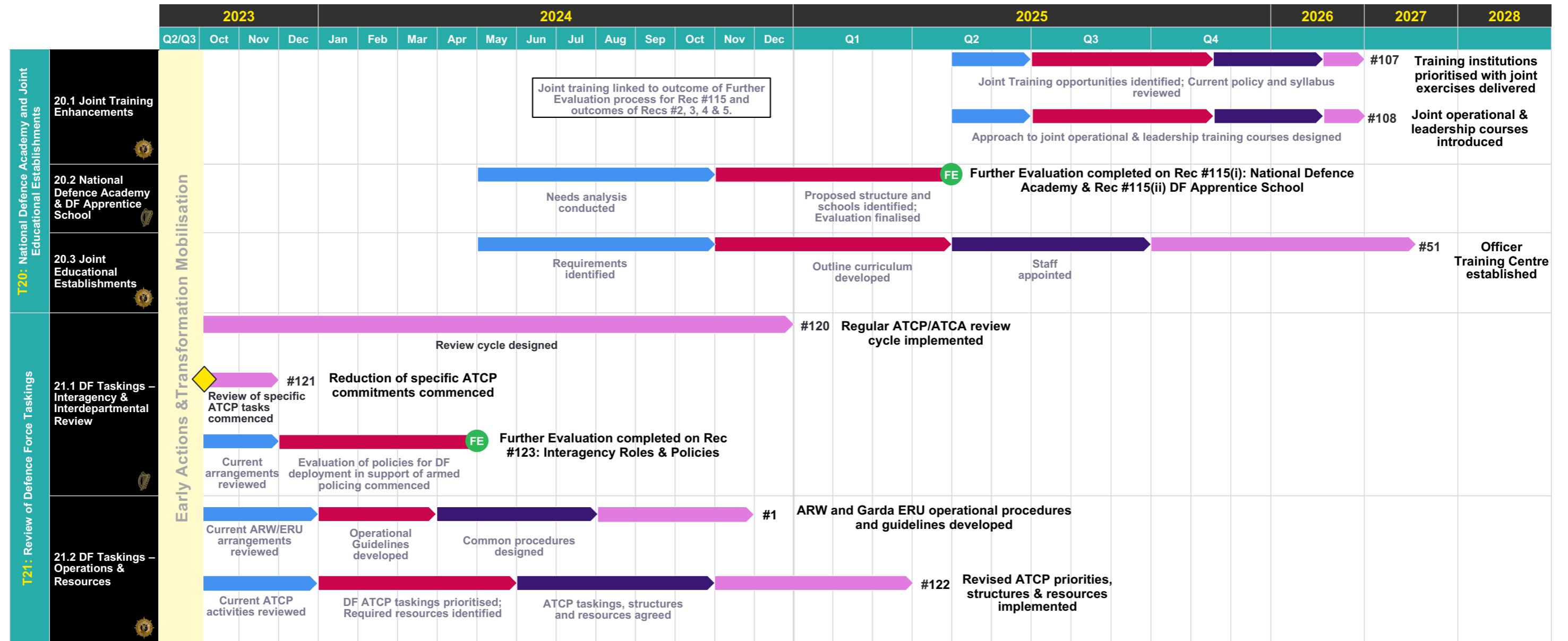
Services to be Reformed & Restructured

(2/3)



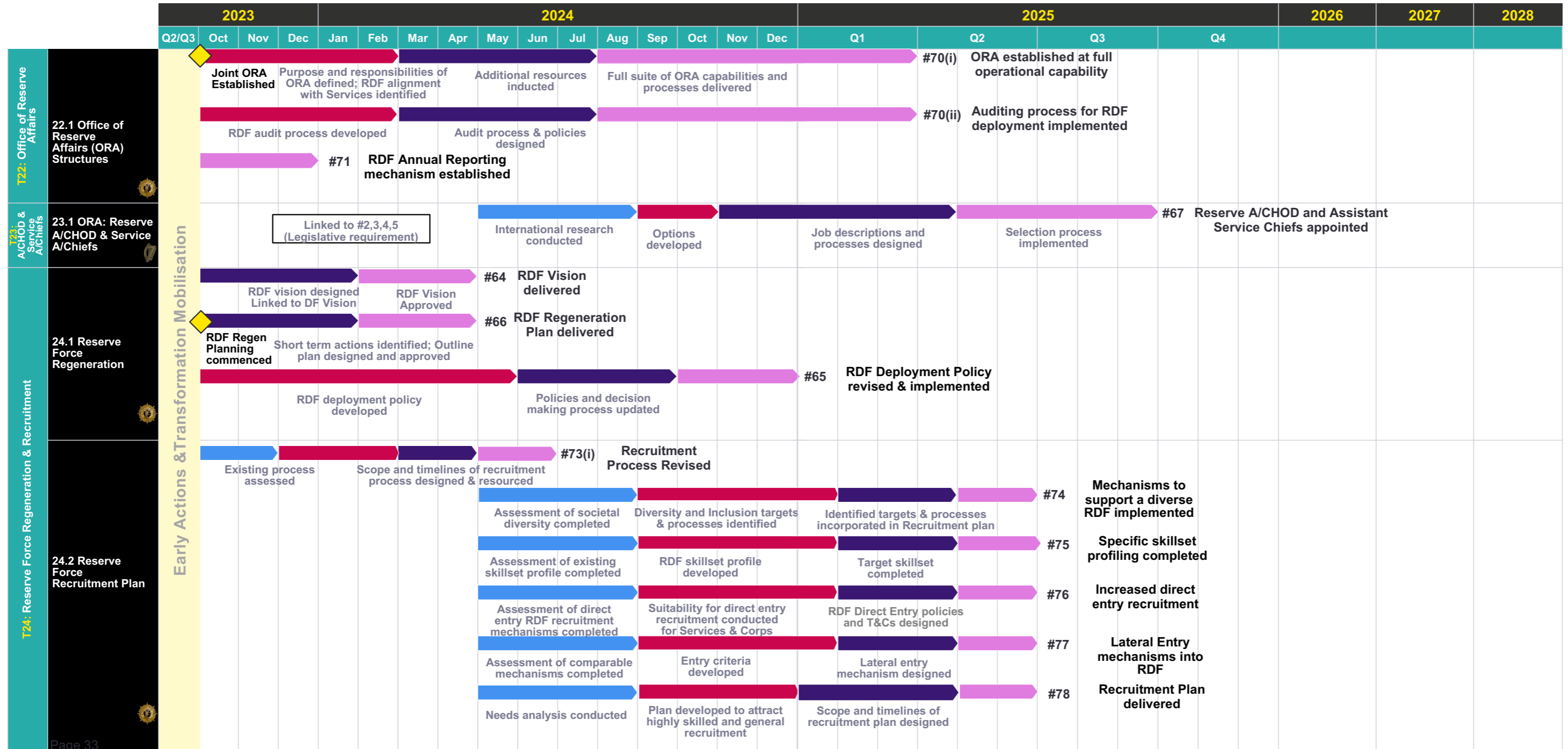
Services to be Reformed & Restructured

(3/3)



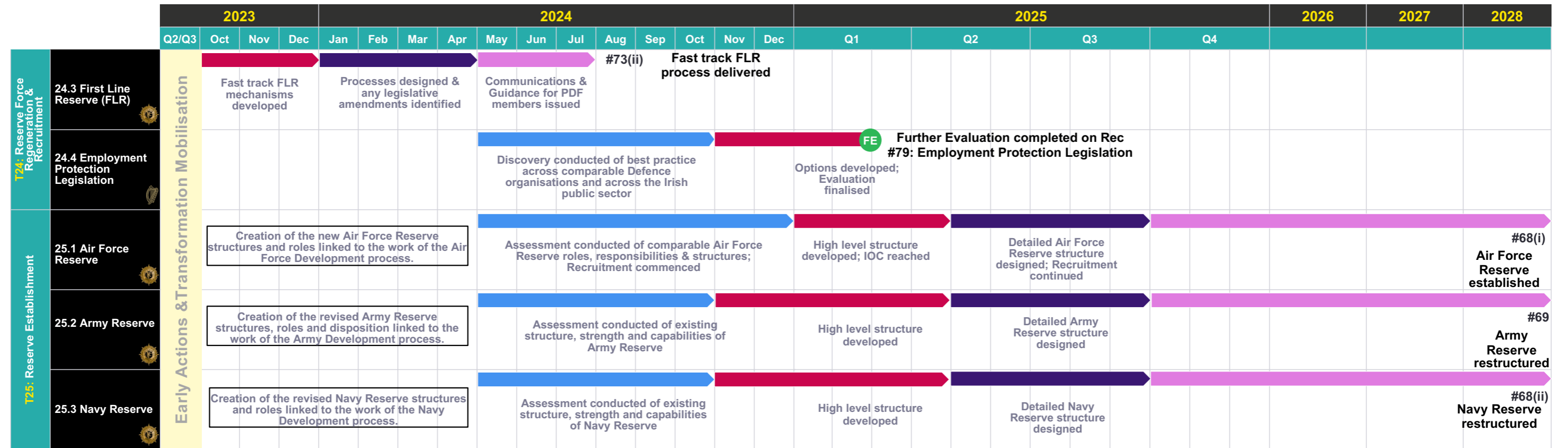
Reserve Defence Force to be Revitalised

(1/2)



