

***Driv***ing Innovation in Crisis Management for ***E***uropean ***R***esilience

**IRELAND**  
Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response

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**

Scope and limitations

This study serves as supporting information for further work within DRIVER.

Only limited time and budget has been available for this first general survey, which needs to be considered in terms of scope and completeness of the respective studies.

The author/s of this study is/are responsible for its content and quality.

This report was revised at the end of 2015, reviewed internally by CSDM and amended according to reviewer's comments and recommendations upon the decision of the author/s.

# Background & Overview

Background

While Ireland has experienced a number of significant emergencies it has not suffered disasters of the severity and scale witnessed by other EU member states. Its geographic position means it has limited vulnerability to most high-impact natural disasters. Flooding and sustained winter storms are the principal events for which coordinated crisis management procedures have been deployed. The EU’s Solidarity Fund has been used to assist Ireland only once – for flooding in 2009.

In the national risk assessment procedure the Irish authorities have identified the country’s exposure in relation to energy supplies and ICT infrastructure as having particular potential to have severe impact. In the same context, a major disruption of maritime trade has been identified as representing a potential severe crisis.

Ireland organises its crisis management and resilience capabilities through the principles of a national framework, identified principal responders, comprehensive risk assessment and ‘all hazards’ preparation. It does not have significant specialist crisis management agencies or legislation.

Overview:

* Due to Ireland’s relatively small experience of widespread crises the overall policy focus is on developing strong basic emergency services and then ensuring that they are capable of coordinating and upscaling in order to deal with exceptional situations. The priority is to embed key assessment and preparation steps within organisations rather than to develop separate stand-alone organisations or capabilities.
* Ireland has a well-developed system of strategies and coordination for crisis management and disaster response. This is mostly operated on an administrative rather than statutory basis.
* Strategic policy is set out at a cross-government level and is then supplemented by sectoral strategies and Standard Operating Procedures to be implemented within agencies and across a wider coordinated response.
* An active approach is taken to risk assessment at both national and local levels.
* An ongoing process of strategic planning and coordination is implemented on a cross-government basis led by the Office of Emergency Planning and the Government Task Force The core response strategy is ‘all hazards’ with principal responders identified for each potential crisis and a coordination system for wider national crises.
* Principal response agencies cooperate and jointly plan at the national, local authority and non-statutory regional levels.
* Key stakeholders are: the Office of Emergency Planning (based in the Department of Defence), Department of the Environment, Community & Local Government (especially through its National Directorate for Fire and Emergency Management), the Health Service Executive, local authorities (including the fire service), an Garda Siochana (police service), Office of Public Works (flood control), utility companies (all are public sector), military, transport companies and critical infrastructure operators.
* Ireland has a relatively flat government structure, with just 31 local authorities and no statutory regions under the central government. As such, it is in a position to ensure the relatively consistent implementation of agreed strategies at national, regional and local levels.
* Mitigation and preparedness activity varies by sector. A national climate change policy is in place. Flood mapping is being expanded and made publicly available. This is accompanied by investment in flood prevention measures. Public health authorities run ongoing public awareness campaigns promoting responses which are relevant to major public health hazards.
* The bulk of financing is incorporated within the budgets of principal response agencies and is not separated from funding for ongoing work. As such it is not possible to estimate national financing for the area.
* Ireland has a number of prominent NGOs with extensive experience of humanitarian aid projects. Together with state agencies, these give Ireland a significant expert base for international emergency humanitarian activity as well as longer-term mitigation and recovery efforts.
* The Irish Army and Garda Siochana have 60 years of experience in peace-keeping and related work through the United Nations and OSCE.
* There is no specialist crisis management agency and no state of emergency legislation for natural disasters.
* There is no national alerting system though there are sectoral procedures including a colour-coded weather alert system and some local text and telephone warning systems.
* A range of NGOs supplement state activity particularly in the response and recovery phases.
* The impact of policies is difficult to assess. However, the after-event report on the severe winter storms in the period 2013-14 showed the impact of these storms, particularly in terms of loss of life, being significantly below the levels of two decades previously. The detail of warning and response activity would suggest that much of this improvement is attributable to recent planning and coordination work.

# Table of Contents

[IRELAND Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response 875](#_Toc444181442)

[Background & Overview 876](#_Toc444181443)

[Table of Contents 879](#_Toc444181444)

[List of Figures 881](#_Toc444181445)

[List of Tables 881](#_Toc444181446)

[List of Abbreviations 882](#_Toc444181447)

[List of Definitions 883](#_Toc444181448)

[1 Policy 884](#_Toc444181449)

[1.1 Risk Assessment 885](#_Toc444181450)

[1.2 Policy and Governance 890](#_Toc444181451)

[1.2.1 Strategy scope and focus 892](#_Toc444181452)

[1.2.2 Monitoring and analytical support to policy making; R&D 893](#_Toc444181453)

[1.2.3 Policy for Prevention 893](#_Toc444181454)

[1.2.4 Policy for Preparedness 895](#_Toc444181455)

[1.2.5 Policy for Response 896](#_Toc444181456)

[1.2.6 Policy for Relief and Recovery 898](#_Toc444181457)

[1.3 Financing 899](#_Toc444181458)

[1.3.1 Investing in preparedness 899](#_Toc444181459)

[1.3.2 Investing in consequence management 900](#_Toc444181460)

[1.4 Policy review, Evaluation & Organisational Learning 900](#_Toc444181461)

[1.4.1 Post-Disaster Assessment 900](#_Toc444181462)

[1.4.2 Departmental Lessons Learned systems 901](#_Toc444181463)

[1.4.3 Centralised (national) Lessons Learned system 901](#_Toc444181464)

[1.4.4 International exchange for Lessons Learned 901](#_Toc444181465)

[1.4.5 Regular policy reviews 901](#_Toc444181466)

[1.5 Resilience 902](#_Toc444181467)

[1.6 Information sharing and data protection 902](#_Toc444181468)

[2 Legislation 904](#_Toc444181469)

[2.1 Crisis (emergency, disaster) management concept 904](#_Toc444181470)

[2.2 General crisis (emergency, disaster) management law 905](#_Toc444181471)

[2.3 Emergency rule 905](#_Toc444181472)

[2.4 Specific, department/agency-level legal arrangements and regulations on emergency and disaster management 905](#_Toc444181473)

[2.5 Specific to the regional and local authorities legal arrangements and regulations on emergency and disaster management 906](#_Toc444181474)

[2.6 Legal regulations on the involvement of volunteers and specialised NGOs 906](#_Toc444181475)

[2.7 Legal regulations for international engagements of first responders and crisis managers 907](#_Toc444181476)

[3 Organisation 908](#_Toc444181477)

[3.1 Organisational chart 908](#_Toc444181478)

[3.2 Organisational cooperation 909](#_Toc444181479)

[4 Procedures 911](#_Toc444181480)

[4.1 Standing Operating Procedures (SOPs) and Guidelines 911](#_Toc444181481)

[4.2 Operations planning 911](#_Toc444181482)

[4.3 Logistics support in crises 912](#_Toc444181483)

[4.4 Crisis communication to general public; Alert system; Public Information and Warnings 912](#_Toc444181484)

[5 Capabilities 913](#_Toc444181485)

[5.1 Human resources 913](#_Toc444181486)

[5.2 Materiel (non-financial) resources 914](#_Toc444181487)

[5.3 Training 915](#_Toc444181488)

[5.4 Procurement 915](#_Toc444181489)

[5.4.1 Procurement regulation 915](#_Toc444181490)

[5.4.2 Procurement procedures 916](#_Toc444181491)

[5.5 Niche capabilities 918](#_Toc444181492)

[Resources 919](#_Toc444181493)

[Legislative acts 919](#_Toc444181494)

[Other normative acts 919](#_Toc444181495)

[Official documents (white papers, strategies, etc.) 919](#_Toc444181496)

[Online resources (e.g. websites of key CM organizations) 920](#_Toc444181497)

[Publications 920](#_Toc444181498)

[Expert interviews 924](#_Toc444181499)

## List of Figures

[Figure 1: Map of 8 EM Regions 884](file:///\\intern\freigaben\TASP\vormals_freigaben_AP\AP%20Org\Projekte_Pläne_Budget\Projekte\EC_DRIVER_MM\!%20Projekt\SP8\WP82\82.1\review%20of%20D82.11+D83.11\4%20final\from%20DRIVER%20space\D82.11+D83.11_Annexes_IRELAND_final_v2.docx#_Toc444098484)

[Figure 2: Schematic Risk assessment Process 887](#_Toc444098485)

[Figure 3: National Risk Matrix 889](#_Toc444098486)

[Figure 4: Five-Stage Emergency Management Paradigm 891](file:///\\intern\freigaben\TASP\vormals_freigaben_AP\AP%20Org\Projekte_Pläne_Budget\Projekte\EC_DRIVER_MM\!%20Projekt\SP8\WP82\82.1\review%20of%20D82.11+D83.11\4%20final\from%20DRIVER%20space\D82.11+D83.11_Annexes_IRELAND_final_v2.docx#_Toc444098487)

[Figure 5: Coordination Centres for emergencies under MEM Framework 898](#_Toc444098488)

[Figure 6: Generic Coordination centre information sharing 902](file:///\\intern\freigaben\TASP\vormals_freigaben_AP\AP%20Org\Projekte_Pläne_Budget\Projekte\EC_DRIVER_MM\!%20Projekt\SP8\WP82\82.1\review%20of%20D82.11+D83.11\4%20final\from%20DRIVER%20space\D82.11+D83.11_Annexes_IRELAND_final_v2.docx#_Toc444098489)

[Figure 7: Core National Political, Strategic & Operational Response structure 908](#_Toc444098490)

[Figure 8: Links between Major Emergency Plans and National and Other Plans 910](#_Toc444098491)

[Figure 9: Info Management System. 912](file:///\\intern\freigaben\TASP\vormals_freigaben_AP\AP%20Org\Projekte_Pläne_Budget\Projekte\EC_DRIVER_MM\!%20Projekt\SP8\WP82\82.1\review%20of%20D82.11+D83.11\4%20final\from%20DRIVER%20space\D82.11+D83.11_Annexes_IRELAND_final_v2.docx#_Toc444098492)

## List of Tables

[Table 1: Most likely and most impactful hazards 886](#_Toc444098493)

[Table 2: Classification of Likelihood 887](#_Toc444098494)

[Table 3: Classification of Impact 888](#_Toc444098495)

## List of Abbreviations

|  |  |  |
| --- | --- | --- |
| AAIU | Air Accident Investigation Unit | |
| CCBRN  CMT  DEC&LG  DFA  DoD  DoT  EM  MEM Framework  Gardai  HSE  ICG  MEDP  NEPNA  NSG  NWG  OEP  PDF  PES  PRA  RSG  RWG  SAR  SOP | Conventional Explosive, Chemical, Biological, Radiological or Nuclear  Crisis Management Team  Department of the Environment, Community & Local Government  Department of Foreign Affairs & Trade  Department of Defence  Department of the Taoiseach (Prime Minister’s Office)  Emergency Management  A Framework for Major Emergency Management  An Gardai Siochana  Health Service Executive  Irish Coast Guard  Major Emergency Development Programme  National Emergency Plan for Nuclear Accidents  National Steering Group  National Working Group  Office of Emergency Planning, Department of Defence  Permanent Defence Forces  Principal Emergency Services  Principal Response Agency  Regional Steering Group  Regional Working Group  Search and Rescue  Standard Operating Procedure | |
|  | |  |

## List of Definitions

**All Hazards approach:** An approach to major emergencies that recognises the common features of coordinated response and the management of common consequences regardless of the origin of the emergency.

