# HON RON MARK, MINISTER OF DEFENCE

Defeat-ISIS Coalition: Proposal to Secure Alternative Roles Within Operation Inherent Resolve Headquarters Following a Review of Structures

October 2020

This publication provides documents on Cabinet's July 2020 decision to secure alternative roles within the Operation Inherent Resolve Headquarters following a review of structures

The pack comprises the following documents:

- the 6 July 2020 Cabinet minute: Defeat-ISIS Coalition: Proposal to Secure Alternative Roles Within Operation Inherent Resolve Headquarters Following a Review of Structures [CAB-20-MIN-0325]
- the redacted Cabinet paper: Defeat-ISIS Coalition: Proposal to Secure Alternative Roles
  Within Operation Inherent Resolve Headquarters Following a Review of Structures [CAB20-SUB-0325].

This pack has been released on the Ministry of Defence website, available at: www.defence.govt.nz/publications.

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# **Cabinet**

# Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

# Defeat-ISIS Coalition: Proposal to Secure Alternative Roles Within Operation Inherent Resolve Headquarters Following a Review of Structures

Portfolios Foreign Affairs / Defence

On 6 July 2020, Cabinet:

# **Background**

- noted that on 23 March 2020, Cabinet agreed to maintain a New Zealand military contribution to the Global Coalition to Defeat ISIS (D-ISIS) until 30 June 2022, including four roles in Operation Inherent Resolve Headquarters [CAB-20-MIN-0097];
- 2 **noted** that advice to Cabinet in March 2020 signalled that some of these roles might change due to the evolving nature of the Coalition Headquarters, and ongoing review of structures;

# **Proposal**

- noted that the review of structures has now been concluded, and that three of New Zealand's four positions are affected, including the CJ37 Chief Operations Training role, the CJ4 ISF Sustainment Development Team Coordination Officer, and the G73 Warrant Officer role;
- noted that, in light of the disestablishment of the CJ37 Chief Operations Training Role, s6(a), s6(b)(i) the CJ33 Night Chief of Operations role, and that this is the only Colonel-level role available to New Zealand in the new structure;
- 5 **Cagreed** that the New Zealand Defence Force:
  - 5.1 s6(a) the CJ33 Night Chief of Operations role; and
  - 5.2 bid for the following roles to achieve an alternative to the disestablished CJ4 ISF Sustainment Team Coordination Officer role:



- 6 **noted** that the G73 Warrant Officer role has been realigned to a similar role – a Force Readiness Assessment Officer;
- 7 **noted** that officials will keep the Prime Minister, Minister of Foreign Affairs and Minister of Defence informed of developments arising from the bidding process;
- 8 **noted** that:
  - 8.1 the unmitigated overall threat assessment to New Zealand Defence Force personnel deployed to Iraq s6(a)
  - s6(a) 8.2 in Kuwait, the unmitigated overall threat assessment

# Financial implications

- 9 **noted** that the original CJ37 Chief Operations Training Officer, the G73 Warrant Officer, and the CJ4 Iraqi Security Forces Sustainment Development Team Coordination Officer roles were funded with Cabinet approval [CAB-20-MIN-0097] and within baseline funding sayings from the saying for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests Multi-Category Appropriations;
  - noted that there would be no additional costs or sayings from the appointment of the

Office of the Minister of Foreign Affairs

Office of the Minister of Defence

Chair, Cabinet

DEFEAT-ISIS COALITION: PROPOSAL TO SECURE ALTERNATIVE ROLES WITHIN OPERATION INHERENT RESOLVE HEADQUARTERS FOLLOWING A REVIEW OF STRUCTURES

#### **Proposal**

To seek Cabinet approval to take up alternative roles in Combined Joint Task Force Operation Inherent Resolve (OIR) Headquarters following the disestablishment of two
New Zealand-held positions, including our most senior role (the CJ37 Chief Operations
Training position).

#### **Relation to Government priorities**

2. New Zealand's contribution to the Global Coalition to Defeat ISIS (D-ISIS) supports the Government's priority to create an international reputation that we can be proud of, as it upholds the international rules-based order, which is fundamental to our national security interests and foreign policy objectives.