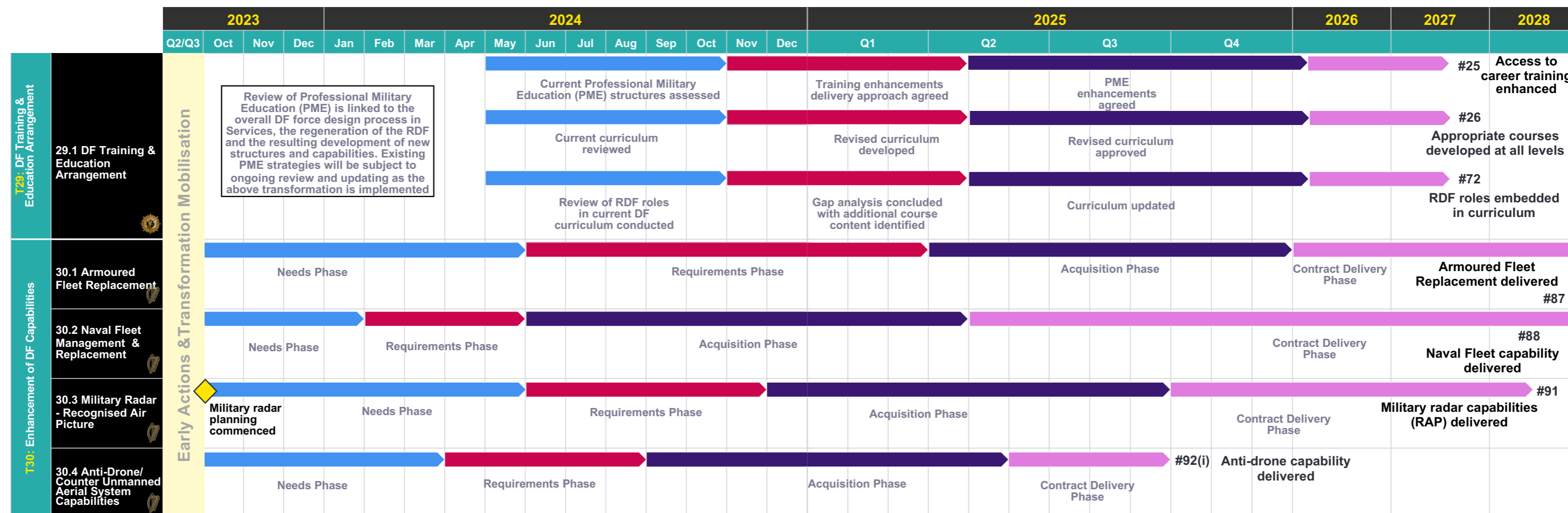
Reserve Defence Force to be Revitalised

(2/2)



Joint Capability Development to be Implemented

(2/3)

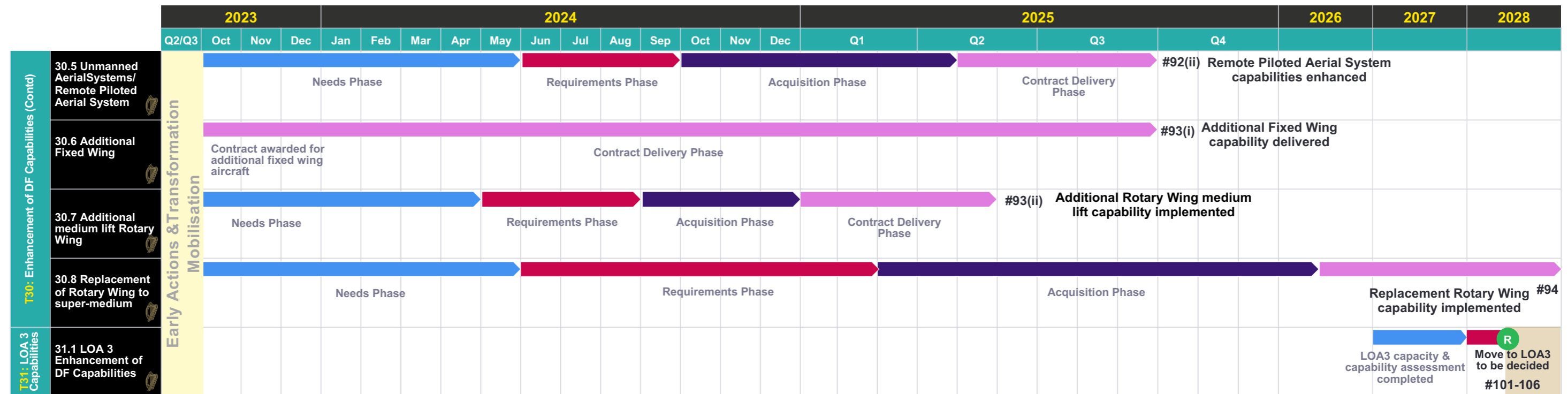


The **Enhancement of DF Capabilities** theme above outlines the Work Packages required to deliver LOA 2 Enhanced DF Capabilities as decided by Government in the HLAP. As shown above, all of these are multi-annual in nature with preliminary work already underway for many and are being advanced in accordance with existing processes and the Equipment Development Plan. Financial resourcing of projects is subject to the annual estimates process and provision within the National Development Plan. Project evaluation is subject to the Public Spending Code (PSC)/Infrastructure Guidelines. Specific

contract delivery timelines for enhancements of DF capabilities will be finalised after the acquisition phase has been completed. An important external factor impacting the procurement of defence capability will be the international defence market, and the global, regional and local trends affecting it. This highlights the need to be flexible and responsive throughout the implementation process, whereby we can quickly respond to new priorities that may emerge and seek opportunities to enhance our capabilities in a more efficient and timely way.

Joint Capability Development to be Implemented

(3/3)



The **Enhancement of DF Capabilities** theme above outlines the Work Packages required to deliver LOA 2 Enhanced DF Capabilities as decided by Government in the HLAP. As shown above, all of these are multi-annual in nature with preliminary work already underway for many and are being advanced in accordance with existing processes and the Equipment Development Plan. Financial resourcing of projects is subject to the annual estimates process and provision within the National Development Plan. Project evaluation is subject to the Public Spending Code (PSC)/Infrastructure Guidelines. Specific

contract delivery timelines for enhancements of DF capabilities will be finalised after the acquisition phase has been completed. An important external factor impacting the procurement of defence capability will be the international defence market, and the global, regional and local trends affecting it. This highlights the need to be flexible and responsive throughout the implementation process, whereby we can quickly respond to new priorities that may emerge and seek opportunities to enhance our capabilities in a more efficient and timely way.

Enablers

T32: National Maritime & Aviation Security	32.1 Needs Analysis	<ul style="list-style-type: none"> Following the completion of the Strategic Defence Review, an assessment across Government of the steps to be taken to complete an overarching Air and Maritime Needs Analysis covering the next 10 – 20 year period will be progressed by Government [CODF Rec #84].
	32.2 Maritime Security Strategy	<ul style="list-style-type: none"> The approach to conduct the further evaluation of the development of a National Maritime Security Strategy will be confirmed and informed post the completion of the Strategic Defence Review [CODF Rec #80, #81(i)].
	32.3 Aviation Security Strategy	<ul style="list-style-type: none"> The approach to conduct the further evaluation of the development of a National Aviation Security Strategy will be confirmed and informed post the completion of the Strategic Defence Review [CODF Rec #81(ii)].
T33: Strategic Defence Review	33.1 Strategic Defence Review	<ul style="list-style-type: none"> Government decision to move to LOA 2 published in HLAP in July 2022. [CoDF Rec #116, #119] Early Action: Commencement of Strategic Defence Review (SDR) progressed. Interdepartmental Working Group established; Stakeholder Engagement conducted Completion and submission to Government of Strategic Defence Review by end Q1 2024 [CoDF Rec #83, #118]
T34: Transformation Enablers	34.1 Programme Management	<ul style="list-style-type: none"> Implementation Management Offices to establish effective programme management processes including reporting, governance, delivery integration and risk management External support procured. Contracts in place by Q1 2024. Focussed teams established to enable delivery.
	34.2 Change and Communications	<ul style="list-style-type: none"> Communications Strategy and Plan in place by Q4 2023. Regular internal and external Change and Communications updates delivered.
	34.3 Legislative Provision	<ul style="list-style-type: none"> Ongoing support and resources to effectively coordinate a series of primary and secondary legislative changes based on an agreed overarching approach to implementation of CODF Recommendations. Amendment of the Defence Acts through two separate Bills to be brought forward in Autumn 2023 and Spring 2024 and progressed through the legislative process.
	34.4 Financial Support & Resources	<ul style="list-style-type: none"> LOA 2 supported by appropriate annual budget provision for the duration of the implementation plan [CoDF Rec #117].