**Command:** the process of directing the operations of all or part of a particular service or group of services, by giving direct orders.

**Control:** the process of influencing the activity of a service or a group of services, by setting tasks, objectives or targets, but without the authority to give direct orders.

**Coordinate:** to bring the different elements of a complex activity or organisation into an efficient relationship through a negotiated process. In an emergency context this may include a mandate/ authority to make certain decisions in pre-defined areas, where a normal consensual approach does not appear to meet the needs of an emergency situation.

**Cooperate:** to work together towards the same end.

**Collaborate:** to work jointly on an activity.

**Hazard:** Any Phenomenon with the potential to cause harm to members of the community, the environment or to the physical infrastructure, or being potentially damaging to the economic and social infrastructure.

**Impact:** The consequences of a hazardous event being realised, expressed in terms of a negative impact on human welfare, damage to the environment or the physical infrastructure or other subsequent consequences.

**Lead Department:** The government ministry or agency identified as leading on a particular hazard.

**Major Emergency:** is any event which, usually with little or no warning, causes or threatens death or injury, serious disruption of essential services or damage to property, the environment or infrastructure beyond the normal capabilities of the principal emergency services in the area in which the event occurs, and requires the activation of specific additional procedures and the mobilisation of additional resources to ensure the effective, co-ordinated response.

**Risk:** The combination of the likelihood of a hazardous event and its potential impact.

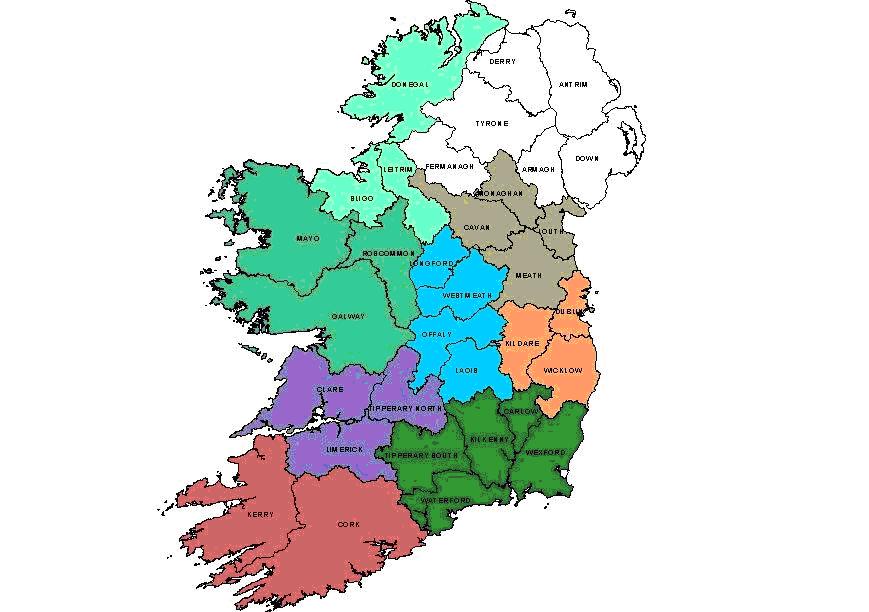
**Risk Assessment:** The process by which the hazards facing a particular community are identified and analysed in terms of the threat or risk that they pose.

**Risk Management:** Mitigation includes all actions taken to eliminate or reduce the risk to people, property and the environment from the hazards which threaten them.

**Systems Approach:** The systems approach to Major Emergency Management involves a continuous cycle of activity. The principal elements of the five-stage management cycle are; hazard analysis/ risk assessment, mitigation risk management, planning and preparedness, coordinated response, and recovery.

# Policy

Ireland has relatively little experience of widespread crises but has a well-developed crisis management system. The core policy divides strategic and ongoing considerations from implementation. A substantial focus is on developing strong basic emergency services and then ensuring that they are capable of coordinating and upscaling in order to deal with exceptional situations. The priority is to embed key assessment and preparation steps within organisations rather than to develop separate stand-alone organisations or capabilities.

****The Minister for Defence is responsible to the Government for the overall strategic policy in this field, convenes the permanent planning structures and hosts the crisis coordination centre. The Strategic Emergency Planning Guide (SERG) and its revisions detail the national strategic-level roles, responsibilities and guiding principles.[[1]](#footnote-1) The most important principles are that all government departments and agencies are obliged to participate in a coordinated approach, planning is to operate on an ‘all hazards’ basis and a lead agency is to be assigned coordinating responsibility for all identified national risks. A special operational group chaired by the lead agency is triggered by government when a major emergency is anticipated, underway or requires a significant recovery effort.

This division between strategic planning and operational tasks allows for clear lines of responsibility and an ongoing commitment to broader planning and review.[[2]](#footnote-2)

Figure 121: Map of 8 EM Regions

(Source: MEM Framework Appendices, 2008)

Sectoral preparedness, response and recovery strategies are published by lead agencies in their core areas. In the case of the most frequent emergencies the three principal agencies, An Garda Siochána (police service), Health Service Executive and local authorities (who operate the fire service) operate a detailed series of protocols on cooperation and planning. The principal document entitled "A Framework for Major Emergency Management”[[3]](#footnote-3) is in place since 2006 and has been supplemented since, most notably with “A Framework for Major Emergency Management - Appendices”(2008)[[4]](#footnote-4). The Framework is intended to enable the agencies to prepare for and make a coordinated response to major emergencies resulting from a broad range of events. The Framework mandates each agency to undertake a very specific series of emergency preparedness steps, both internally and in an inter-agency context. Its implementation is supported by the Major Emergency Development Programme (MEDP).

## Risk Assessment

Ireland has a limited experience with dealing with crises on a national scale. For example, the November 2009 floods remain the only example of a crisis reaching a scale where Ireland applied for support from the EU’s Solidarity Fund.

Ireland undertakes an ongoing approach to risk assessment at both national and local levels. Ireland also ensures compliance with EU requirements[[5]](#footnote-5) that Member States develop a national risk management strategy which will support an EU approach to the prevention and management of natural and man-made disasters.

The Office of Emergency Planning publishes *A National Risk Assessment for Ireland* the latest version of which was published in December 2012.[[6]](#footnote-6) This document details a systematic approach to risk assessment across all areas. Risk assessment starts with an examination of the potential impact (severity of consequences to life and health, property and infrastructure, and the environment) of the hazards identified. A five-point scale is then used for categorising both impact and likelihood, ranging as shown in Tables 1 & 2. In considering the potential impact of a hazard two factors are taken into account - the type or nature of the impact, and the scale.

These are plotted onto a risk matrix and the frequency of each of the hazards is factored into the risk assessment. The intention is to ensure that the focus of major emergency management is on the hazards most likely to occur in an area, that the scale of preparation is in proportion to the risks and that the response to major emergencies builds out of normal response issues, such as resource mobilisation, co-ordination, decision making, etc.

A broader National Risk Assessment prepared by the Department of the Taoiseach (Prime Minister) includes a summary risk assessment for major emergencies with a review of fiscal, economic and social risks.

The MEM Framework separately sets out a risk assessment procedure aimed at the participating principal response agencies as a basis of major emergency management planning and preparedness strategies;

*“Each principal response agency should, in association with its partner response agencies, carry out a risk assessment in accordance with the procedures set down in this section. The initial risk assessment should be reviewed and updated annually, or as circumstances require.”[[7]](#footnote-7)*

The risk assessment procedure underpins work in the later stages of the emergency management cycle. The risk assessment process is carried out initially within each principal response agency that focuses on their own procedures and perspectives and feeds this information into an inter-agency team, working under the aegis of the Regional Steering Group on Major Emergency Management.

The outcomes from the Regional process are then incorporated into each principal response agency’s Major Emergency Plan.

The risk assessment comprises four stages as illustrated in Figure 2 which are;

1. Establishing the context

2. Hazard Identification

3. Risk Assessment

4. Recording potential hazards on a risk matrix

The current National risk assessment for Ireland has identified the following as the most likely and the most impactful risks for Ireland:

Table 14: Most likely and most impactful hazards

|  |  |
| --- | --- |
| Most Likely | Most Impactful |
| Low Temperatures | Loss of critical infrastructure |
| Flooding | Infectious diseases |
| Radiation (domestic) | Disruption to energy supply |

(Source: OEP; *A National Risk Assessment for Ireland*, 2012)

Figure 8: Schematic Risk assessment Process



(Source: *A Framework for Major Emergency Management,* 2006)

Table 15: Classification of Likelihood

|  |  |  |
| --- | --- | --- |
| **Ranking** | **Classification** | **Likelihood** |
| 1 | Extremely Unlikely | May occur only in exceptional circumstances; Once every 500 or more years |
| 2 | Very Unlikely | Is not expected to occur; and/or no recorded incidents or anecdotal evidence; and/or very few incidents in associated organisations, facilities or communicates; and / or little opportunity, reason or means to occur; May occur once every 100-500 years. |
| 3 | Unlikely | May occur at some time; and /or few, infrequent, random recorded incidents or little anecdotal evidence; some incidents in associated or comparable organisations worldwide; some opportunity, reason or means to occur; may occur once per 10-100 years. |
| 4 | Likely | Likely to or may occur; regular recorded incidents and strong anecdotal evidence and will probably occur once per 1-10 years |
| 5 | Very Likely | Very likely to occur; high level of recorded incidents and/or strong anecdotal evidence. Will probably occur more than once a year. |

(Source: OEP; *A National Risk Assessment for Ireland*, 2012)