# **Executive Summary**

- Cabinet agreed in March 2020 to maintain a New Zealand military contribution to the Global Coalition to Defeat ISIS (D-ISIS) until 30 June 2022 [CAB-20-MIN-0097 refers], including four roles in Operation Inherent Resolve (OIR) Coalition Headquarters.
- 4. Advice to Cabinet in March noted that some of these roles might change due to a review of OIR Headquarters: s6(a), s6(b)(i)
- 5. The OIR review of structures was completed in June and has affected two of New Zealand's four existing roles. One of these roles New Zealand's one Colonel-level position, the CJ37 Chief Operations Training has already been disestablished, effective 1 June 2020.
  - This paper provides advice on the one alternative Colonel-level position (CJ33 Night Chief of Operations)

    S6(a), s6(b)(i)

    to replace our existing CJ37 Chief Operations Training role.

    S6(a), s6(b)(i), s9(2)(g)(i)

    For this reason it is recommended that Cabinet agree to s6(a) this role.
- 7. This paper also proposes that the New Zealand Defence Force (NZDF) bid for the following alternative roles to replace New Zealand's other disestablished role, the CJ4 ISF Sustainment Development Team Coordination Officer, before the bidding process closes on 15 July 2020:
  - s6(a), s6(b)(i)

- \$6(a), \$6(b)(i)
   \$6(a), \$6(b)(i)
   \$6(a), \$6(b)(i)
- 8. s6(a), s9(2)(g)(i)
  Accordingly, New Zealand proposes to bid for a number of roles in order to maximise the chances of securing a role. Should Cabinet s6(a) the CJ33 Night Chief of Operations role, then it is proposed that the replacement for our existing CJ37 Chief Operations Training role also be drawn from the above list. This would ensure that New Zealand's current footprint of four Headquarters roles is maintained, albeit at a more junior level.
- 9. This paper does not seek alternatives for either of New Zealand's other two Headquarters roles. As a result of the Coalition review, the G73 Warrant Officer has been realigned to a Force Readiness Assessment Officer (but remains similar in duties to the G73 role approved by the Government in March 2020 [see Annex B]) and the Operational Law Advisor role is unchanged.
- 10. s6(a), s6(b)(i)

  The unmitigated overall threat assessment for Iraq s6(a) The unmitigated overall threat assessment for Kuwait s6(a) .
- 11. COVID-19 has had an impact on the sustainment of approved NZDF deployments. Officials continue to monitor the effects of COVID-19 on missions in which NZDF personnel are deployed and will advise the Ministers of Foreign Affairs and Defence of any significant developments relating to COVID-19.
- 12. Costs associated with this deployment would be met within existing baseline for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests.

#### **Background**

New Zealand's ongoing military contribution to the D-ISIS Coalition

- 13. In March 2020, Cabinet agreed to maintain a New Zealand military contribution to the Global Coalition to Defeat ISIS (D-ISIS) until 30 June 2022 [CAB-20-MIN-0097 refers].
- 14 This contribution consists of four roles in OIR Coalition Headquarters; s6(a), s6(b)(i) roles in the Combined Air Operations Centre (CAOC).
- 15. The Coalition Headquarters roles have primarily been based in Iraq, however the four NZDF personnel in Headquarters were temporarily moved from Baghdad to the Coalition Headquarters location in Kuwait in January 2020 s6(a)

  In June 2020, two NZDF

personnel relocated back to Baghdad.