C Appendices

List of Appendices

1	CoDF Recommendations	45
2	Government Response to CoDF Recommendations	57
3	Benefits of Joining the Defence Forces	58
4	Structure of Detailed Implementation Plan including overview by Strategic Objective	60
5	Glossary	70

Appendix I

CoDF RECOMMENDATIONS

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
1	30	The respective roles of the Garda Emergency Response Unit (ERU) and the Defence Forces' ARW should be clarified to ensure that there is a clear understanding of how they would interact in an operational situation and common procedures and operational guidelines should be developed.	Accept in Principle	Nov 2024
2	24	That the high-level Command and Control structures of the Defence Forces be aligned to international best practice, including: A The creation of a CHOD, supported by a Vice CHOD, with the appropriate military command and control authority of the Defence Forces at the strategic level, including the ability to assign OPCOM, OPCON, TACOM and TACON.	Revert	Revert to Government Jul 2024
3	24	B The creation of a Defence Forces' Headquarters that will report to the CHOD, who will be assisted by the A/CHOD and the Head of Transformation.	Revert	Revert to Government Jul 2024
4	24	C The creation of three Service Chiefs, and Deputy Service Chiefs, for the land, air and maritime forces, and a Joint Force Commander, who should also be the Vice-CHOD, supported by a Deputy Commander. This high-level leadership team may be formalised as a Command Board or similar title and should support the CHOD in managing issues connected to the development of the Joint Force.	Revert	Revert to Government Jul 2024
5	24	D The Army, Air Corps and Naval Service should become services, have service headquarters, and have parity of esteem.	Revert	Revert to Government Jul 2024
6(i)	24	E That the SEAC position, currently being trialled, is made permanent for the purposes of bringing the expertise and experience of the senior NCO appointee to the top table, including being a member of the Defence Staff.	Further Evaluation	Further Evaluation to be completed Dec 2023
6(ii)	24	E Additionally, each Service Chief should be supported by a service Sergeant Major/Warrant Officer who would sit on their respective service staff.	Further Evaluation	Further Evaluation to be completed Jul 2024
7	26	F That the supporting joint functions are staffed by all three services, from all ranks.	Accept in Principle	Q3 2025
8 (i)	26	G Implementation of the current White Paper Project Report should also be expedited (ARW/IRL SOF).	Accept in Principle	Q3 2025
8 (ii)	27	G That the ARW should be renamed IRL SOF and include permanent Air and Maritime Task Groups in Casement Aerodrome and Haulbowline Naval Base.	Accept in Principle	2028

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
10	36	The enhancement of Defence Forces structures across the cyber domain, to include		
		B Incorporating practical lessons identified from comparator countries and EU Member States' maturing cyber commands.	Accept	Dec 2024
11	36	C Updating and publishing a cyber defence strategy in line with best international practice and standards.	Accept	Mar 2024
12	36	D Increased civil-military engagement across Government on the development of appropriate structures and processes for countering hybrid warfare, learning from current international experience.	Further Evaluation	Further Evaluation to be completed Q1 2025
13	24	Implementation of a comprehensive approach to Strategic HR within the Defence Forces with, in particular, the following enablers put in place:		
		A The establishment of a Strategic HR Change Leadership Team, to be led by the externally recruited Head of Transformation;	Accept in Principle	Dec 2023
14	18	B The introduction of a talent management system and new career streams;	Accept in Principle	Dec 2024
15	18	C The conduct of a comprehensive exercise that maps current patterns of career progression and develops a career progression route map for all roles, starting with entry level and those roles that are experiencing higher attrition rates; and	Accept	Dec 2024
16	18	D All personnel should have a personal Continuous Professional Development plan and at least annual meetings with their commander to review their performance and competencies.	Accept	Dec 2024
17	24	The development of an organisational leadership and development capability within the Defence Forces of the future to lead the transformation agenda.	Accept in Principle	Sep 2024
18	20	The creation of a permanent training establishment and provision of greater flexibility for managers, within the overall establishment number, to allocate staff across formations and ranks.	Accept in Principle	Q2 2025
19	22	Development and resourcing of remote and distance learning solutions to provide greater use of ICT-based training and education both in the home and from regional garrison locations or hot desks.	Accept	Mar 2024
20	20	The creation of a new enlisted rank of Lance Corporal in the Army and the Air Corps.	Further Evaluation	Further Evaluation to be completed Sep 2024
21	20	The creation of a structure to provide a recognised career path for Naval divers that permits rank progression for enlisted personnel within the Naval Service Diving Section.	Accept in Principle	2026
22	20	Provision of a specialist Military Police career stream for all ranks, with adequate career progression opportunities.	Accept in Principle	2026

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
23	18	Re-development of promotion systems to ensure they are open, competitive and entirely merit-based, while the necessity for all officers and NCOs to undertake long career courses needs to be examined.	Accept in Principle	Dec 2024
24	18	There should be objective, competitive selection processes designed for career course selection that recognise high performing individuals and avoids creating a 'box ticking' culture.	Accept in Principle	Dec 2024
25	38	There should be equal emphasis and access to career training and professional military education for officers, NCOs and reservists.	Accept in Principle	2027
26	38	Service specific courses need to be introduced at a junior and senior level, with joint courses and training where required at a senior level.	Accept in Principle	2027
27	18	A practice should be developed of actively managing the retention of valuable members of the Defence Forces who have decided that promotion is not for them, or whose career stream has a restricted rank structure.	Accept in Principle	Dec 2024
28	18	A fundamental cultural change process, using the most up-to-date approaches, should be undertaken; and the Defence Forces should ensure early implementation of the following high profile immediate impact changes:		
		A Creation of a full-time senior rank position of Gender Advisor (OF-5) with a dedicated staffing resource and full time co-ordinators for staff networks such as the Women's Network and the Defend with Pride group;	Accept in Principle	Mar 2024
29	16	B Creation of a mechanism to ensure there is female participation and input at all meetings at General Staff level (or the equivalent under the proposed new structures);	Accept in Principle	Completed Jan 2023
30	22	C Full integration of all dining facilities, on land and at sea; and	Accept in Principle	2028
31	22	D Regular climate and continuous attitude surveys to assess morale, command climate and underlying culture on an ongoing basis.	Accept	Sep 2024
32	16	Development of expanded recruitment channels with objectives set for the recruitment and participation of under-represented groups, through:		
		A Setting an overall female participation rate of 35% to be achieved through a combination of entry-level inductions (Cadet and General Service) and civilianisation, as well as direct entry into more senior, and specialist, positions across the organisation;	Accept in Principle	2028
33	18	B Consultation with the communities of under-represented groups to discuss the attractions and barriers to service in the Defence Forces;	Accept	Mar 2024
34	19	C Adoption of measures to enable easier access to Irish citizenship for those who serve in the Defence Forces; and	Further Evaluation	Further Evaluation to be completed Q3 2025
35	18	D Development of a profile of current serving personnel as an essential starting point to underpinning longer-term approaches to strategic HR and ensuring the Defence Forces is more reflective of the diversity of Irish society.	Accept	Q3 2025

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
36 (i)	16	Consideration of the gender perspective should become mandatory in all aspects of decision making across the Defence Forces and particularly in relation to HR practices, promotion processes, procurement and development of infrastructure, including: A Immediate removal of gendered rules, regulations and standards that are unfavourable to women, and others who do not fit a perceived 'norm';	Accept	Jun 2024
			Accept	Jan 2024
36 (ii)	16	A including a review and modernisation of grooming standards for both men and women in line with trends in other armed forces and Irish society;	Accept	Jan 2024
37	16	B A guaranteed minimum female participation rate of 35% on all command and other relevant career courses by 2025;	Accept in Principle	2028
38	18	C Identification and removal of practices around access to promotion opportunities and courses which, in effect, indirectly discriminate against women or other groups such as, for example, primary carers;	Accept	Dec 2024
39	16	D Fitness standards should be reviewed and updated to ensure they are relative to accepted standards for females and modern military roles;	Accept	Mar 2024
40	16	E Women in the Defence Forces should be supplied with and have ready access, without delay or special request, to clothing and equipment that are designed for females and, as such, are fit for purpose;	Accept	Jul 2024
41	16	F Immediate extension of the Defence Forces' Women's Network to include female members of the Reserve; and	Accept	Completed Oct 2022
42	16	G Establishment of a female mentoring programme to allow women in the Defence Forces to benefit from the experience of identified role models and mentors.	Accept	Dec 2023
43	18	Gender, diversity and unconscious bias training should become mandatory across all ranks of the Defence Forces.	Accept	Aug 2024
44	24	The development of a statement of the Defence Forces' vision of its role and value to the people of Ireland.	Accept	Dec 2023
45	22	Implementation of an administrative solution without delay to enable the ODF to investigate complaints received more than 12 months after the date of the alleged action, or the date the complainant became aware of the alleged action.	Accept	Completed Mar 2023
46	14	Increased use of direct entry recruitment to fill specialist posts with appropriately adjusted training and physical fitness requirements.	Accept	Aug 2024