Table 16: Classification of Impact

|  |  |  |  |
| --- | --- | --- | --- |
| Ranking | Classification | Impact | Description |
| 1 | Minor | Life, Health, Welfare  Environment  Infrastructure  Social | Small number of people affected; no fatalities and small number of minor injuries with first-aid treatment.  No contamination, localised effects  <0.5M Euros  Minor localised disruption to community services or infrastructure (<6 hours). |
| 2 | Limited | Life, Health, Welfare  Environment  Infrastructure  Social | Single fatality; limited number of people affected; a few serious injuries with hospitalisation and medical treatment required. Localised displacement of a small number of  people for 6-24 hours. Personal support satisfied through local arrangements.  Simple contamination, localised effects of short duration  0.5-3M Euros  Normal community functioning with some inconvenience. |
| 3 | Serious | Life, Health, Welfare  Environment  Infrastructure  Social | Significant number of people in affected area impacted with multiple fatalities (<5), multiple serious or extensive injuries (20), significant hospitalisation. Large number of people displaced for 6-24 hours or possibly beyond; up to 500 evacuated. External resources required for personal  support.  Simple contamination, widespread effects or extended duration  3-10M Euros  Community only partially functioning, some services available. |
| 4 | Very Serious | Life, Health, Welfare  Environment  Infrastructure  Social | 5 to 50 fatalities, up to 100 serious injuries, up to 2000 evacuated  Heavy contamination, localised effects or extended duration  10-25M Euros  Community functioning poorly, minimal services available |
| 5 | Catastrophic | Life, Health, Welfare  Environment  Infrastructure  Social | Large numbers of people impacted with significant numbers of fatalities (>50), injuries in the hundreds, more than 2000 evacuated.  Very heavy contamination, widespread effects of extended duration.  >25M Euros  Serious damage to infrastructure causing significant disruption to, or loss of, key services for prolonged period. Community unable to function without significant support. |

(Source: OEP; *A National Risk Assessment for Ireland*, 2012)

Figure 9: National Risk Matrix



(Source: OEP; *A National Risk Assessment for Ireland*, 2012)

The risk assessment provides a basis for determining a range of steps at later stages of the emergency management cycle - especially in the Mitigation and the Planning and Preparedness stages. Each principal response agency uses the chosen scenarios as a basis for determining a range of essential response requirements for major emergencies. Response dimensions are qualitative or quantitative statement of the performance required of a system or resource to deliver an appropriate responses to mitigate the impact of the emergency.

These responses cover topics such as:

* Provision of resources or specialist equipment
* Number and quality of local responders
* Situations where plans or ‘Standard Operating Procedures’ are required for specific risks
* Areas where training and exercising should be focussed
* Situations/sites/events where specific protocols need to be established with third parties such as utility companies or with the private sector

In relation to *public perception of risk* there is limited research. Eurobarometer 383 (2012) places Ireland significantly below average in terms of levels of concern with the likely impact of natural and man-made disasters. The same research shows Ireland as having the second highest self-perceived level of awareness of EU-level civil protection activities.

## Policy and Governance

There is no single agency responsible for major emergency management in Ireland and there is no dedicated legislative structure governing the area. Each Government ministry and public authority is responsible for maintaining emergency management functionality according to their statutory remits.

At a strategic level, the Government Task Force on Emergency Planning is the top-level body which coordinates and oversees the emergency management activities of all Government Departments and Public Authorities. This Taskforce, comprising those Ministers and/or Senior Officials of Government Departments and Public Authorities making a key contribution to the emergency management process, is chaired by the Minister for Defence. It meets 6-8 times a year and is viewed as a highly active forum.

The Office of Emergency Planning (OEP), within the Department of Defence, supports the work of the Government Task Force. The OEP operates a central coordination facility located in Dublin which is activated as appropriate and is highly flexible. The facility has the ability to ensure effective communication between government departments and agencies.

There is a clear distinction drawn between bodies which have an ongoing strategic remit and those which are activated when an emergency is anticipated, underway or requires a significant recovery effort. Ireland has adopted the “Lead Department” principle which means that the Government Department having responsibility for a particular area of public life (transport, energy, health etc) takes the lead when an emergency occurs in that area.

In 2008, the Government agreed and published the “Strategic Emergency Planning Guidance”[[8]](#footnote-8) document which defines the Lead Department with respect to a range of major emergencies.

A number of sectoral documents cover operational plans by Lead Departments or a combination of Departments which have to work together in response to more common emergencies. Principal examples include maritime emergencies, nuclear accidents and pandemic flu (see appendix). However the most significant relates to the police, health and fire services which operate a permanent structure and strategy for addressing the most common major emergencies. The *MEM Framework* is distributed to all local authorities and responsibility for identifying risk and preparing plans are delegated at local level. The Framework implements the national *“all-hazards”approach[[9]](#footnote-9)*. The Framework is constructed around a five-stage systematic frame for emergency management[[10]](#footnote-10). Major Emergency Management arrangements fit in with existing organisational and Government structures and coordination mechanisms are added as required. Principal response agencies are identified for each type of emergency and response is designed to build up from the lowest appropriate units of An Garda Siochana, The Health Service Executive and the Local Authorities.



Figure 124: Five-Stage Emergency Management Paradigm. (Source: A Framework for Major Emergency Management 2006).

Local authorities coordinate planning and response between first responder agencies, volunteer agencies and the media within their area. Local preparedness and response varies across the 26 county councils and the 5 city councils however *all plans are required to share the common feature of scalability up to and including a national emergency response*.

The Framework sets out arrangements which facilitate the principal emergency services in scaling-up the response as required, so as to utilise the full resources of the principal response agencies, and to work together in the management of large-scale incidents. The Framework provides the mechanisms for linking the work of the principal response agencies with those at other levels of Government.[[11]](#footnote-11)

In 2015 a unified national strategy document has been under discussion within government. It is understood that this does not involve a major alteration of the current approach; rather it proposes to evolve current practice and to broaden agreed strategic principles. A more comprehensive approach to mitigation and critical infrastructure is under discussion.

### Strategy scope and focus

In April, 2011 the Government Task Force on Emergency Planning approved the “Guidelines for Coordinating a National-Level Emergency/Crisis Response”[[12]](#footnote-12). This guidance document sets out the various steps involved in coordinating a national-level response for emergencies/crises. It sets out the triggers and activation procedures for convening a meeting of a National Coordination Group and the role of this Group. It clarifies the responsibilities of the lead government department and the roles and working relationships of all other departments/ agencies, which are required to contribute and undertake their roles in the context of the national emergency/ crisis management effort.

At national level, the objectives of civil protection or emergency planning are to implement measures to identify and mitigate natural and technological hazards. The planning, response and recovery for major emergencies which threaten persons, infrastructure, the environment or property is the focus at national, regional and local level and strategy is based on the nationally-determined strategy at all levels. The MEM Framework, which concerns the most frequent emergencies, is designed primarily to provide for the protection, support and welfare of the public in times of emergency. The Framework identifies uniform procedures in relation to those matters that can be standardised nationally such as the allocations of functions and responsibilities between agencies, command and control of operations and inter-agency co-ordination arrangements. The scope of the Framework also includes;

* Mobilising, controlling and making the best use of available resources for response at local, regional, national and international level, as appropriate.
* Setting out and allocating responsibility for ensuring that inter-agency coordination arrangements are developed and in place at local and regional level for effective coordination of individual response efforts to major emergencies, so that the combined result is greater than the sum of their individual efforts.
* Providing common terminology to facilitate coordinated and safe working
* Identifying and prioritising risks so as to ensure that existing services are prepared and equipped to deal with a range of realistic potential emergencies.
* Underpinning collective preparedness by the principal response agencies so as to ensure a prompt and effective coordinated response by them to a major emergency
* Ensuring that downstream crises arising from an emergency are managed effectively

The Framework provides for an overall, combined response as soon as a major emergency is declared however it does not seek to address the detailed response procedures of the relevant response agencies in relation to specific incidents or hazards.

Separate to the MEM Framework, there are specific National Emergency Plans dealing with areas such as pandemic and nuclear accident which can be activated by the lead Government Department or the appropriate national body.

### Monitoring and analytical support to policy making; R&D

Ireland does not have a specific separate budget for resilience-related research and development. However it has in place an active system of review which is central to policy development.

Support for ***risk assessment*** is provided by various Government Departments depending on the risk identified or the impact predicted. This support is usually provided through the temporary provision of personnel, the provision of critical information or resources or through project specific funding. The OEP convenes a meeting every six weeks and all ministries are invited to attend. It is at these meetings that monitoring and analytical support is managed. Academic support is provided by Dublin City University (DCU) Business School which employs experts in the field of Emergency Management. DCU provides support through reviewing and assessment of response mechanisms as well as assisting in drafting the Framework documents.

***After-event reviews*** are prepared as are annual reviews of plans. Ireland has a policy of open access to plans in this area, so reviews, strategies and standard operating procedures are publicly available. There is a high acceptance within the system of the right of the media and general public to be informed and have access to most information.

DCU and Maynooth University offer postgraduate-level courses dealing with emergency and humanitarian management. As these courses progress they are increasing the level of policy expertise in Ireland.

The Irish weather service *Met Éireann* is involved in significant academic research projects concerning the prediction and understanding of adverse weather events. Due to Ireland’s location, this work is of significant relevance to the UK and much of the EU. *Met Éireann* is a participant in Meteoalarm[[13]](#footnote-13).

### Policy for Prevention

Ireland does not have a separate prevention strategy. In general, responsibility for the mitigation of specific hazards lies with the organisations and companies which own and operate the facilities and services where the relevant hazards are found, such as airlines, railway companies, chemical manufacturers, etc. Such organisations are referred to as “risk holders”. There are also statutory provisions, which provide for regulation/risk management, and bodies which hold responsibility in this regard are called “risk regulators”.

It is accepted that the principal response agencies may not be in a position to implement significant mitigation as part of the major emergency management process. However, An Garda Síochána, the Health Service Executive and the Local Authorities can be involved directly in extensive mitigation of potential generic emergencies through their work as “risk regulators” in other areas.

Typical examples include:

* the enforcement of legislation related to road safety and safety in places of assembly (An Garda Síochána);
* monitoring of food and water safety (the Health Service Executive);
* control of development through the planning and building control process and the enforcement of fire safety and dangerous substance legislation (the Local Authorities).
* Flood mapping and mitigation efforts (Office of Public Works)
* The National Climate Change Plan (Department of the Environment, Heritage and Local Government and the Environmental Protection Agency)

The ‘risk regulators’ can often require specific plans based on a site or hazard and they often practice scenario based exercises on a regular basis with the ‘risk holders’. Reviews of plans and exercises inform updates and can often increase mitigation measures.

Mitigation by the principal response agencies is generally limited by resources. It is accepted that educating the public on possible emergencies is a vital element of building resilience in communities and the development of key messages for targeted audiences is an essential first step. However for most of the period of the Framework’s operation there has been a fiscal emergency in Ireland and the resources allocated to preparedness are low.