16. s6(a), s6(b)(i), s9(2)(g)(i)
The latest review of OIR Headquarters positions and structure acknowledges the changing nature of the D-ISIS mission, and demonstrates the need for flexibility within the Coalition's delivery of support to the ISF. It also signals that that OIR Headquarters will continue to change, reflecting the evolving strategic situation.
17. As signalled in the March 2020 Cabinet paper, the evolving nature of the OIR Headquarters and the related structural review has affected some of the roles that Cabinet mandated the NZDF to fill. S6(a), s6(b)(i) OIR informally advised the NZDF that the Chief Operations Training role would be disestablished, effective 1 June 2020, S6(a), s6(b)(i) This role is the only Colonel-level position within New Zealand's current military contribution to the D-ISIS Coalition.
18. Due to s6(a), s6(b)(i) , the informal nature of the advice, and the imminent release of the official outcome of the OIR Headquarter review of structures, it was decided that the NZDF rotation scheduled for June 2020 should proceed. Until the arrival of the replacement NZDF officer, the incumbent NZDF officer would remain in theatre and continue to perform New Zealand Senior National Officer (SNO) duties. These duties include attending OIR Headquarters meetings to maintain situational awareness of the review process.
19. The scheduled NZDF rotation was completed in June 2020. The replacement officer is under instruction not to undertake any duties additional to those they would otherwise have performed within the previous Chief Operations Training role until Cabinet has considered advice on the new roles available.
20. Broader advice on OIR's review of Headquarters roles and structure was advised This advice confirmed that:
<ul> <li>The Chief Operations Training (Colonel-rank) (CJ37) role was disestablished, effective 1 June 2020 (as outlined in para 17);</li> </ul>
<ul> <li>The ISF Sustainment Development Team Coordination Officer (CJ4) role, as signalled in the March 2020 Cabinet paper, was disestablished, effective from mid-June 2020;</li> </ul>
The Training Warrant Officer (G73) role, as signalled in the March 2020 Cabinet paper, is being realigned into a Force Readiness Assessment Officer; and
The Operational Law Advisor role will not change.
Proposal
Securing an alternative senior Colonel-level role
21. $s6(a)$ , $s6(b)(i)$ the Night Chief of Operations role as an alternative to the disestablished Chief Operations Training role. $s6(a)$ , $s6(b)(i)$ , $s9(2)(g)(i)$

supports	the CJOC	Chief	of	Operations	by	maintaining	an	overview	of	operations
across the	e OIR Area	of Ope	era	tions (Iraq a	nd	Syria) overni	ght.			

22.	Key responsibilities involve overseeing and briefing the Commanding General and senior officers, reporting on strategic aspects of ISF and Coalition forces operations overnight, ensuring situational awareness and information flow within the CJOC and acting as the primary contact point for CENTCOM during their daytime. Operational responsibility is limited to overseeing intelligence, surveillance and reconnaissance and casualty evacuation assets (for example, helicopters and people) requiring reactive reallocation and re-tasking if there is a change in circumstances. This role does not task assets to conduct operations.  S6(a), s6(b)(i), s9(2)(g)(i)
	(refer Annex A for position description).
23.	s6(a), s6(b)(i), s9(2)(g)(i)
24.	s6(a), s9(2)(g)(i)
25.	New Zealand has previously held operational planning, coordination and information operations roles in Coalition Headquarters in Baghdad and Kuwait.
	authorising relevant Ministers to determine the timing of their withdrawal by 30 November 2019 [CAB-19-MIN-0265]. <sup>2</sup>
26.	however, should Cabinet wish to maintain the benefits of a Colonel-level position, then the Night Chief of Operations role is the only such position available to New Zealand under the revised OIR Headquarter structure. For this reason it is recommended that Cabinet agree to s6(a) the role.
27.	Should Cabinet s6(a) the Night Chief of Operations role, then the NZDF could bid for an additional, lower-level role (listed at paragraph 7). This would maintain New Zealand's existing footprint of four roles in OIR Headquarters but would reduce New Zealand's level of representation.

s6(a), s6(b)(i)

<sup>&</sup>lt;sup>2</sup> The roles proposed included: Deputy Chief of Operations (Baghdad); Future Information Operations Planner (Baghdad); Future Operations Planner (Baghdad); and Operations Planner (Kuwait).

Securing an alternative to New Zealand's ISF Sustainment Development Team Coordination Officer role

- 28. The OIR has invited Coalition partners to bid for alternative roles to replace those disestablished through the OIR review that are Lieutenant Colonel-level and below. The bidding period runs from 24 June to 15 July 2020.
- 29. The NZDF has considered the options presented and identified the following positions as suitable replacements that are focused on supporting ISF development for the disestablished ISF Sustainment Development Team Coordination Officer role:

•	s6(a), s6(b)(i)
•	s6(a), s6(b)(i)

30. Note that multiple roles have been identified as a possible alternative in order to maximise the chances of New Zealand securing at least one. Should Cabinet agree that the NZDF should bid for these roles, then officials would keep the Prime Minister, Minister of Foreign Affairs and Minister of Defence informed of developments arising from the bidding process.