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
47	22	Urgent reform of existing working arrangements including: A Any necessary legislative and organisational changes to allow for flexible service and flexible work practices;	Accept in Principle	2026
			Accept	Nov 2024
48	22	B Extension and enhancement of existing family friendly policies to the greatest practicable extent, including for overseas postings, and recognition of the challenges faced by single parents and parents of children with disabilities, amongst others; and	Accept	Nov 2024
49	20	C Introduction of a non-financial 'labour hours budget' for all managers.	Accept	Q1 2025
50	20	The expeditious removal of the blanket exclusion of the Defence Forces from the Organisation of Working Time Act 1997 subject to the application of the derogations permitted by the Working Time Directive.	Accept	Sep 2024
51	30	Establishment of an Officer Training Centre comprising the existing Cadet School and a new Officer Candidate School which would conduct Potential Officers Courses, Late Entry Officers Courses and Reserve Officers Courses every two years.	Accept in Principle	2027
52	20	Urgent reform of medical services within the Defence Forces to include: A Implementation of measures to extend provision of private healthcare to all enlisted personnel in the Defence Forces;	Accept	Completed Sep 2023
			Accept	Q3 2025
53	20	B Completion of all outstanding reviews into medical services within a 12-18 month period and the implementation processes started immediately; and	Accept	Q3 2025
54	21	C Extension of HIQA's remit to include the Defence Forces' medical services.	Further Evaluation	Further Evaluation to be completed Q2 2026
55	14	Greater transparency of the wider benefits of membership of the Defence Forces should become a central feature of future recruitment campaigns, which should be supported by external expertise.	Accept	Completed Nov 2022

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
56	14	That the equity of existing pay and allowance structures be enhanced by:		
		A Removing the requirement for a 3 Star Private/Able Seaman to 'mark time' for the first three years at that rank;	Accept	Completed Dec 2022
57	14	B Ensuring that all personnel of Private 3 Star/Able Seaman rank are paid the full rate of MSA applicable to the rank;	Accept	Completed Dec 2022
58	14	C Providing immediate access to the Sea-going Service Commitment Scheme to direct entry personnel in the Navy;	Accept in Principle	Completed Dec 2022
59	14	D Replacing the existing sea-going allowances with less complex sea-going duty measures; and	Accept	Completed Nov 2023
60	4	E Introducing Long Service Increments to the pay scales of all ranks of enlisted personnel.	Further Evaluation	Further Evaluation to be completed Mar 2024
61	14	On the basis that all personnel should, in the first instance, be paid the full rate of MSA applicable to their rank, MSA should be abolished and the full applicable rate integrated into core pay.	Further Evaluation	Further Evaluation to be completed Dec 2024
62	14	The introduction of a mechanism to provide for ongoing review of the application of existing specialist pay rates and allowances to groups and categories of military personnel, and to make recommendations, within public pay policy parameters, where adjustments are required.	Accept in Principle	Q1 2025
63	14	PDF Representative Associations should be facilitated if they wish to pursue associate membership of ICTU.	Accept	Dec 2024
64	32	A new high level vision be articulated for the RDF that clarifies its core purpose as being to support the PDF in all its roles.	Accept	Apr 2024
65	32	Decisions to deploy RDF personnel should be taken by the unit commanders, and should not be limited by the overarching policy as at present.	Accept in Principle	Dec 2024
66	32	A detailed regeneration plan for the RDF, with clear and specific timelines, be developed and published by the end of 2022 setting out how a reformed RDF will be operationalised and funded.	Accept in Principle	Apr 2024
67	32	The CHOD be supported by a Reserve Assistant Chief of Defence and that each Service Chief should be supported by a Reserve Assistant Chief of Service.	Accept in Principle	Q3 2025
68 (i)	34	The establishment of the RDF should include, at a minimum, an Air Force Reserve of 200	Accept in Principle	2028
68 (ii)	34	The establishment of the RDF should include, at a minimum, a Navy Reserve of 400.	Accept in Principle	2028

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
69	34	The Army Reserve establishment should stand at 3,900 with a ratio of 50:50 between Combat / Combat Support and Combat Service Support	Accept in Principle	2028
70 (i)	32	A joint Office of Reserve Affairs (ORA), with senior staff from RDF and with support from the PDF, be established which should report regularly to the CHOD and senior commanders on all reserve matters. Command authority should remain with the integrated PDF/RDF unit commanders in conformity with the SFC.	Accept	Q1 2025
70 (ii)	32	A joint Office of Reserve Affairs (ORA), with senior staff from RDF and with support from the PDF, be established which should report regularly to the CHOD and senior commanders on all reserve matters. Command authority should remain with the integrated PDF/RDF unit commanders in conformity with the SFC but: A. The deployment of RDF personnel should be audited annually and documented by the ORA, with appropriate and effective follow-up, including in commanders' annual appraisals, to ensure best practice and accountability, and	Accept	Q1 2025
71	32	B. The ORA should provide an annual progress report to the Minister for Defence on the implementation of the RDF regeneration plan.	Accept	Dec 2023
72	38	The role of reservists be highlighted and embedded in the curriculum of education courses for senior NCOs and officers.	Accept	2027
73 (i)	32	The Defence Forces should urgently develop revamped and efficient recruitment processes for the FLR, the Army Reserve, the Air Force Reserve and the Naval Reserve. For the Army, Air and Naval Reserves, a maximum recruitment time of eight weeks, from application to initiation, should be set.	Accept in Principle	Jun 2024
73 (ii)	34	The Defence Forces should urgently develop revamped and efficient recruitment processes for the FLR, the Army Reserve, the Air Force Reserve and the Naval Reserve. For the Army, Air and Naval Reserves, a fast-track system should be developed for those who wish to join the FLR on discharge from the PDF.	Accept in Principle	Jul 2024
74	32	The Defence Forces should develop a clear and focused recruitment plan, with clearly identified milestones and annual reviews, targeted at meeting the full establishment of the RDF within eight years to include recruitment of specialists, Combat Support and Combat Service Support personnel. A part of its recruitment plan, the Defence Forces should:		
		A. Ensure that the RDF fully reflects the diversity of contemporary Irish society;	Accept	Q2 2025
75	32	B. Clarify the specific skillsets where targeted Reserve recruitment would be most likely to yield positive benefits and build the outcome into a sustained recruitment effort;	Accept	Q2 2025
76	32	C. Provide for increased utilisation of direct entry commissions and direct entry at NCO level to the RDF, including an expanded use of direct entry mechanisms to all services and Corps;	Accept	Q2 2025
77	32	D. Create lateral entry mechanisms for those with prior foreign military experience who wish to join the RDF; and	Accept in Principle	Q2 2025
78	32	E. Focus the recruitment plan around attracting highly skilled people to staff an expanded range of clearly defined non-combat and specialist functions, as well as general recruitment to conventional combat units	Accept	Q2 2025