The Office of Public Works is currently rolling-out ***flood mapping*** to the public. A total of €225 million has been set aside for capital flood risk management and mitigation expenditure in the 'Infrastructure and Capital Investment Medium Term Exchequer Framework for the period 2012-2016'. This annual allocation of €45m has enabled the OPW, in conjunction with its local authority partners, to address both existing and future flood risk pro-actively and systematically through a number of complementary programmes. This is the most significant ongoing risk communication measure undertaken by an Irish government department. It is intended that this work will have a long-term impact on local risk mitigation and is being accompanied by local communications work in priority localities.

Appropriate messages and effective mediums to disseminate the message are generally known from national to local level however resources are limited and a very limited approach to raising awareness. This has an impact on mitigation and building resilience in communities across the country.

### Policy for Preparedness

Each Department and Agency is responsible for addressing preparedness measures relating to the areas for which they are the designated principal responder. In practice this focuses on operational preparedness rather than a wider civil preparedness agenda.

In terms of the most frequent major emergencies, in addition to national level planning the relevant Chief Superintendent of each Division of An Garda Siochana, the designated Senior Manager in each Health Service Executive Area and the City or County Manager of each Local Authority is responsible for the principal response agency’s major emergency management arrangements and preparedness. While these districts do not involve aligned boundaries and populations sizes, in practice this is not felt to be a problem.

The MEM Framework makes explicit the expectations in regard to preparedness;

* Emergency plans must be prepared by each agency and be consistent with the Framework
* Inter-operability must be factored into emergency plans and reviewed for consistency with partner agencies
* Principal response agencies must actively participate in the appropriate regional steering group
* Principal response agencies should participate in the preparation of a Plan for Regional Level Coordination through the regional steering group and participate in its annual review..
* Each principal response agency should provide for working with appropriate national bodies and responding to and activating appropriate aspects of their Major Emergency Plan following requests arising from national emergency situations.
* Principal response agencies should have sub-plans for responding to notification from the Local Authorities of severe weather warnings, whether a major emergency is declared or not.
* Each principal response agency should review its preparedness on an annual basis by “walking through” a selection of scenarios identified in the risk matrix.
* Each principal response agency should put support teams in place for key roles and should prepare Operational Protocols
* Each principal response agency should prepare and implement a staff development and training programme designed to build the knowledge, skills and experience of staff that will fill key roles in response to a major emergency.
* Internal exercise programmes on a three-year cycle with clearly defined and progressive objectives are required to validate its preparedness for responding to major emergencies. Joint or inter-agency training and exercise programmes should be included.
* Each principal response agency should ensure that arrangements are in place to authorise procurement and use of resources to assist in response to major emergencies

The fulfilment of the MEM Framework’s preparedness strategies varies, especially as soon after the MEM Framework was published, a dramatic fiscal consolidation was implemented which impacted on all levels of the Irish public sector. However, there does appear to be a significant commitment to the effective implementation of commitments under the Framework.

Major Emergency Plans, based on the MEM Framework, are in place in all local authority areas and may be activated by any one of the Principal Response Agencies: the Local Authorities, An Garda Síochána and the Health Service Executive. The Major Emergency Plan of each agency sets out that agency's generic response arrangements, incident specific sub-plans as well as its contribution to the combined response of all agencies. The detail and rigour of some plans is greater than others and regional plans usually focus on risks that have occurred in the past or on those with a catastrophic impact. Coordination features heavily in the Framework and this is communicated in regional Emergency Plans which are tested periodically for their command and control functions using table top exercises which reduces the cost of exercising considerably.

The overwhelming focus of preparedness work is on ensuring that agencies are ready to respond well to emergencies. Extremely limited, and undefined, resources have been available to invest in more general resilience promotion.

Agencies at local level undertake basic educational roles in relation to schools and organisations. At a national level a limited ‘Winter Ready’ publicity campaign is run each year focused on actions which would be of assistance in severe weather as well as most crises situations.

### Policy for Response

As outlined earlier, Ireland operates on the dual principles of identified principal responders and control at the lowest appropriate level. In the implementation of the Framework significant emphasis is placed on identifying key roles and responsibilities as well as operating procedures.

The Framework identifies the following information as key messages for the public concerning crisis preparation and response;

* The types of emergencies which are most likely
* What is being done to protect the community
* Early warning systems (where applicable)
* What you can do to protect yourself and your family
* Looking out for vulnerable neighbours
* Shelter/ evacuate (“Go in, Stay in, Tune in”)
* Making a call for assistance using 999/ 112
* What to do if you happen upon an emergency
* How critical incident stress can affect you
* Where to get more information

The relevant Chief Superintendent of each Division of An Garda Siochana, the designated Senior Manager in each Health Service Executive Area and the City or County Manager of each Local Authority are responsible for the effectiveness of their agency’s response to any major emergency which occurs in its functional area.

A Major Emergency Mobilisation Procedure is usually appended in each Emergency Plan and once an emergency is declared the command, control or communication centre will notify all principal response agencies that will in turn activate their internal mobilisation procedure. The response can be scaled up from a local response to a regional or national response.

On a more general national level, protocols are in place for the triggering of a National Coordination Group to be chaired by the lead department and ensuring a cross-government approach.

The Government Information Service (GIS) plays a key role in preparing and projecting the Government’s message on emergency management and response issues. An Emergency Planning Media Unit, chaired by the GIS, promotes and coordinates this work. This group, comprising Press and Information Officers of Government Departments and other key public authorities, continues to update and coordinate arrangements for handling enquiries from the media, as well as providing information and advice to the public.

The use of social media to share information in any stage of an emergency varies between Government Departments, PRAs and Local Authorities. There is a strong awareness of the power of social media to engage with the public however with limited resources, it is not always possible especially in smaller Local Authorities. There is no programme available or policy on social media that covers all of these levels in an emergency. Action 10 of “Supporting Public Service Reform eGovernment 2012-15” states that; “All public bodies will develop a social media usage policy and will prepare a short plan regarding how they will maximise the potential of social media to improve access to services”[[14]](#footnote-14).

Figure 11: Coordination Centres for emergencies under MEM Framework



(Source: A Framework for Major Emergency Management Appendices, 2008)

### Policy for Relief and Recovery

Relief and recovery is recognized as an important phase in the MEM Framework and it should happen after the individual services have been stood down and an operational debrief has been carried out by each agency. Each principal response agency has a mandate in the recovery phase;

An Gardai Siochana

Identification of fatalities

Preservation and gathering of evidence

Investigation and criminal issues

Dealing with survivors

Dealing with relatives of the deceased and survivors

Provision of an appropriate response to the immediate public need

Health Service Executive

Provision of health care and support for casualties and survivors

Support for relatives of casualties and survivors

Restoration of health services

Responding to community welfare needs

Local Authority

Clean-up

Rebuilding the community and infrastructure

Responding to community welfare needs

Restoration of services

A policy of preparing after-event reports for all significant emergencies is implemented. These identify short, medium and long-term impacts as well as lessons learned and are publicly available. All agencies accept their responsibility to keep the public informed of relief and recovery activity.

## Financing

### Investing in preparedness

There is no consolidated figure for investment in preparedness. The bulk of investment is within the core ongoing funding of responder agencies.

A figure of roughly€45 million per annum is available for flood risk management and mitigation, plus another roughly €10 million (2015 estimate) for the repair of flood- damages to flood protection infrastructure in past storms.[[15]](#footnote-15). A Preliminary Flood Risk Assessment for the country (as required by the EU Floods Directive) is being published to inform the prioritising of areas for more detailed analysis in the individual catchment areas under the Catchment Flood Risk Assessment and Management (CFRAM) programme.

There is no evolved engagement by the insurance industry or other private sector actors, though the Department of Finance has begun discussions with Insurance Ireland, the umbrella organisation for the insurance industry. There is no expectation of EU funding for preparedness work other than in the context of general infrastructure development funded through regional development policies.

There is no distinct disaster mitigation fund. Identification and mitigation of hazards forms part of the normal operations of public and private organisations. The Framework defines mitigation as “any actions which are taken in advance of the occurrence of an emergency to reduce the probability of that event happening or that reduce the loss/damage that might otherwise have been caused if the event does happen”[[16]](#footnote-16).

### Investing in consequence management

All expenditures incurred during a particular emergency or crisis must be properly authorised, executed and accounted for under the appropriate public expenditures mechanisms. There is no developed research on expectations or practice in the funding of recovery activities. In practice there has been a mix of agencies funding recovery from within their budgets, central government providing some extra funding and, above a certain level, the state assisting in cases where there is no insurance. The most recent review of damage from the acute winter storms in 2013/14 focused solely on the cost to public infrastructure and facilities.

Public/private activity in relation to flood insurance is at a low level, however it is likely to be a significant issue in the coming years as the flood-mapping exercise is completed and begins to be reflected in home insurance costs and availability.

## Policy review, Evaluation & Organisational Learning

### Post-Disaster Assessment

Ireland has an evolved system of post-disaster assessment. The MEM Framework document requires that there be a review of the response to all major emergencies declared through its Steering Group. The review panel draws information from the response agencies and the panel is made up of representatives of government ministries as well as academics and senior officers from the principal response agencies. Each agency is expected to complete a self-assessment on the preparedness and response phases.

The assessment of economic impact is generally limited to the impact on public infrastructure. This is a significant gap.

All such reviews are published. Post-disaster assessments are viewed as accessible and constructive. In addition, within agencies and in the Steering Group for Major Emergency Management an ongoing programme of reflection is evident. Candid discussions are encouraged.

The review panel for after-event reports includes an external expert element. As such, the reports are seen as challenging and constructive rather than defensive of the interests of agencies.

A similar approach to independent review and transparency is applied across other departments and agencies.

### Departmental Lessons Learned systems

Departmental lessons learned are established through the Steering Group for Major Emergency Management where each department is represented. Internal agency communications stem from this.

### Centralised (national) Lessons Learned system

Systems are in place to derive lessons learned from experiences which includes external input from academic institutions and experts. The OEP facilitates the sharing of information between stakeholders. The OEP also provides a forum to learn lessons from disasters that occur in other countries. An example of this is Hurricane Sandy in the US which provided an opportunity to examine and review Ireland’s ability to deal with a severe wind storm. This review was carried out under the guidance of the OEP three weeks before the high wind storms occurred in 2013-2014 and is believed to have contributed to the effectiveness of the national response.

### International exchange for Lessons Learned

Ireland exchanges information through Government Departments with Great Britain and the devolved administration in Northern Ireland on issues of mutual interest. Cross border policing has a formalised process due to the ongoing peace process, however other agencies and Governmental Departments lack this structure and policies.

Government Departments are aware of the international dimension of emergency planning. Contacts have been established and strengthened where necessary with the mechanisms provided by the United Nations, the European Union, the World Health Organisation and other international bodies for dealing with emergency planning and response. This has allowed Ireland to tap into reservoirs of knowledge and learn lessons from this community.