Outcomes for New Zealand's remaining Headquarters roles: Realignment of the G73 Warrant Officer and Operational Law Advisor roles

- 31. The G73 Warrant Officer has been realigned as a result of the review. That role has now become a Force Readiness Assessment Officer, operating within the Military Assistance Group (\$5(a), \$6(b)(i) (a) This realigned role is similar to the original position (refer Annex B for new position descriptions).
- 32. There will be no changes to the duties of New Zealand's Operational Law Advisor role, which will remain at the higher Coalition Headquarters, s6(a), s6(b)(i)

#### Implications should Cabinet not approve the proposal

- 33. Should Cabinet so(a) the alternative Night Chief of Operations role s6(a), s6(b)(i), then New Zealand would not have a Colonel-level Senior National Officer role within OIR Headquarters.
- 34. Should Cabinet s6(a) the Night Chief of Operations role, then it is recommended that the NZDF secure two roles through the bidding process in order to maintain New Zealand's existing footprint of four roles in OIR Headquarters, as Cabinet agreed in March.
- 35. Should Cabinet not agree to s6(a) bid for any alternative roles to replace New Zealand's two affected positions, then New Zealand would retain only two positions in Coalition headquarters the Force Readiness Assessment Officer and Operational Law Adviser roles s6(a)

36.	s6(a), s6(b)(i), s9(2)(g)(i)

#### Threat level

37. New Zealand Defence Intelligence has assessed the unmitigated overall threat to NZDF personnel deployed to Iraq s6(a) and to NZDF personnel deployed to Kuwait s6(a)

# Impact of COVID-19

- 38. s6(a), s6(b)(i)

  No incidence of COVID-19 has been detected amongst NZDF personnel, who have continued to conduct their tasks. Reasonable precautions are in place to prevent further spread, but mitigation measures have created indirect effects, such as the halting of training.
- 39. A US Stop Movement Order initially prevented US relief-in-place operations, but these have restarted and will continue until September.

  but this has been mitigated by a 14 day isolation requirement prior to entry.
- 40. Officials continue to monitor the effects of COVID-19 on missions in which NZDF personnel are deployed and will advise the Ministers of Foreign Affairs and Defence of any significant developments or changes to scheduling.

# **Legal Considerations**

41. The legal basis for New Zealand's military presence in Iraq rests on the invitation and consent of the Government of Iraq. The Iraqi Foreign Minister reiterated a request for support from New Zealand during an official visit to New Zealand in February 2015.



- The Iraqi Parliament passed a resolution on 5 January 2020 calling on the Government of Iraq to expel foreign troops from Iraq. The resolution was non-binding, however should the Government of Iraq decide to give effect to this resolution, this would rescind the invitation and consent for New Zealand's military presence in Iraq. If this occurred, the NZDF would withdraw its personnel from Iraq.
- 43. New Zealand's military presence in Kuwait is governed by a Status of Forces Arrangement signed in 2002, which contains conditions for New Zealand personnel to enter and exit Kuwait.

- 44. All NZDF operations in Iraq and Kuwait are carried out in accordance with domestic and international law, including the law of armed conflict. Rules of Engagement for NZDF operations in Iraq, which comply with all relevant international and domestic legal obligations, have been previously issued by the New Zealand Government and remain fit for purpose. The nature of the activities in Kuwait mean that they do not require Rules of Engagement.
- 45. If any of the missions change, requiring a change in Rules of Engagement, this would be the subject of a separate submission from the Chief of Defence Force through the Minister of Defence to the Prime Minister.