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
79	34	Employment protection legislation should be considered and discussed with employer representative bodies and Trade Unions to protect reservists and ensure their availability when needed.	Further Evaluation	Further Evaluation to be completed Q1 2025
80	42	Ireland should deepen its engagement with the implementation of the EU's Maritime Security Strategy.	Accept in Principle	Q4 2025
81 (i)	42	A whole-of-government National Maritime Security Strategy should be developed. As part of this, or in advance, the powers required by the Naval Service for effective enforcement, in support of national security, in the maritime domain should be addressed.	Further Evaluation	Further Evaluation TBC
81 (ii)	42	A whole-of-government National Aviation Security Strategy should be developed.	Further Evaluation	Further Evaluation TBC
82	36	Opportunities offered by the EU's Permanent Structured Cooperation to develop Ireland's defence capabilities should be more fully explored and exploited than at present.	Accept	Completed Sep 2023
83	42	Future Government decisions on Ireland's capacity and appetite to take on higher intensity peace support operations must be coherent with the resourcing and scale of the Defence Forces and ensure consistency between international security and defence policy objectives, level of ambition and defence budget.	Accept in Principle	Mar 2024
84	42	A whole of government air and maritime services 'needs analyses' should be undertaken in the short term in an attempt to highlight trends and predict needs into the future over a 10-20 year period.	Further Evaluation	Further Evaluation TBC
85	36	The immediate establishment of a codified top-down Capability Development Planning process through the creation of a permanent civil-military structure in order to embed capability development within the Department and the Defence Forces.	Accept	2026
86	36	That analysis of green defence solutions and horizon scanning to identify emerging technologies, is embedded in the capability development planning process.	Accept	Dec 2024
87	38	Within the context of a decision being taken by Government that the capability requirements of the Defence Forces need to step up from LOA 1 to LOA 2, whether as a discrete step or as an interim position en route to LOA 3, the following is recommended:		
		A. Replacement of the existing APCs with a larger and enhanced fleet equipped with sufficient firepower for future overseas missions, and with 'level 4' armour across armour platforms where required;	Accept in Principle	2028
88	38	B. An accelerated programme of Naval vessel replacement to ensure a balanced fleet of nine modern ships by early in the next decade;	Accept in Principle	2028
89	28	C. That all modern vessels be double crewed to ensure each vessel spends an absolute minimum of 220 days at sea per year, with this being phased in over the course of the vessel replacement programme;	Accept in Principle	2028

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
90	28	D. That smart metrics for patrol days should be developed and agreed between the Naval Service and the SFPA focused on quality and effectiveness of enforcement activities rather than quantity;	Accept in Principle	Dec 2024
91	38	E. Development of a primary radar capability to ensure a complete Recognised Air Picture can be maintained;	Accept in Principle	2028
92 (i)	38	F. Development of anti-drone or counter UAS capabilities;	Accept in Principle	Q3 2025
92 (ii)	40	F. The further development of RPAS capabilities;	Accept in Principle	Q3 2025
93 (i)	40	G. Enhancement of the Air Corps' fleet with the addition of a fixed wing aircraft with strategic reach capability for enhanced Defence Forces support and priority ATCA taskings;	Accept in Principle	Q3 2025
93 (ii)	40	G. Enhancement of the Air Corps' fleet with the addition of two additional medium lift rotary wing aircraft for enhanced Defence Forces support and priority ATCA taskings;	Accept in Principle	Q1 2025
94	40	H. The ultimate replacement of the existing medium lift helicopter fleet with a fleet of eight super-medium helicopters;	Accept in Principle	2028
95	36	I. Deepening Defence Forces involvement in relevant national and international forums to enhance capability development in the cyber domain;	Accept	Mar 2024
96	36	J. A further 100 additional specialist personnel as part a Joint Cyber Defence Command managing Cyber Defence, Defence IT Services, and CIS Services;	Accept in Principle	2026
97	27	K. Establishment of SOF Air and Maritime Task Groups, including associated logistics, to be based at Casement Aerodrome and Haulbowline as part of the planned increase in the ARW/SOF establishment and enhancement of SOF capabilities;	Accept in Principle	2028
98	28	L. Strengthening Military Intelligence capabilities and the establishment of a Joint Military Intelligence Service in the context of a revised mandate underpinned by new legislation (as proposed in Chapter 7);	Accept in Principle	2028
99	28	M. The establishment of an Intelligence School, with shared programmes, which would facilitate enhanced cooperation and joint training opportunities between Military Intelligence and their Garda counterparts; and	Accept in Principle	Q2 2025
100	36	N. The development of relevant military capabilities to counter hybrid activity where military capability is required and to contribute to national resilience.	Further Evaluation	Further Evaluation to be completed Q3 2025

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
101	41	Within the context of a decision being taken by Government that the capability requirements of the Defence Forces need to step up to LOA 3, the following is recommended: A. By 2040 the Infantry element of the Army would have a substantial mechanised component offering state of the art force protection, communications, ISTAR and firepower. All Infantry units would have full organic lift capability, ideally mechanised. Combat Support elements would be modernised, with both Artillery regiments and Cavalry squadrons being fully interoperable to NATO standards, and the land force would have the appropriate level of combat service support elements;	Revert	Revert to Government 2028
102	41	B. By 2040 the Naval Service would comprise a balanced fleet of at least 12 ships, supported by appropriate technology, as part of a joint Defence Forces structure;	Revert	Revert to Government 2028
103	41	C. As part of a national Air Defence Plan, the Air Corps would develop an air combat and intercept capability through the acquisition of a squadron of jet combat aircraft, allied to the development of associated operational, infrastructure and support arrangements;	Revert	Revert to Government 2028
104	41	D. The overseas deployment of combat aircraft, pilots and support personnel to provide organic intra-theatre mobility based on tactical transport helicopters. Deployed forces would also have an organic helicopter combat SAR capability armed and equipped to operate in hostile environments;	Revert	Revert to Government 2028
105	41	E. A further 200 additional specialist personnel working under a matured Joint Cyber Defence Command; and	Revert	Revert to Government 2028
106	41	F. ARW/SOF would have an organic self-sustainment capability, which would include dedicated combat helicopter assets to insert, operate and extract from mission areas.	Revert	Revert to Government 2028
107	31	That jointness be inculcated throughout the Defence Forces by: A. Prioritising training institutions, with an emphasis on routine joint exercises to prove future force operational capabilities for national defence and overseas operations.	Accept	2026
108	31	B. The introduction of joint operational and leadership training courses at junior and senior level for both officers and NCOs.	Accept	2026
109	36	That the Defence Forces seek to further integrate with whole-of-government processes, with a focus on contributing to national security and national resilience through ATCP and ATCA operations.	Accept in Principle	Sep 2024

Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
110	26	The modernisation of Military Intelligence, to include: A. The role and functions of Military Intelligence be urgently clarified and underpinned by appropriate legislation within the context of a coherent national intelligence architecture.	Further Evaluation	Further Evaluation to be completed Jun 2024
111	26	B. The development of an overarching legal and governance framework to ensure optimum coordination and collaboration between the Defence Forces and An Garda Síochána on intelligence matters.	Accept in Principle	2026
112	28	C. A fully joint approach to Intelligence within the Defence Forces under the Joint Force Commander.	Accept	2028
113	26	D. Appropriate arrangements in relation to oversight in relation to intelligence should be set out in the legislation.	Accept in Principle	Q2 2025
114	27	The creation of a Joint Military Police Service, independent of the operational chain of command, with enhanced electronic and analytical supports, and with oversight, inspection and complaints mechanisms also established.	Accept in Principle	2027
115 (i)	30	The development of a National Defence Academy.	Further Evaluation	Further Evaluation to be completed Q2 2025
115 (ii)	30	The development of an Apprentice School to support a future tech-enabled force.	Further Evaluation	Further Evaluation to be completed Q2 2025
116	42	That the Government and Oireachtas urgently address the need to define a clear level of ambition for the major roles of the Defence Forces: defence of the State, its people and its resources, overseas missions, ATCP and ATCA.	Accept in Principle	Completed Jul 2023
117	42	That the chosen level of ambition be clearly and credibly linked to the budget provided annually and over the period to 2030*.	Accept in Principle	2028
118	42	That the forthcoming cycle of Defence Reviews be based on a coherent and consistent approach to defence policy, level of ambition, required capability and budget.	Accept	Mar 2024
119	42	That consideration be given to a step up to LOA 2, as described in this report, in the short term pending the more detailed policy debate and decision required for higher levels of ambition.	Accept	Completed Jul 2022

* Government decision was to implement LOA 2 by 2028

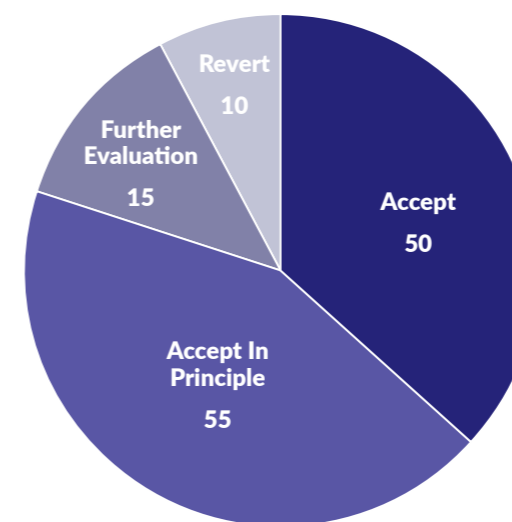
Appendix 2

GOVERNMENT RESPONSE TO CoDF RECOMMENDATIONS

The High Level Action Plan set out the response of Government in relation to each of the 130 individual recommendations; **48** recommendations were Accepted, **55** Accepted in Principle, **17** subject to Further Evaluation and **10** to Revert to Government.