### Regular policy reviews

Ireland has an active approach to policy review procedure. Through the separation of strategic oversight and operational implementation the effect is to ensure ongoing review. Due to Ireland’s flat governing structures these are not reflected in legislation while practice as set out in national documents is often updated well in advance of this being reflected in revised documents. A transparent approach to after-event reviews means that all persons have the opportunity to review policy effectiveness.

The national strategic policy framework is currently under review and being discussed at a senior level within government.

## Resilience

Resilience is not a consistently applied principle. The MEM Framework and its supporting guidance and protocol documents refer to resilience in the following manner;

*“Resilience is the term used to describe the inherent capacity of communities, services and infrastructure to withstand the consequences of an incident, and to recover/restore normality.”[[17]](#footnote-17)*

As such, it is firmly a ‘bounce back’ concept rather than drawing on more complex ideas.

Local authorities are substantially responsible for building resilience in local communities however the budget for this varies in each area and it is generally larger in areas that have experienced some form of significant emergency. The document “*Preparing for Major Emergencies*”[[18]](#footnote-18), issued to each household in the country during 2008 by the Office of Emergency Planning, provides important information for individuals on how to prepare for a major emergency and what to do in the event of a major emergency. This and the annual ‘Winter Ready’ campaign represent the only distinct national resilience promotion efforts.

Planning regulations seek to mitigate the potential impact of disasters on infrastructure and the general built environment.

## Information sharing and data protection

Ireland has a relatively open approach to information sharing in this area. Data protection standards are overseen by a national Data Protection Commissioner and are in line with EU regulations.

Information sharing occurs between PRAs as part of crisis management procedures in the event of a National Emergency. For example, the HSE will provide information on vulnerable people to the Gardai who will check on them to ensure that they are safe prior, during or after an event. Information on individual casualties will be provided only by An Garda Siochana, who will establish a Casualty Bureau to collect and collate the details of all casualties and survivors. Once it is operational, the telephone numbers for the public to contact the Casualty Bureau will be issued to the media by the Garda Press Office.



Figure 126: Generic Coordination centre information sharing

(Source: A Framework for Major Emergency Management Appendices, 2008)

Government Departments may share information on specific threats such as infectious animal diseases or terrorist threats.

Local Authorities may use volunteer organisations to help cope in the event of an emergency. In the pre-planning phase, the Local Authority identifies the competencies required for any personnel and while the volunteer organisation will exercise with the PRAs, the responsibility for personnel rests with the volunteer organisation that provides them and therefore information is not shared in a formal way and *a database of volunteers is not maintained at local, regional or national level*.

# Legislation

## Crisis (emergency, disaster) management concept

Ireland does not have specific emergency management legislation beyond standard legislation for police, fire, environment and health authorities. Emergency planning is part of general planning carried out by each Government department/ agency under its appropriate legislation. Emergency Planning arrangements and actions are governed by a policy framework adopted by government.

The obligation to exercise an oversight in relation to peacetime emergency planning is placed, by Government decision (Ref. S180/46/01/0002), in the Minister for Defence through the Office of Emergency Planning. This is an administrative rather than statutory arrangement.

Ireland is a strongly centralised government with only 31 local authorities which hold powers which are both limited in scope and subject to central oversight. There are no local powers relating to police or health agencies. As such, it can be argued that a separate statutory basis for crisis coordination is not as important in Ireland as it is in federalized and regionalised countries. In after-event assessments the lack of clarity on powers has not been identified as an issue.

In interviews for this review, respondents stated that they value the flexibility which not having detailed legislation allows.

Each government department is responsible for ensuring that emergency plans exist in respect of its own area of responsibility. Operational responsibility for incidents however, rests with the emergency services under the aegis of the department concerned. Individual departments are also responsible for any necessary coordination between departments and/or services. Lists of contact officers and experts in the public services are kept up to date on a central level. Depending on the magnitude of the disaster, the Government can set up a national committee to monitor and advise on the crisis at central level.

In the event of being called on for assistance in a major emergency, the Defence Forces will operate under the provisions of the Defence Acts, 1954 to 1998, as amended, and in accordance with agreed Memoranda of Understanding (MOUs) and Service Level Agreements (SLAs). The principal response agencies can request assistance from the Defence Forces either in Aid to the Civil Power (An Garda Síochána) or in Aid to the Civil Authority (Local Authority or Health Service Executive). The major distinguishing feature between the two types of Aid is that the Defence Forces response to requests for Aid to the Civil Power is primarily an armed response while Defence Forces response to requests for Aid to the Civil Authority will be unarmed. In addition, the Defence Forces have a key role to play in responding to emergencies involving improvised explosive devices, when they are called upon to assist An Garda Síochána by the provision of Explosive Ordnance Disposal (EOD) teams in an Aid to the Civil Power role.

## General crisis (emergency, disaster) management law

As stated in 3.1, overall crisis management arrangements are not set out in separate legislation.

Airports are required by International Civil Aviation Organisation (ICAO) rules to prepare emergency plans and to maintain emergency services commensurate with the categories of aircraft using the airport.

For all ports, the *Harbours Act, 1996*, places responsibility on the harbour master for the safety of shipping and all activities within the defined port limits. The legislation also requires that emergency plans be prepared in respect of the major ports. These emergency plans are designed generally to deal with incidents, in the first place using the port’s own resources. The Irish Coast Guard is responsible for co-ordinating the response to marine incidents outside port limits, except in case of search and rescue, when all marine areas, including ports, are within its remit.

There are both legislative and procedural arrangements, which require that emergency plans be prepared for specific sites or events (e.g. SEVESO sites[[19]](#footnote-19), airports, ports, major sports events, etc.).

Publicly licensed broadcasters are obliged as part of their licence to carry warnings. This power has not been invoked as, in practice, authorities find broadcasters to be willing to carry timely and accurate information when needed.

## Emergency rule

The Irish constitution allows for emergency legislation to be passed by parliament but only insofar as it is necessitated by armed rebellion or war.[[20]](#footnote-20) There is no legislation for emergency rule during disasters.

## Specific, department/agency-level legal arrangements and regulations on emergency and disaster management

The obligation to exercise an oversight in relation to peacetime emergency planning is placed, by Government decision (Ref. S180/46/01/0002), in the Minister for Defence through the Office of Emergency Planning however the responsibility to ensure that emergency plans are adequately assessed, reviewed, exercised and validated remains with the lead Minister and Government Department responsible for a particular area.

The MEM Framework establishes formal operational procedures between the principal emergency response agencies (police, health, fire, local authorities). These include a coordination approach based in the Department of the Environment, Heritage & Local Government.

## Specific to the regional and local authorities legal arrangements and regulations on emergency and disaster management

Local authorities have significant responsibilities under the national policy framework however they do not have distinct powers to act autonomously. There are no regional authorities but key agencies have regional coordination structures which are established on an administrative basis

## Legal regulations on the involvement of volunteers and specialised NGOs

There are no national legal regulations governing the involvement of volunteers and specialised NGOs in civil protection however individual organisations do have some legislative underpinning.

The Civil Defence service[[21]](#footnote-21) is a statutory organisation of volunteers which can provide a very important resource for use during major emergencies, in support of the principal response agencies. The Civil Defence Act 2002 aims to enable the ongoing development of Civil Defence on a national basis into a second-line emergency service working in support of and in cooperation with all of the mainstream emergency services. Civil Defence services, which include over 3,000 active volunteers, are structured on a county basis and are run by the Local Authorities. A Civil Defence Board, with a national Civil Defence Headquarters, oversees and assists the development of the Local Authority based Civil Defence organisation.

The Irish Red Cross is established and regulated under the Red Cross Acts, 1938-54. These statutes define a role for the Irish Red Cross as an auxiliary to the state authorities in time of emergency and also provide a specific mandate to assist the medical services of the Irish Defence Forces in time of armed conflict. The Chairman of the Red Cross is appointed by the President, on the advice of the Government. The Department of Defence is the Government Department associated with the organisation – a senior official of that department sits on the Board of the Irish Red Cross.[[22]](#footnote-22)

Irish Red Cross’s membership comprises 2,500 volunteers, supported by staff in Head Office in Dublin and three regional offices. Volunteers are organised in local units, with overarching county and regional structures. The membership is country wide, with 111 units in twenty-five of the twenty-six counties in the state. The main relationship with the principal response agencies in major emergency response is as an auxiliary resource to the ambulance services. Subsidiary search and rescue and in-shore rescue units of the Irish Red Cross support An Garda Síochána and the Irish Coast Guard.

The normal range of voluntary emergency services includes the Order of Malta Ambulance Corps, St John’s Ambulance Service, Mountain Rescue Teams, Cave Rescue Teams, Search and Rescue Dog Associations, River Rescue Units, Community Inshore Rescue Units, the Royal National Lifeboat Institution and Sub-Aqua Units. Their ongoing service to the public includes attendance at public events, as well as searches for missing persons and the rescue of persons in distress.

## Legal regulations for international engagements of first responders and crisis managers

There are no legal regulations for the engagement of first responders and crisis managers in international civil protection tasks.

Ireland accepts its responsibility to participate in the Community Civil Protection Mechanism to facilitate the provision of assistance between the member states in the event of major emergencies and Ireland would request that assistance through the National Liaison Officer at the Department of the Environment, Heritage and Local Government (National Directorate for Fire and Emergency Management).

There is a long-standing tradition of mutual assistance between the emergency services in Northern Ireland and the border counties. An April 2002 agreement between the British and Irish Governments provides for a range of co-operative measures between An Garda Síochána and the Police Service of Northern Ireland.

Existing arrangements between individual emergency services in both jurisdictions are in place and operational. During an emergency, agencies inform the Local/Regional Co-ordination Centre of any unilateral activation of arrangements with services in Northern Ireland. Requests from a local or regional coordination group for additional assistance, outside of/above that arranged by the individual services, are transmitted by An Garda Síochána to the Police Service of Northern Ireland, in accordance with internal code procedures of An Garda Síochána.