46.	s6(a), s9(2)(g)(i), s9(2)(h)	
		)

#### **Rotations**

47. In 2012, Cabinet agreed to include in all NZDF deployment papers a provision that allows NZDF to temporarily exceed Cabinet mandated personnel numbers for the purposes of command reconnaissance, rotation, and extraction of forces in and out of theatre [CAB Min (12) 10/2 refers]. In July 2018, Cabinet noted the 2012 decision and agreed that this convention should continue [CAB-18-MIN-0346 refers]. The Chief of Defence Force would inform the Minister of Defence, Minister of Foreign Affairs, and Prime Minister in advance whenever a rotation, extraction, or command reconnaissance is planned above the mandated personnel numbers.

# Ability to service New Zealand's standing commitments or deploy in an emergency

48. The proposed deployment can be undertaken without impacting the ability of the NZDF's standing obligations within the Pacific, or emergency responses.

# **Financials**

49. Expenses relating to all of the roles affected by the OIR Headquarters review were included in Cabinet approval (CAB-20-MIN-0097) in March 2020. The proposal involves transferring personnel posted to the original roles to alternative positions within the mission. As the old and new roles have the same allowances and real life support costs, are in the same location and cover the same period (1 July 2020 to 30 June 2022), there are no cost impacts to existing funding for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.

#### Consultation

50. This paper has been prepared jointly by the Ministry of Defence, the New Zealand Defence Force, and the Ministry of Foreign Affairs and Trade. The Department of the Prime Minister and Cabinet (NAB, NSG and PAG), and the Treasury were consulted.

#### **Communications**

- 51. Should Cabinet agree to the recommendation s6(a) of the Night Chief of Operations role and bid for an alternative ISF Sustainment Development Team Coordination Officer role, there would be no change to the footprint of New Zealand's military contribution to the Defeat-ISIS Coalition.
- 52. Should Cabinet not agree to the recommendations in this paper, then partners would be advised through official channels.
- 53. Should Ministers wish to make a public statement then officials would prepare one.

#### Proactive release

54. A redacted version of this Cabinet paper will be proactively released once partners have been advised of Cabinet's decision.

#### Recommendations

- 55. The Ministers of Foreign Affairs and Defence recommend that Cabinet:
  - Note that in March 2020, Cabinet agreed to maintain a New Zealand military contribution to the Global Coalition to Defeat ISIS (D-ISIS) until 30 June 2022 [CAB-20-MIN-0097 refers], including four roles in Operation Inherent Resolve Headquarters;
  - 2. **Note** that advice to Cabinet in March 2020 signalled that some of these roles might change due to the evolving nature of the Coalition Headquarters, and ongoing review of structures;
  - Note that the review of structures has now been concluded and three of New Zealand's four positions are affected, including the CJ37 Chief Operations Training role, the CJ4 ISF Sustainment Development Team Coordination Officer, and the G73 Warrant Officer role;
  - Note that, in light of the disestablishment of the CJ37 Chief Operations Training Role, S6(a), s6(b)(i) the CJ33 Night Chief of Operations role and that this is the only Colonel-level role available to New Zealand in the new structure;

#### **Option 1 (recommended)**

- 5. **Agree** that the New Zealand Defence Force:
  - a. s6(a) the CJ33 Night Chief of Operations role; and
  - b. Bid for the following roles to achieve an alternative to the disestablished CJ4 ISF Sustainment Team Coordination Officer role:
    - s6(a), s6(b)(i)

ii.	s6(a), s6(b)(i)
iii.	s6(a), s6(b)(i)
iv.	s6(a), s6(b)(i)
٧.	s6(a), s6(b)(i)

#### OR

#### Option 2

6. **Agree** that the New Zealand Defence Force bid for the following roles to fill the disestablished CJ37 Chief Operations Training role and CJ4 ISF Sustainment Development Team Coordination Officer role:



- 7. **Note** that the G73 Warrant Officer role has been realigned to a similar role a Force Readiness Assessment Officer;
- 8. **Note** that officials will keep the Prime Minister, Foreign Minister and Minister of Defence informed of developments arising from the bidding process;
- 9. **Note** that the unmitigated overall threat assessment to New Zealand Defence Force personnel deployed to Iraq s6(a) In Kuwait, the unmitigated overall threat assessment s6(a)
- 10. **Note** that the original CJ37 Chief Operations Training Officer, the G73 Warrant Officer, and the CJ4 Iraqi Security Forces Sustainment Development Team Coordination Officer roles were funded with Cabinet approval [CAB-20-MIN-0097] and within baseline funding for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests Multi-Category Appropriations;
- 11. **Note** there would be no additional costs or savings from the appointment of the officers to the new roles.