CoDF Recommendations # 2,3,4,5 were subsequently referred to the Attorney General. The appropriate policy and legislative changes will now be progressed for Government approval. Further Evaluation was also completed on CoDF Recommendations # 52 and # 59, and both are now updated to Accept.

The positions now assigned to each recommendation are outlined in the following section:



Rec #	Page #	Commission on Defence Forces Recommendation	Government Position	Planned Completion Date
120	30	Specific taskings of the Defence Forces, including those arising from ATCP and ATCA, should be subject to regular review for continued relevance and priority, with appropriately defined levels of ambition.	Accept	Dec 2024
121	30	That an immediate focus be given to standing down a number of current Defence Forces' ATCP taskings which no longer seem justified in the current security situation.	Accept in Principle	Nov 2023
122	30	The reassessment of priorities, structures and the distribution of resources across the full spectrum of ATCP activities and, in particular, in areas such Chemical Biological Radiation and Nuclear (CBRN) response, Explosive Ordnance Disposal (EOD), and provision of Engineer Specialist Search Teams (ESST).	Accept	Q1 2025
123	30	Clear inter-agency policies and planning for the deployment of the Defence Forces to support routine armed policing duties in times of emergency should be developed and that the necessary contingency planning and training for such deployments should be undertaken.	Further Evaluation	Further Evaluation to be completed Apr 2024
124	28	The future Naval legal branch should include additional legal officers with appropriate maritime law and fisheries law specialisations.	Further Evaluation	Further Evaluation to be completed Apr 2024
125	28	That the Army be urgently restructured by completing the following:		
		A. The Chief of Defence to initiate an immediate force design process assisted by external experts with access to international military expertise, and to include a detailed force design process.	Accept	Dec 2023
126	28	B. The creation of a more agile and flexible force structure that can meet current and future operational taskings.	Accept	2027
127	28	C. That the future disposition and structures of the Army be regionally balanced.	Accept in Principle	2027
128 (i)	27	Modernisation of the Naval Service Diving Section with the establishment of a Defence Forces' School of Diving.	Accept	2028
128 (ii)	27	Modernisation of the Naval Service Diving Section with the establishment of a diving safety office reporting directly to the Chief of the Navy.	Accept	2028
129	22	The establishment of an Office of Veterans' Affairs to coordinate veteran supports and provide advice and assistance to veterans and their families.	Accept in Principle	Q3 2025
130	28	That a focused and detailed review of the Defence estate be carried out by appropriately qualified professionals prior to decisions on the optimum future disposition of the Defence Forces.	Accept in Principle	Q2 2025

Definition of Responses to Positions			
Accept	Accept In Principle	Further Evaluation	Revert
Recommendation accepted for implementation.	This recommendation is accepted in principle, but further consideration is required on the optimal approach to meeting the intent of the Commission.	This recommendation is desirable. Further evaluation is required with key stakeholders, of the resource, policy, financial and legislative implications before a decision on implementation can be considered.	It is proposed to revert to Government at a later stage with regards to this recommendation.

Appendix 3

BENEFITS OF JOINING THE DEFENCE FORCES

STARTING PAY

including Military Service Allowance



GRADUATE CADET on commissioning	€47,245
SCHOOL LEAVER CADET on commissioning	€41,962
RECRUIT on completion of basic training (approx. 24 weeks)	€38,016

With effect from 1 October 2023
Salaries progress on an incremental scale to a maximum point for each rank

EDUCATION & PERSONAL DEVELOPMENT



Fully funded opportunities to gain professional and academic qualifications, from Leaving Certificate to Third Level, while receiving full pay and allowances.

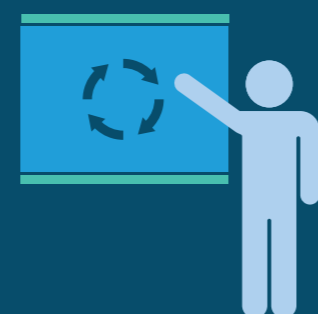
TECHNICIAN TRAINING (APPRENTICESHIPS)

Available for enlisted personnel.



TRAINING IS PROVIDED

to qualify for career advancements and promotion opportunities



Access to a wide range of **medical and dental services**, including private consultant referrals and maternity care



RECRUITMENT PATHWAYS



- APPRENTICE**
Air Corps
- CADETSHIP**
Army, Naval Service, Air Corps
- RECRUIT**
- DIRECT ENTRY**
Skilled, qualified professionals in technical fields.



TRAIN TOGETHER, WORK TOGETHER



All members are treated with fairness and respect and have equal opportunities and resources

FITNESS TRAINING & SPORTS FACILITIES

State of the art fitness and training facilities

Opportunities for frequent career advancement to higher ranks & to qualify for additional allowances

20+ Sports Teams & Clubs

PENSION



All serving members of the Permanent Defence Force are members of a Public Service Pension Scheme

OVERSEAS SERVICE



Tax free Overseas Duty Allowance which can start at

€15,000

for a six month deployment
Opportunities for Family Friendly Deployments of three Months

ANNUAL LEAVE



- + Public holidays
- + DF holidays
- + Paid sick leave
- + Study leave
- + Parental leave
- + Special leave on return from overseas missions

Fully paid statutory leave such as Adoptive, Maternity & Paternity Leave



Appendix 4

STRUCTURE OF DETAILED IMPLEMENTATION PLAN

Core Areas and Strategic Objectives

The Commission on the Defence Forces report highlighted five core areas that must be addressed in a Detailed Implementation Plan on foot of policy decisions in relation to level of ambition and budget:

Transformational change to modernise the Organisational Culture, its Human Resources Strategy and practices	Reform High-level Command and Control and creation of a Joint Strategic Headquarters	Reform and Restructure the Services	Revitalise the Reserve Defence Force	Joint Capability Development
Putting human resources – the Defence Forces’ people – at the centre of the organisation, through re-engaging in a different way with its core values, renewing its ‘contract’ with its people with modern work practices, career management systems and transparent promotion systems based on merit.	Requires the appointment of a Chief of Defence (CHOD), with full command and control of the Defence Forces, and commensurate accountability, supported by three Service Chiefs. Create a Joint Strategic Headquarters staffed by all services, including civilian experts, to support the Chief of Defence in delivering Defence Forces 2030+.	To provide a modern Army, Navy and Air Force designed and structured to provide the future integrated force for national defence, overseas missions and ATCP/ ATCA.	To create a reserve force that can seamlessly train, operate and deploy with the Permanent Defence Force, nationally and internationally.	To support all Services in developing the joint future force, thereby providing Government with military force options at readiness for national and international operations.

These five core areas are now captured as five Strategic Objectives, which are:

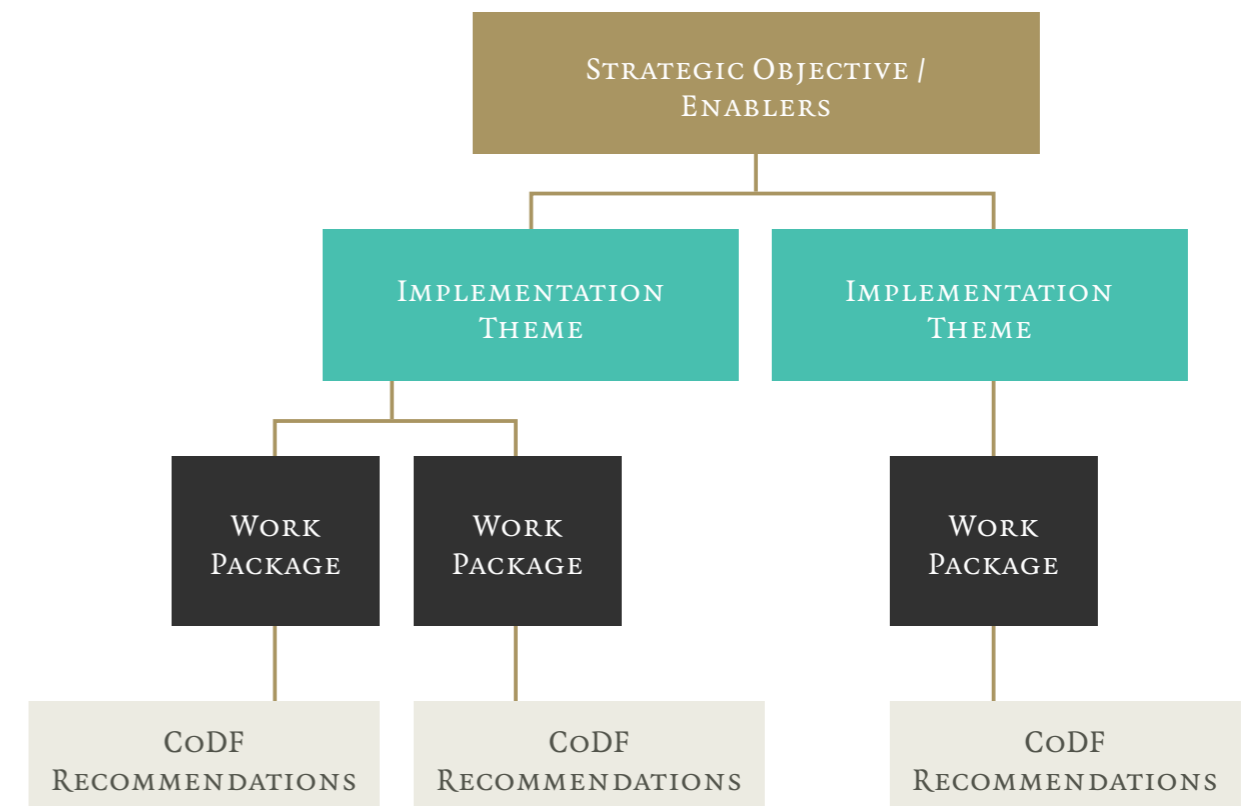
Strategic HR and Cultural Change to be Delivered	New C2 and Joint Structures to be Established	Services to be Reformed and Restructured	Reserve Defence Force to be Revitalised	Joint Capability Development to be Implemented
--	---	--	---	--