# Organisation

## Organisational chart

**Operational**

**Strategic**

Figure 13: Core National Political, Strategic & Operational Response structure

* The Government Task Force on Emergency Planning is the top-level body which coordinates and oversees the emergency management activities of all Government Departments and Public Authorities. This taskforce is comprised of Ministers and/or senior officials of Government Departments and Public Authorities making a key contribution to the emergency management process.
* The Office of Emergency Planning which exists within the Department of Defence supports the work of the Government Task Force.
* Where there is a security dimension to an emergency the National Security Committee chaired by the Department of the Taoiseach has a role.
* The National Cyber Security Centre is under the Department of Communication, Energy and Natural Resources and is responsible for leading efforts relating to cyber security in general including the response to emergencies.
* Ireland has adopted the ‘Lead Department’ principle which means that the Government Department having responsibility for a particular area takes the lead when an emergency occurs in that area. This process is supported by the “Strategic Emergency Planning Guidance” which is a document published by the Government in 2008 and defines the lead department with respect to a range of emergencies.
* On a day-to-day operational basis the MEM framework between the police, health and local authorities is chaired by the National Directorate for Fire and Emergency Management, in the Department of the Environment Community and Local Government.
* There are eight regions for civil protection purposes and arising from the framework, each of these regions has an inter-agency Regional Steering Group (RSG) on Major Emergency Management. The RSG is comprised of senior personnel from the PRAs within that region and each region also has Regional Working Groups (RWGs) to support the RSG and to undertake the functions assigned at regional level.
* These eight designated Major Emergency Management (MEM) regions within the country consist of multi-agency teams. Each PRA initially prepares a structured hazard analysis and risk assessment using the Framework as guidance and then coordinates a multi-agency plan for the region. The plans are scalable and are linked with National Plans as per the guidance of the Framework.
* The Local Authorities coordinate the EM plans through a structured hazard analysis and risk assessment carried out by the PRAs. The focus is primarily on a comprehensive emergency management process through an all hazards approach as directed by the Framework.
* Volunteers and volunteer organisations are coordinated through the PRAs who lead the response and collaborate with volunteer organisations in training and planning. For example; St. Johns ambulance and the Order of Malta work under the HSE.
* Some private businesses are required, as part of licencing agreements, to have comprehensive emergency plans due to the nature of their industry (i.e. pharmaceutical, chemical, aviation). The local authorities ensure that the PRAs and these private businesses plan, practice and review these plans every three years or less depending on their agreements.

## Organisational cooperation

* The lead role for planning the State’s response to an emergency rests with the functional Minister and his or her Government Department, with support from other key departments and public authorities. The functional Department has the lead role in the areas of risk assessment, prevention, mitigation, response, maintenance of public confidence and recovery, working in association with other Government Departments and public authorities.
* It is the responsibility of the lead Department to work with other Government Departments and PRAs to ensure that their plans are sufficiently detailed and properly coordinated.
* Due to their central involvement in most identified risks and past emergencies the police, health service and local authorities have a highly developed procedure for cooperation as set out in the MEM Framework. These principal response agencies take a leading role in promoting cooperation.
* Command and control issues are addressed through consultation and engagement with all parties involved in response, through a structured exercise programme.

There are a number of organisations and agencies, which may be called on to assist the principal response agencies in responding to major emergencies. The arrangements for this assistance should be agreed with each agency (or confirmed in the case of pre-agreement) and set out in each principal response agency’s Major Emergency Plan. The organisations may be grouped as follows:

• Defence Forces;

• Civil Defence;

• Irish Red Cross;

• Voluntary Emergency Services;

• Utilities; and

• Private Sector

Figure 14: Links between Major Emergency Plans and National and Other Plans



(Source: *A Framework for Major Emergency Management*, 2006)

# Procedures

## Standing Operating Procedures (SOPs) and Guidelines

It is the stated policy to develop Standard Operating Procedures (SOPs) for all identified risks and fields of cooperation. These are reviewed on an ongoing basis and available to the public.

SOPs are localised and agency specific however in the event of a major emergency the Framework document provides guidance. The SOPs for the local coordination centre that must be established in the event of a major emergency are standardised regardless of the type of emergency or location. The local coordination centre is established by the Principal Response Agency (PRA) in a designated building that it has already prepared SOPs for that centre with their inter-agency colleagues. Action cards are to be prepared and used to support the SOP, comprising pocket-sized single or multi-page laminated cards for all roles/posts/tasks in the set-up and operation of the centre. This includes principal Local Co-ordination Group members, Information Officers, Action Managers, Media Liaison Managers/staff, Log Keepers, Facilities Managers, security staff, IT support staff, and any others with functions assigned in local circumstances.

Additionally each principal response agency has SOPs which cover ordinary and extraordinary procedures as well as the inter-operability aspect of major emergency response. An Emergency Operations Plan (EOP) is a detailed document that outlines the personnel, roles, responsibilities, actions and processes to be followed in the event of an emergency. It may detail the resources available and when and where personnel will be called on to perform a strategy of mitigating actions to avert further deterioration of the situation and protect and stabilise the organisation and people affected by the emergency and it is the responsibility of each region to ensure that they have a working emergency plan.

## Operations planning

* General framework for planning is set out in the Strategic Emergency Planning Guide published by the Government Task Force on Emergency Planning.
* In accordance with the principal of lead department responsibility, each department prepares its own emergency plans pertaining to their departmental remit.
* The most detailed operational planning for national emergencies is contained in the ‘A Framework for Major Emergency Management’.
* Under the MEM Framework there are eight regions for civil protection purposes and each has a major emergency plan. There are 26 county councils and 5 city councils that make up the local authorities who all have local plans for a major emergency. PRA also have emergency plans that cover their specific remit.

## Logistics support in crises

* The core logistical support for crises is provided from within the resources of departments and agencies. However these may be supplemented:
* Private logistics providers may be contracted as and when required.
* Military logistical support is available as the Department of Defence oversees the OEP which is tasked with the coordination of major emergency management.
* There is no separate crisis logistics organisation in Ireland.

## Crisis communication to general public; Alert system; Public Information and Warnings

Ireland does not have a distinct national alerting system. It has never had a widespread siren system. It has developed warning procedures which are led by the relevant principal responder and distributed through all available channels, principally the broadcast media.



Figure 129: Info Management System (Source: A Framework for Major Emergency Management, 2006).

* Each principal response agency leads communications in their identified crises. This is supplemented by cross-government coordination. At times of significant national crises the central government communications operation is expected to play a major role.
* There have been no identified problems with getting the broadcast media to quickly carry warnings.
* Met Eireann (the Irish Met Office) is responsible for colour-coded weather warnings which conform to IMO standards.
* Technical infrastructure used to communicate with the public during a crisis or emergency include motorway alert messaging system and limited localised flood warning measures (voice messages and text alerts.

# Capabilities

## Human resources

* Permanent disaster planning and management personnel 6 (Office of Emergency Planning).
* Capacity to mobilise personnel at a national level from other Departments by the Lead Department as and when required. Regional and Local levels mobile personnel through emergency plans that are in place and scale up the response to draw in extra personnel.
* Involvement of volunteers, volunteer organisations, and specialised NGO personnel through planning, exercising and training with their related PRA or Local Authority.
* The Fire Services have 3,245 serving fire personnel of which 1026 are full time and 2039 are retained on a 24 hour basis across the 220 fire stations. 900 of these serving fire personnel are stationed with Dublin Fire Brigade.
* Limited spare capacity in hospitals is an identified weakness.
* An Garda Siochanna has 14,500 garda and civilian personnel. In the last decade, the Garda Reserve has been introduced which has focused on community policing. The Gardai can also provide dog support, air support, mounted support and water support. An Garda Siochanna have an agreement in place with the Police Service of Northern Ireland and a framework exists for collaboration and assistance when required.
* The Irish Coast Guard Service has responsibility for the national system of marine emergency management in Ireland's Exclusive Economic Zone (EEZ) and inland waterways. It is responsible for response to, and coordination of, maritime accidents which require Search and Rescue and Counter Pollution and Salvage operations. It also has responsibility for vessel traffic monitoring. It has three principal Marine Rescue Centres, 55 operational units (including both permanent and volunteer staff) and operates 6 medium-lift helicopters. It is an unarmed, non-security service. Operations in respect of maritime security, illegal drug trafficking, illegal migration and fisheries enforcement are coordinated by other bodies.
* Mountain Rescue Ireland has 365 members spread across twelve teams in Ireland. MRI is a 24 hour 999/112 emergency service provided by unpaid and voluntary teams.
* The Royal National Lifeboat Institution (RNLI) operates 44 lifeboat stations across the island of Ireland. It is an all-island organisation which is ultimately overseen from London though it has substantial local autonomy. It is a volunteer 24 hour 999/112 emergency service with 4,600 volunteers working as lifeboat crews and a further 3,000 supporting them as shore crew members which provide a 24 hour search and rescue service. The RNLI has specially trained volunteers on call for flooding emergencies who can deal with both urban and rural environments. In addition there are Community Rescue Boat services which are also volunteer based. The CRB and RNLI crews have both off-shore and inland waterway capabilities.
* Irish Red Cross’s membership comprises 2,500 volunteers, supported by staff in Head Office in Dublin and three regional offices. Volunteers are organised in local units, with overarching county and regional structures. The membership is country wide, with 111 units in twenty-five of the twenty-six counties in the state. The main relationship with the principal response agencies in major emergency response is as an auxiliary resource to the ambulance services. Subsidiary search and rescue and in-shore rescue units of the Irish Red Cross support An Garda Síochána and the Irish Coast Guard.
* The Civil Defence service is a statutory organisation of volunteers, which can provide a very important resource for use during major emergencies, in support of the principal response agencies. Civil Defence services, which include over 3,000 active volunteers, are structured on a county basis and are run by the Local Authorities. A Civil Defence Board, with a national Civil Defence Headquarters, oversees and assists the development of the Local Authority based Civil Defence organisation.
* There is a range of voluntary emergency services in Ireland which may be called on in an emergency under the Framework by one of the PRAs. These include; the Order of Malta Ambulance Corps, St John’s Ambulance Service, Cave Rescue Teams, Search and Rescue Dog Associations, River Rescue Units, Community Inshore Rescue Units, Sub-Aqua Units, etc.

## Materiel (non-financial) resources

* Crisis management centres have been identified in all eight regions. They are used from day-to-day as emergency call centres.
* Ireland has a total oil reserve stocks for 108 days of which 18 are for industry and 90 are for public consumption under the National Oil Reserves Agency (NORA) act of 2007. 36 days’ worth of this oil is held abroad. Ireland is 92% import dependant for its energy needs[[23]](#footnote-23)
* Helicopters may be drafted in to assist in an emergency situation from An Garda Síochána which may be used for aerial surveillance; the Irish Coast Guard’s six helicopters may provide medium-lift capability; The Defence Forces helicopters may be requested through previously agreed Memorandums of Understanding and Service Level Agreements; and the private sector.
* There are a number of organisations and agencies which may be called on to assist the principal response agencies in responding to major emergencies in addition to specialist national and local organisations, such as the Environmental Protection Agency(www.EPA.ie), the Health and Safety Authority (www.HSA.ie) and local port and airport authorities.
* An “Electricity Interconnection and Trading Agreement (16th June 1995)” exists between the Electricity Supply Board (ESB) and Northern Ireland Electricity (NIE) PLC in relation to sharing of power system reserve requirements, emergency support, coordination of outages of transmission plant and notification of certain system operation matters.