Authorised for lodgement

Rt Hon Winston Peters Minister of Foreign Affairs Hon Ron Mark Minister of Defence

# Annex A: CJ33 Chief of Night Operations Position Description (alternative to New Zealand's CJ37 Chief Operations Training position)

#### **CJ33 Night Chief of Operations (NIGHT-CHOPS)**

Rank: Colonel/Lieutenant Colonel<sup>3</sup>

Position Summary: The role functions as the senior 'Night Watchman' within the OIR Headquarters, in order for the Coalition to maintain situational awareness overnight.

#### **Duties**

- Maintain an overview of the operations across the Combined Joint Operational Area ensuring a shared understanding is maintained.
- Be prepared to brief the Commanding General and other senior officers on the current situation.
- Provide a central location for Combined Joint Task Force personnel to seek information.
- Be the primary point of contact for US-based Central Command (CENTCOM) equates to most of CENTCOM's daytime.
- Approve Joint Staff contingency planning and actions for the Headquarter. One example is
  the movement of personnel in and out of theatre in compliance with COVID-19 requirements
  and establishing processes for quarantining personnel or returning them to home locations.
- Provide a checking function prior to release of all Combined Joint Operations Centre products.
- Operational responsibility is limited to overseeing intelligence, surveillance and reconnaissance and casualty evacuation assets (for example, helicopters and people) requiring reactive reallocation and re-tasking if there is a change in circumstances. This role does not task assets to conduct operations.
- Complete New Zealand-specific national responsibilities as Senior National Officer, including operational command of Operation MOHUA personnel and representational duties.

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<sup>&</sup>lt;sup>3</sup> The position is bracketed Colonel/Lieutenant Colonel, however NZDF's intention would be to fill the role with a Colonel.

Annex B: Position Descriptions for alternative roles to fill the disestablished CJ4 ISF Sustainment Development Team Coordination Officer role







# Force Readiness Assessment Officer (the realigned G73 role)<sup>4</sup>

Rank: Warrant Officer

Position Summary: The role functions as a staff officer, reporting to the Assessments Chief within the Military Assistance Group.

#### **Duties**

- Assists with all assessments and lessons learnt for Partner Force Development (PFD).
- Assists with monitoring the Iraq Security Force (ISF) strength, capabilities and development from assessment of all commands' PFD.
- Assists with assessing ISF capabilities based on A2E (Advise, Assist, Enable) delivery from Adviser Network Teams and Building Partner Capacity (BPC) / Centralised Training Facility training and mentoring.
- Assists with collection of data to provide the Measures of Performance and Measures of Effectiveness related to PFD effects objectives, to feed the Joint Effects Board assessments.
- Assists with the lessons learnt process and lessons learnt planning.
- Acts as deputy for Staff Officer Assessments as required
- Collects After Action Review comments and disseminates lessons learned products and Tactics Techniques and Procedures across the training enterprise.
- Disseminates Fragmentary Orders to initiate new After Action Review cycle.
- Conducts visits to all the BPC / Centralised Training Facility sites to assist with the assessments process if required.

**G73 Warrant Officer March 2020 position description** (original advice to Cabinet in March 2020, included here for purposes of comparison)

- Provide assistance to the Chief Current Operations (CuOPS) Training Officer, and assist the CuOPS Coordination Officer with products for the weekly Training Review and Synchronisation Meeting (TRAS-M).
- Assume the duties of the Training Co-Ord Officer in his absence, including reviewing the daily and weekly training reports provided by the BPCs,
  - Represent the Training Directorate at the Combined Joint Task Force Directorate stakeholders administration weekly coordination meeting, and act as Training Directorate POC for all administrative requirements.

<sup>&</sup>lt;sup>4</sup> As a result of the Coalition review, the G73 Warrant Officer has been realigned to a Force Readiness Assessment Officer. These duties are similar to those of the G73 Warrant Officer described in advice to Cabinet in March.