In addition to the five Strategic Objectives, a separate **Enablers workstream** captures the necessary building blocks required for implementation of many of the recommendations within the report.

The **Strategic Objectives and Enablers** provide the frame and structure for Section B of this Detailed Implementation Plan. There are 6 chapters, each containing a detailed visual timeline for the respective strategic objective and enablers.

These themes for implementation have been further broken down into a number of **Work Packages**. Work packages combine related recommendations within strategic objectives for efficient, coordinated delivery.

A number of **Themes** sit within each Strategic Objective and the Enablers workstream. These themes have an overarching outcome to realise the intent of the CoDF recommendations.



Themes

The HLAP grouped CoDF Recommendations under a number of themes within the relevant Strategic Objective and Enabler Workstream. Following further analysis these themes have been amended and renumbered to reflect the most appropriate groupings for implementation. There are 34 revised **Themes** within the **Five Strategic Objectives and Enablers workstream** as follows:

Strategic HR and Cultural Change to be Delivered	New C2 and Joint Structures to be Established	Services to be Reformed and Restructured	Reserve Defence Force to be Revitalised	Joint Capability Development to be Implemented	Enablers
Theme 1: Associate Membership of ICTU	Theme 12: Defence Forces Vision Statement	Theme 16: Joint Units	Theme 22: Office of Reserve Affairs	Theme 26: Cyber Defence	Theme 32: National Maritime & Aviation Security
Theme 2: Pay & Allowance Structures	Theme 13: High-Level Command & Control	Theme 17: Military Intelligence	Theme 23: Reserve A/CHOD & Service A/Chiefs	Theme 27: Capability Development	Theme 33: Strategic Defence Review
Theme 3: Recruitment Strategies	Theme 14: Senior Enlisted Advisor Positions	Theme 18: Service Development	Theme 24: Reserve Force Regeneration & Recruitment	Theme 28: Hybrid Defence	Theme 34: Transformation Enablers
Theme 4: Gender Perspective Polices & Actions	Theme 15: Transformation & Strategic HR Leadership	Theme 19: Defence Infrastructure	Theme 25: Reserve Establishment	Theme 29: DF Training & Education Arrangement	
Theme 5: Diversity & Inclusion Strategies		Theme 20: National Defence Academy and Joint Educational Establishments		Theme 30: Enhancement of DF Capabilities	
Theme 6: Career Progression Processes		Theme 21: Review of Defence Force Taskings		Theme 31: LOA 3 Enhancement of DF Capabilities	
Theme 7: Medical Services					
Theme 8: Working Time Directive					
Theme 9: Targeted Cultural Change Strategies					
Theme 10: Ombudsman for the Defence Forces					
Theme 11: Veterans Affairs					

Strategic HR and Cultural Change to be Delivered

Strategic Objective: Strategic HR and Cultural Change to be Delivered			
Transformational change to modernise the Organisational Culture, its Human Resources Strategy and practices.			
Putting human resources - the Defence Forces' people - at the centre of the organisation, through re-engaging in a different way with its core values, renewing its 'contract' with its people with modern work practices, career management systems and transparent promotion systems based on merit.			
Theme	Work Package	CoDF Recommendations	Theme Outcome
T1: Associate Membership of ICTU	1.1 Associate Membership of ICTU	63	Associated membership of ICTU by DF Representative Associations facilitated through appropriate legislation
T2: Pay & Allowance Structures	2.1 Pay & Allowance Structures	56, 57, 58, 59, 60, 61, 62	Equity of existing pay and allowance structures enhanced through a range of measures
T3: Recruitment Strategies	3.1 Recruitment Strategies	46, 55	Recruitment strategy and campaigns in place which increase use of direct entry recruitment and attract new members
T4: Gender Perspective Polices & Actions	4.1 Gender Perspective Polices & Actions	29, 32, 36(i), 36(ii), 37, 39, 40, 41, 42	Wide range of actions delivered to ensure a balanced gender perspective is mandatory in all aspects of decision making across the Defence Forces and particularly in relation to HR practices, promotion processes, procurement and development of infrastructure
T5: Diversity & Inclusion Strategies	5.1 Diversity & Inclusion Strategies	28, 33, 35, 43	A range of diversity and inclusion enhancements delivered which achieve impactful change and ensure Defence Forces membership is more reflective of the diversity of Irish society
	5.2 Access to Citizenship	34	
T6: Career Progression Processes	6.1 Career & Talent Processes and Promotion Systems	14, 15, 16, 23, 24, 27, 38	Career & Talent Processes and Promotion Systems developed, including new career streams and progression, equitable opportunities, continuous personal development, a permanent training establishment, and targeted retention initiatives
	6.2 Lance Corporal Rank	20	
	6.3 Naval Divers	21	
	6.4 Military Police	22	
	6.5 Training Establishment	18	
T7: Medical Services	7.1 Healthcare	52	Medical services reformed with medical reviews completed, healthcare afforded to officer ranks extended to enlisted ranks, and the possible extension of HIQA's remit to include the Defence Forces' medical services
	7.2 Medical Services Reviews	53	
	7.3 HIQA Remit	54	
T8: Working Time Directive	8.1 Working Time Directive	50	Removal of blanket extension of the Defence Forces from the Organisation of Working Time Act 1997, non-financial labour hours budget introduced
	8.2 Non-financial Labour Hours Budget	49	

Theme	Work Package	CoDF Recommendations	Theme Outcome
T9: Targeted Cultural Change Strategies	9.1 Remote Learning Solution	19	Modern working arrangements and practices in place across a range of themes including flexible working and family friendly policies
	9.2 Family Friendly Policies	48	
	9.3 Flexible Work Practices	47	
	9.4 Culture Surveys	31	
	9.5 Dining Integration	30	
T10: Ombudsman for the Defence Forces	10.1 Ombudsman for the Defence Forces	45	Administrative solution implemented which enables the ODF to investigate complaints received more than 12 months after the alleged action
T11: Veterans Affairs	11.1 Veterans Affairs	129	Office of Veterans' Affairs established to coordinate veteran supports and provide advice and assistance to veterans and their families

Strategic Objective: New C2 and Joint Structures to be Established			
Reform High-level Command and Control and creation of a Joint Strategic Headquarters.			
Requires the appointment of a Chief of Defence (CHOD), with full command and control of the Defence Forces, and commensurate accountability, supported by three Service Chiefs. Create a Joint Strategic Headquarters staffed by all services, including civilian experts, to support the Chief of Defence.			
Theme	Work Package	CoDF Recommendations	Theme Outcome
T12: Defence Forces Vision Statement	12.1 Defence Forces Vision Statement	44	New Defence Forces vision statement developed and published
T13: High-Level Command & Control	13.1 High-Level Command & Control (Legislation & Policy)	2, 3, 4, 5	Subject to Government approval, high-level Command and Control structures of the Defence Forces aligned to international best practice with the creation of a CHOD, a Defence Forces' Headquarters and Joint Force Command that will report to the CHOD and a new leadership structure with three Service Chiefs.
	13.2 High-Level Command & Control (Operational)		
T14: Senior Enlisted Advisor Positions	14.1 Senior Enlisted Advisor Positions (COS, Services & JFC)	6(i), 6(ii)	Subject to further evaluation, Service Chiefs supported by a Service Sergeant Major/Warrant Officer; SEAC position made permanent
T15: Transformation & Strategic HR Leadership	15.1 Leadership Roles	13, 17	Strategic HR Change Leadership Team established, organisational leadership and development capability in place