## Training

* National, local and departmental exercises are outlined in the MEM Framework documents
* Centralised specialist training for specific hazards occurs in each of the PRAs.
* Training of volunteers and NGO personnel occurs within these organisations and in collaboration with the PRA that they work with. Exercising takes place on a regular basis at local and regional level to reinforce training.
* Cross-border and multinational training activities occurs primarily within the Gardai.
* Certification systems are specific to the Principal Response Agency, Volunteer organisation or NGO. There is a great deal of mutual recognition, collaborative training and agreed priorities however there is no national certification partly due to the division of responsibility and proficiency between PRAs.
* National educational programmes focus on personal rather than public emergencies such as road safety, fire safety and winter ready campaigns.
* Specialised training programmes for high-level decision makers are provided as and when required to Government departments and run on a more regular basis for PRAs.

## Procurement

### Procurement regulation

Background

The public procurement process in public sector organisations is heavily decentralised. Public bodies perform the function independently within a framework of EU/national laws and national guidelines. The National Public Procurement Policy Unit (NPPPU) was established in the Department of Finance as a result of an April 2002 Government decision. Its role is to develop public sector procurement, policy and practice. The national procurement policy framework applies to:

* Central Government departments and bodies under their aegis and which are subject to audit under the Auditor General (Amendment) Act, 1993;
* Commercial and non-commercial state bodies;
* Local and regional authorities.

Public procurement policy and actions are focused on compliance with the relevant EU, WTO and national legal requirements and obligations. They must also comply with relevant procurement guidance issued by the Department of Finance.

EU Directive 2004/18/EC cover the procurement procedure of public sector bodies. Directive 2004/17/EC covers the procurement procedures of entities operating in the utilities sector. These

Directives were published in OJ No L 134 of 30 April 2004 and are available on http://europa.eu.int/eur.lexlen/index.html, or the EU public procurement guidelines website http://simap.eu.int under ‘Rules and Guidance’.

The procurement of defence and security materials in Ireland is regulated by Statutory Instrument No 62 of 2012 which transposed the European Award (Award of Contracts relating to Defence and Security) regulations 2012. Procurement of utilities is regulated buy Statutory Instrument No 50 of 2007 which transposed the European Communities (Award of Contracts by Utility Undertakings) Regulations 2007.

Three new Directives have been issued by the European Commission recently in respect of Public Procurement. These Directives are:

* 2014/23 - Award of Concession Contracts
* 2014/24 - Public Procurement
* 2014/25 - Procurement by entities operating in the water, energy, transport and postal services sectors

The three Directives, taken together, represent a reform of public procurement rules across the EU and require to be transposed into national law by April 2016. It is the Irish government’s intention to meet this deadline.

The procedures for awarding public contracts are regulated by European Communities (Award of Public Authorities’ Contracts) Regulations 2006. Procedures for awarding of public contracts can be by open, restricted and negotiated procedures. A competitive dialogue procedure is used where the contract is particularly complex or if the use of an open or restricted procedure would not allow the contract to be awarded. Negotiated procedure can be used with and without prior notice of contract. Framework agreements can be entered into with a single economic operator or several economic operators. Finally dynamic purchasing systems are also provided for in the regulations.

Adherence to procurement procedures is audited in all public bodies by the Comptroller and Auditor General and compliance is near universal. As such, all goods and services above the threshold are, except in exceptional circumstances, procured through public channels which are easily accessible to suppliers outside of Ireland.

Procurement for CM tools and services is done by individual agencies. Cross-border contracts are common but joint procurement is not.

Additional legislation would only be required for joint cross-border procurement where the conditions of the relevant Irish regulations could not be enforced or where the procured items would not be based in Ireland and under the control of the procuring agency.

### Procurement procedures

Background

Procurement Thresholds

Contract notices below the EU threshold for publication on eTenders or by direct invitation

|  |  |  |
| --- | --- | --- |
| Amount | Type of Contract | Procedure |
| €0 - €24,999 | Supplies or Services Contracts | Verbal quotes from competitive suppliers |
| €0 - €49,999 | Works & Works Related Services | Quick Quote (direct invitation, not published on eTenders) See www.constructionprocurement.gov.ie  See D/PER CWMF GN 2.3 Section 3.2 |
| €25,000 - €125,000  €50,000 - €250,000 | Supplies or Services Contracts  Works & Works Related Services | Open Procedure Non-OJEU (See Dept. of Finance Circular 10/10)  See D/PER CWMF GN 2.3 Section 1.2 |
| €125001 – EU Threshold  €250,000 – EU Threshold | Works, Supplies or Services Contracts  Works & Works Related Services | Any Non-OJEU Procedure but usually Open or Restricted  See CWMF GN 2.3 Section 1.2 |
| Above EU Thresholds | Works, Supplies or Services Contracts | Any OJEU Procedure but usually Open or Restricted |

(Source: eTenders.gov.ie)

The Offical Journal of the European Union (OJEU) advertising thresholds came into effect in January 2014 and the main thresholds are listed below;

|  |  |  |
| --- | --- | --- |
| **Works** | | |
| Contract Notice | €5,186,000 | Threshold applies to Government Departments and Offices, Local and Regional Authorities and public bodies |
| **Supplies and Services** | | |
| Contract Notice | €134,000 | Threshold applies to Government Departments and Offices |
| Contract Notice | €207,000 | Threshold applies to Local and Regional Authorities and public bodies outside the Utilities sector |
| **Utilities** | | |
| Works Contracts / Prior Indicative Notice | €5,186,000 | For entities in Utilities sector covered by GPA |
| Supplies and Services | €414,000 | For entities in Utilities sector covered by GPA |

(Source: eTenders.gov.ie)

## Niche capabilities

* The Irish government and NGOs have a highly regarded capability in emergency humanitarian activities. This has not been deployed in Europe in the past but would be available to a major European disaster intervention.
* Due to its island location, Ireland has experience in marine rescue disciplines with a significant trained national volunteer corps in three organisations (Irish Coast Guard, RNLI, Community Boats Ireland).The RNLI is involved in international training programmes.

# Resources

## Legislative acts

None

## Other normative acts

None (relevant policies are established by administrative decisions)

## Official documents (white papers, strategies, etc.)

Business Continuity Planning for Severe Weather

Forfas; Available at: <http://www.forfas.ie/media/Forfas04012012-Business_Continuity_Planning-English%20Version%20Updated.pdf>

Cork City Major Emergency Plan; Available at: <http://www.corkcity.ie/services/corporateandexternalaffairs/corkcitycouncilmajoremergencyplan/Cork%20City%20Council%20Major%20Emergency%20Plan.pdf>

Department of Defence Business Continuity Plan; June 2014.

Dublin City Major Emergency Plan; Available at: <http://www.dublincity.ie/sites/default/files/content//WaterWasteEnvironment/Major_Emergency_Planning/Documents/DCC%20MEP%202013.pdf>

National Maritime Search and Rescue Framework: (<http://www.dttas.ie/maritime/publications/english/irish-national-maritime-search-and-rescue-sar-framework>)

National Plan for Pandemic Influenza (hse.ie/eng/services/Publications/corporate/Emergency\_Management/Pandemicplan.html)

National Emergency Plan for Nuclear Accidents (environ.ie/en/Environment/EnvironmentalRadiation/NationalEmergencyPlan/)

National Climate Change Strategy (environ.ie/en/Environment/Atmosphere/ClimateChange/NationalClimateChangeStrategy/)

National Risk Assessment for Ireland 2012 (emergencyplanning.ie/media/docs/A%20National%20Risk%20Assessment%20for%20Ireland%20Published.pdf)

Draft National Risk Assessment 2014

Available at: <http://www.taoiseach.gov.ie/eng/Publications/Draft_National_Risk_Assessment_2014.pdf>

Framework for Major Emergency Management (and appendices) (mem.ie/framework.htm)

Strategic Emergency Planning Guide: (<http://www.dttas.ie/maritime/publications/english/irish-national-maritime-search-and-rescue-sar-framework>)

## Online resources (e.g. websites of key CM organizations)

Office of Emergency Planning (emergencyplanning.ie)

National Directorate for Fire and emergency management (environ.ie/en/Community/NationalDirectorateforFireandEmergencyManagement/)

Environmental Protection Agency (epa.ie)

Office of Public Works (flood control) (flooding.ie, floodmaps.ie)

Health Service Executive (hse.ie)

Department of Foreign Affairs & Trade (aid division) (irishaid.ie)

Irish Red Cross (redcross.ie)

Irish Civil Defence (civildefence.ie)

Irish Meteorological Service (meteireann.ie)

Irish Aviation Authority (iaa.ie)

Irish Coast Guard (dttas.ie/maritime/english/irish-coast-guard-ircg)

Sustainable Energy Authority of Ireland ([www.seai.ie](http://www.seai.ie))

## Publications

Department of Defence; “Strategic Emergency Planning Guidance”, Available at: <http://www.emergencyplanning.ie/media/docs/1SEPG.pdf>

Department of Defence; “A Risk Assessment for Ireland”, Available at: <http://www.emergencyplanning.ie/media/docs/A%20National%20Risk%20Assessment%20for%20Ireland%20Published.pdf>

Department of Defence; “Be Winter Ready Handbook”, Available at: <http://www.winterready.ie/pdfs/BeWinterReady-Web.pdf>

Department of Environment, Community and Local Government; “Keeping Communities Safe – A Framework for Fire Safety in Ireland”, Available at: <http://www.environ.ie/en/Publications/Community/FireandEmergencyServices/FileDownLoad,32381,en.pdf>

Department of Transport, Tourism & Sport; “TRANSPORT INFORMATION GUIDE DURING SEVERE

WEATHER 2013-2014”, Available at: <http://www.dttas.ie/sites/default/files/publications/corporate/english/transport-information-guide-during-severe-weather-2013-2014/transport-media-info-guide-severe-weather-2012-2013-final.pdf>

MEM Project Team;” A Framework for Major Emergency Management”, Available at: <http://www.mem.ie/memdocuments/a%20framework%20for%20major%20emergency%20management.pdf>

MEM Project Team;” A Framework for Major Emergency Management- Appendices”, Available at: <http://www.mem.ie/memdocuments/a%20framework%20for%20major%20emergency%20management%20appendices.pdf>

MEM Project Team, “A Guide to Flood Emergencies”, Available at: <http://www.mem.ie/guidancedocuments/A%20Guide%20to%20Flood%20Emergencies%20-%20Ver2%2011%20(July%202013).pdf>

MEM Project Team, “A Guide to Local Coordination Centres”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20local%20coordination%20centres.pdf>

MEM Project Team; “A Guide to Managing Evacuation”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20managing%20evacuation.pdf>

MEM Project Team; “A Guide to Miscellaneous Issues”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20miscellaneous%20issues.pdf>

MEM Project Team; “A Guide to Seveso Obligations”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20seveso%20obligations.pdf>

MEM Project Team; “A Guide to Planning and Staging Exercises”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20planning%20and%20staging%20exercises.pdf>