Strategic Objective: Services to be Reformed & Restructured			
Reform and Restructure the Services.			
To provide a modern Army, Navy and Air Force designed and structured to provide the future integrated force for national defence, overseas missions and ATCP/ATCA.			
Theme	Work Package	CoDF Recommendations	Theme Outcome
T16: Joint Units	16.1 Joint Staffing	7	Joint units and structures established in support of the vision that the Defence Forces will be a joint military force, with supporting joint functions staffed by all three services, from all ranks
	16.2 Special Operations Forces (WPP 28)	8(i)	
	16.3 Special Operations Forces (CoDF)	8(ii), 8(iii), 97	
	16.4 Military Police	114	
	16.5 Naval Divers	128(i), 128(ii)	
T17: Military Intelligence	17.1 Military Intelligence Legislation	110, 111, 113	A modernised military intelligence capability (with underpinning legislation subject to further evaluation), including an established Joint Military Intelligence Service, an Intelligence School and coordination between the Defence Forces and An Garda Síochána on intelligence matters
	17.2 Joint Military Intelligence Service	98, 112	
	17.3 Intelligence School	99	
T18: Service Development	18.1 Army Development	125, 126, 127	All three Services restructured with the creation of a more agile and flexible force structure that can meet current and future operational taskings
	18.2 Air Force Development	4	
	18.3 Navy Development	88, 89	
	18.4 Smart Metrics	90	
	18.5 Naval Legal Officers	124	
T19: Defence Infrastructure	19.1 Defence Infrastructure	130	Review of Defence estate completed, clarity on optimum future disposition of the Defence Forces
T20: National Defence Academy and Joint Educational Establishments	20.1 Joint Training Enhancements	107, 108	Jointness inculcated throughout the Defence Forces; Officer Training Centre established, and subject to further evaluation, National Defence Academy and Apprentice School established
	20.2 National Defence Academy & DF Apprentice School	115(i), 115 (ii)	
	20.3 Joint Educational Establishments	51	
T21: Review of Defence Forces Taskings	21.1 DF Taskings - Interagency & Interdepartmental Review	120, 121, 123	Revised taskings and policies implemented following consultation and engagement with stakeholders, with a focus on contributing to national security and resilience
	21.2 DF Taskings - Operations & Resources	1, 122	

Strategic Objective: Reserve Defence Force to be Revitalised			
Revitalise the Reserve Defence Force.			
To create a reserve force that can seamlessly train, operate and deploy with the Permanent Defence Force, nationally and internationally.			
Theme	Work Package	CoDF Recommendations	Theme Outcome
T22: Office of Reserve Affairs	22.1 Office of Reserve Affairs (ORA) Structures	70(i), 70(ii), 71	A joint Office of Reserve Affairs is established
T23: Reserve A/CHOD & Service A/Chiefs	23.1 ORA: Reserve A/CHOD & Service A/Chiefs	67	The CHOD is supported by a Reserve Assistant Chief of Defence and each Service Chief is supported by a Reserve Assistant Chief of Service
T24: Reserve Force Regeneration & Recruitment	24.1 Reserve Force Regeneration	64, 65, 66	A new vision, regeneration plan and recruitment processes are developed for the RDF, targeted at meeting the full establishment of the RDF within eight years
	24.2 Reserve Force Recruitment Plan	73(i), 74, 75, 76, 77, 78	
	24.3 First Line Reserve	73(ii)	
	24.4 Employment Protection Legislation	79	
T25: Reserve Establishment	25.1 Air Force Reserve	68(i)	Reserve establishment of 4,500 personnel in place, including an Army Reserve of 3,900, Navy Reserve of 400 (minimum) and Air Force Reserve of 200 (minimum).
	25.2 Army Reserve	69	
	25.3 Navy Reserve	68(ii)	

Strategic Objective: Joint Capability Development to be Implemented			
Joint Capability Development.			
To support all Services in developing the joint future force, thereby providing Government with military force options at readiness for national and international operations.			
Theme	Work Package	CoDF	Theme Outcome
T26: Cyber Defence	26.1 Cyber Defence Strategy	11, 95	Joint Cyber Defence Command established, with enhanced cyber capabilities based on a cyber strategy which is in line with international best practice and standards
	26.2 Cyber Defence Capability	9, 10, 96	
T27: Capability Development	27.1 Capability Development Structures	85	Capability Development Planning Process established through the creation of a permanent civil-military structure, which embeds a new strategic approach to capability development within the Department and the Defence Forces
	27.2 Green Defence	86	
	27.3 EU Capability Development	82	
T28: Hybrid Defence	28.1 Hybrid Defence (National Engagement)	12, 109	Subject to further evaluation, military capabilities required to counter hybrid activity will be developed following engagement across Government on structures and processes
	28.2 Hybrid Defence (Capability)	100	
T29: DF Training & Education Arrangement	29.1 DF Training & Education Arrangement	25, 26, 72	Revised training and education arrangements in place which provide equal emphasis and access to training and education across ranks and Services, while introducing additional joint courses where required
T30: Enhancement of DF Capabilities	30.1 Armoured Fleet Replacement	87	Wide range of procurement and capability enhancements delivered across all Services, achieving agreed Level of Ambition
	30.2 Naval Fleet Management & Replacement	88	
	30.3 Military Radar - Recognised Air Picture	91	
	30.4 Anti-Drone / Counter Unmanned Aerial System capabilities	92(i)	
	30.5 Unmanned Aerial System/RPAS	92(ii)	
	30.6 Additional Fixed Wing	93(i)	
	30.7 Additional medium lift Rotary Wing	93(ii)	
	30.8 Replacement of Rotary Wing to super-medium	94	
T31: LOA 3 Enhancement of DF Capabilities	31.1 LOA 3 Enhancement of DF Capabilities	101, 102, 103, 104, 105, 106	Government decision on Level of Ambition 3.

Enablers			
In addition to the five Strategic Objectives, a separate enabling workstream captures the necessary building blocks required for implementation of many of the recommendations within the report.			
Theme	Work Package	CoDF Recommendations	Theme Outcome
T32: National Maritime & Aviation Security	32.1 Needs Analysis	84	Subject to further evaluation, whole of government strategies developed for National Maritime Security and National Aviation Security, with a view on trends and predicated needs over a 10 – 20 year period
	32.2 Maritime Security Strategy	80, 81(i)	
	32.3 Aviation Security Strategy	81(ii)	
T33: Strategic Defence Review	33.1 Strategic Defence Review	83, 118, 119	Government and Oireachtas have defined a clear level of ambition for major roles of the Defence Forces, informed by a Strategic Defence Review
T34: Transformation Enablers	34.1 Programme Management	117	Enabling processes, mechanisms, governance and delivery support in place for successful delivery of the CoDF Detailed Implementation Plan
	34.2 Change and Communications		
	34.3 Legislative Provision		
	34.4 Financial Support & Resources		

Appendix 5

GLOSSARY OF ACRONYMS

Acronym	Work Package	Acronym	Work Package
ASU	Armed Support Unit	IT	Information Technology
ATCA	Aid to the Civil Authority	JFC	Joint Force Command
ATCP	Aid to the Civil Power	LOA	Level of Ambition
CHOD	Chief of Defence	LSI	Long Service Increment
CIS	Communications and Information Services	MP	Military Police
CoDF	Commission on the Defence Forces	NATO	North Atlantic Treaty Organisation
COS	Chief of Staff	NCO	Non Commissioned Officer
DCOS	Deputy Chief of Staff	ODF	Ombudsman for the Defence Forces
DF	Defence Forces	OPCON	Operational Control
DFHQ	Defence Forces Headquarters	ORA	Office of Reserve Affairs
DoD	Department of Defence	PDF	Permanent Defence Forces
DPENDR	Department of Public Expenditure, National Development Plan Delivery & Reform	RA	Representative Associations
EOD	Explosive Ordnance Disposal	RDF	Reserve Defence Force
ERU	Emergency Response Unit	RPAS	Remotely Piloted Aircraft System
EU	European Union	SEAC	Senior Enlisted Adviser to CHOD
FLR	First Line Reserve	SEAP	Senior Enlisted Advisor Positions
GENAD	Gender Advisor	SFC	Single Force Concept
HIQA	Health Information and Quality Authority	SFPA	Sea Fisheries Protection Authority
HQ	Headquarters	SOF	Special Operations Forces
HR	Human Resources	SOLTG	Special Operations Land Task Group
ICTU	Irish Congress of Trade Unions	TACOM	Tactical Command
ISTAR	Intelligence, Surveillance, Target, Acquisition and Reconnaissance	TOR	Terms of Reference
		WPP	White Paper Project

Notes



Óglaigh
na hÉireann
IRISH DEFENCE FORCES



An Roinn Cosanta
Department of Defence