MEM Project Team; “A Guide to Preparing a Major Emergency Plan”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20preparing%20a%20major%20emergency%20plan.pdf>

MEM Project Team; “A Guide to Risk Assessment in Major Emergency Management”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20risk%20%20assessment.pdf>

MEM Project Team; “A Guide to Undertaking an Appraisal” Available at: <http://www.mem.ie/GuidanceDocuments/A%20Guide%20to%20Undertaking%20an%20Appraisal.pdf>

MEM Project Team; “A Guide to Working with the Voluntary Emergency Services”, Available at: <http://www.mem.ie/guidancedocuments/A%20Guide%20to%20Working%20with%20the%20VES_Jan%202011.pdf>

MEM Project Team; “A Guide to Working with the Media”, Available at: <http://www.mem.ie/guidancedocuments/a%20guide%20to%20working%20with%20the%20media.pdf>

MEM Project Team; “A Guide to Severe Weather Emergencies”, Available at: <http://www.mem.ie/GuidanceDocuments/SevereWeatherEmergencies.pdf>

MEM Project Team; “Inter Agency Public Communication Plan Media Liaison”, Available at: <http://www.mem.ie/GuidanceDocuments/Inter%20Agency%20Public%20Communication%20Plan%20Media%20Liaison.pdf>

MEM Project Team; “A Guide to Motorway & Dual Carriageway Emergencies - Strategic”, Available at: <http://www.mem.ie/GuidanceDocuments/A%20Guide%20to%20Motorway%20&%20Dual%20Carriageway%20Emergencies%20-%20Strategic.pdf>

MEM Project Team; “A Guide to Motorway & Dual Carriageway Emergencies - Tactical”, Available at:

<http://www.mem.ie/GuidanceDocuments/A%20Guide%20to%20%20Motorway%20&%20Dual%20Carriageway%20Emergencies%20-%20Tactical.pdf>

MEM Project Team; “A Protocol for Multi-Agency Response to Flood Emergencies”, Available at:

<http://www.mem.ie/memdocuments/a%20protocol%20for%20multi-agency%20response%20to%20flood%20emergencies.pdf>

MEM Project Team; “A Protocol for Multi-Agency Response to Radiological/ Nuclear Emergencies”, Available at:

<http://www.mem.ie/memdocuments/a%20protocol%20for%20multi-agency%20response%20to%20radiological-nuclear%20emergencies.pdf>

MEM Project Team; “A Protocol for Multi-Agency Response to Land Based Marine Emergencies”, Available at:

<http://www.mem.ie/memdocuments/a%20protocol%20for%20multi-agency%20response%20to%20land%20based%20marine%20emergencies.pdf>

MEM Project Team; “A Protocol for Multi-Agency Response to Rail Related Emergencies”, Available at:

<http://www.mem.ie/memdocuments/a%20protocol%20for%20multi-agency%20response%20to%20rail%20related%20emergencies.pdf>

National Directorate for Fire and Emergency Management ; “Ireland Severe Weather Report 2014”, Available from: <http://www.environ.ie/en/PublicationsDocuments/FileDownLoad,36547,en.pdf>

National Directorate for Fire and Emergency Management; “TOWARDS INTEGRATED EMERGENCY

MANAGEMENT – A REPORT ON THE REVIEW OF THE RESPONSETO EXCEPTIONAL SEVERE WEATHER EVENTS OF 2009 – 2010”, Available from: <http://www.environ.ie/en/Community/NationalDirectorateforFireandEmergencyManagement/EmergencyManagement/PublicationsDocuments/FileDownLoad,27525,en.pdf>

National Directorate for Fire and Emergency Management; “CAMP - THE NEXT GENERATION

FURTHER DEVELOPMENT OF FIRE SERVICES COMMUNICATION AND INFORMATION FACILITIES”, Available at: <http://www.environ.ie/en/Community/NationalDirectorateforFireandEmergencyManagement/PublicationsDocuments/FileDownLoad,32382,en.pdf>

National Directorate for Fire and Emergency Management; “Keeping Communities Safe – A Framework for Fire Safety in Ireland”, Available at: <http://www.environ.ie/en/Community/NationalDirectorateforFireandEmergencyManagement/PublicationsDocuments/FileDownLoad,32381,en.pdf>

Office of Emergency Planning; “Preparing for Major Emergencies – A Handbook”, Available at: <http://www.emergencyplanning.ie/downloads/Emergency-Handbook-English.pdf>

Office of Emergency Planning; “Guidelines for Coordinating A National-Level Emergency/ Crisis Response”, Available at: <http://www.emergencyplanning.ie/media/docs/Guidelines%20for%20Coordinating%20a%20national%20level%20emergency%20crisis%20response%20Version%202%202013%2003.15.pdf>

Office of Emergency Planning; “Revised Annex ‘A’ to Strategic Emergency Planning Guidance – Lead, Principal and Other Support Roles”, Available at: <http://www.emergencyplanning.ie/media/docs/revised%20annex%20to%20sepg%20-%20roles%20&%20responsibilities%20in%20emergency%20planning%2027%20may2010.pdf>

Office of Public Works; National CFRAM Programme, Available at: <http://eastcfram.irish-surge-forecast.ie/wp-content/uploads/2011/10/IBE0600-2-page-info-leaflet-110923.pdf>

Sustainable Energy Authority of Ireland (SEAI); “Energy Security in Ireland: A Statistical Overview”, Available at: <http://www.seai.ie/Publications/Statistics_Publications/Energy_Security_in_Ireland/Energy_Security_in_Ireland_A_Statistical_Overview.pdf>

Sustainable Energy Authority of Ireland (SEAI); “Security of Supply in Ireland, 2007 Report”, Available at: <http://www.seai.ie/Publications/Statistics_Publications/Energy_Security_in_Ireland/SEI_EPSSU_Security_of_Supply_Third_Report.pdf>

Sustainable Energy Authority of Ireland (SEAI); “Energy Statistics 1990 – 2013, 2014 Report”, Available at: <http://www.seai.ie/Publications/Statistics_Publications/Energy-Statistics/Energy-Statistics-1990-2013.pdf>

The Irish Energy Tetralemma: A Framework for fuel choices in Ireland. Available from: <http://www.forfas.ie/media/forfas130810-irish_energy_tetralemma-a_framework_for_fuel_choices_in_ireland.pdf>.

## Expert interviews

In addition to the review of published material 7 interviews and 1 facility visit were conducted in the period July-September 2014. The organisations involved were:

Office of Emergency Planning (including visits to National Emergency Coordination Centre)

Cork City Council

Cork County Council

Dublin City Council

Dublin Fire Brigade

1. *Documents available at:* [*www.emergencyplanning.ie*](http://www.emergencyplanning.ie) [↑](#footnote-ref-1)
2. *Department of the Environment, Community and Local Government; Available from www.environ.ie*  [↑](#footnote-ref-2)
3. *National Steering Group on Major Emergency Management; “A Framework for Major Emergency Management”, 2006, Available from:* [*www.mem.ie*](http://www.mem.ie)*.* [↑](#footnote-ref-3)
4. *National Steering Group on Major Emergency Management; “A Framework for Major Emergency Management, Appendices”, 2008, Available from: www.mem.ie* [↑](#footnote-ref-4)
5. *Council Conclusions on a Community framework on disaster prevention within the EU, 2979th JUSTICE and HOME*

   *AFFAIRS Council meeting Brussels, 30 November 2009.* [↑](#footnote-ref-5)
6. *Department of Defence, 2012.* [↑](#footnote-ref-6)
7. *National Steering Group on Major Emergency Management; “A Framework for Major Emergency Management”, 2006, Available from:* [*www.mem.ie*](http://www.mem.ie)*.* [↑](#footnote-ref-7)
8. *Department of Defence, 2004, “Strategic Emergency Planning Guidance Document”, Available from: www.emergencyplanning.ie.* [↑](#footnote-ref-8)
9. *“All-Hazards” is a term used in recognition of the common elements in the response to emergencies, regardless of the particular hazard that has given rise to the emergency.* [↑](#footnote-ref-9)
10. *The Five-stage systematic frame for emergency management is referred to as the “Safety Chain” in the Netherlands, “Integrated Emergency Management” in the UK.* [↑](#footnote-ref-10)
11. *National Steering Group on Major Emergency Management; “A Framework for Major Emergency Management”,*

    *2006, Available from:* [*www.mem.ie*](http://www.mem.ie) [↑](#footnote-ref-11)
12. *Department of Defence, 2011, “Guidelines for Coordinating a National-Level Emergency/Crisis Response”, Available from: www.emergencyplanning.ie* [↑](#footnote-ref-12)
13. For more information on Meteoalarm see; www.meteoalarm.eu [↑](#footnote-ref-13)
14. *Department of Public Expenditure and Reform; “Supporting Public Service Reform eGovernment 2012-2015”, Available from www.e.gov.ie.* [↑](#footnote-ref-14)
15. *Department of Public Expenditure & Reform; “Infrastructure and Capital Investment 2012-14: Medium term exchequer framework”. Available from:* [*www.per.gov.ie*](http://www.per.gov.ie)*.* [↑](#footnote-ref-15)
16. *National Steering Group on Major Emergency Management; “A Framework for Major Emergency Management”, 2006, Available from:* [*www.mem.ie*](http://www.mem.ie)*.*  [↑](#footnote-ref-16)
17. *National Steering Group on Major Emergency Management; “A Framework for Major Emergency Management”,*

    *2006, Available from:* [*www.mem.ie*](http://www.mem.ie) [↑](#footnote-ref-17)
18. *Office of Emergency Planning; “Preparing for Major Emergencies”, 2008, Available from: www.mem.ie* [↑](#footnote-ref-18)
19. *Upper Tier and Lower Tier SEVESO sites are defined in: Article 3 of Directive 2012/18/EU of the European Parliament and of the Council of 4 July 2012.* [↑](#footnote-ref-19)
20. *Bunreacht na hÉireann, Article 28.3.3.* [↑](#footnote-ref-20)
21. *Information on the Civil Defence service can be obtained on* [*www.civildefence.ie*](http://www.civildefence.ie) [↑](#footnote-ref-21)
22. *Information on the Irish Red Cross can be obtained on* [*www.irishredcross.ie*](http://www.irishredcross.ie) [↑](#footnote-ref-22)
23. *Forfas; “The Irish Energy Tetralemma: A Framework for fuel choices in Ireland”, Available from:* [*http://www.forfas.ie/media/forfas130810-irish\_energy\_tetralemma-a\_framework\_for\_fuel\_choices\_in\_ireland.pdf*](http://www.forfas.ie/media/forfas130810-irish_energy_tetralemma-a_framework_for_fuel_choices_in_ireland.pdf)*.* [↑](#footnote-ref-23)