

Association of Retired Commissioned Officers



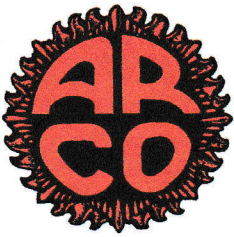
SUPPLEMENTARY SUBMISSION – TERMS OF REFERENCE

COMMISSION ON THE DEFENCE FORCES

04 November 2020

*Camaraderie Through Service*





# Cumann na nIAR-Oifigeach Coimisiúnta

Association of Retired Commissioned Officers

04 November, 2020

Minister Simon Coveney T.D.

Minister for Foreign Affairs and Defence

## SUPPLEMENTARY SUBMISSION – TERMS OF REFERENCE

### COMMISSION ON THE DEFENCE FORCES

*Dear Minister,*

The Association of Retired Commissioned Officers (ARCO) welcomes the opportunity of submitting supplementary proposals on the Commission on the Defence Forces.

ARCO recognises the constraints in formulating the Terms of Reference. Nevertheless, the actual Terms of Reference should go beyond the six headings outlined in the Programme for Government, increasing the potential of the process for all stakeholders, and for the State.

As requested in your letter dated 20 October, Annex 'A' provides ARCO's recommendations on matters the Commission should be tasked with, and which fall under the six headings specified in the Programme of Government. The contents derive from ARCO's previous submission dated 16 September.

In its previous submission, ARCO recommended that the Commission should be tasked to review Defence from a broad perspective in the medium to long term. ARCO also recommended that the Commission is not the appropriate forum for the review of pay and allowances, and that this issue should fall under the remit of the Government's Permanent Pay Review Body, which should be established without delay.

ARCO remains available to discuss or to provide clarification on its submissions.

*Sincerely*

*Brigadier-General Paul Pakenham*

**Brigadier-General Paul Pakenham (Retd)**

**President**

[www.ARCOIreland.com](http://www.ARCOIreland.com)

**Annex A.** Relevant Aspects – Commission Tasking

**Distribution for Information:**

Chief of Staff

Secretary-General

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**ARCO's SUPPLEMENTARY SUBMISSION**

**COMMISSION'S TERMS of REFERENCE**

**ARCO's OVERVIEW**

As requested by the Minister for Defence on 20 October, this Annex provides *relevant aspects with which the Commission should be tasked*, under each of the six headings associated with the Commission's Terms of Reference, as outlined in the Programme for Government. The contents of this document derive from ARCO's previous submission dated 16 September.

ARCO recognises the constraints in formulating the Terms of Reference. Nevertheless, the actual Terms of Reference should go beyond the six headings outlined in the Programme for Government, increasing the potential of the process for all stakeholders, and for the State. In the final analysis, the Terms of Reference should be specific, measurable, achievable, relevant and time-bound, providing a clear definition of the Commission's role and deliverable, regarding the future of Defence in Ireland.

In its previous submission dated 16 September, ARCO recommended that, rather than focussing on the Defence Forces, the Commission should be tasked to review Defence from a broad perspective in the medium to long term, and also recommended that the Commission is not the appropriate forum for the review of pay and allowances (heading 4), but should fall under the remit of the Government's Permanent Pay Review Body, which should be established without delay.



Ref	ISSUE
A	<b>Arrangements for the Effective Defence of the Country at Land, Air and Sea</b>
1	Conduct a medium to long term strategic defence analysis, and a threat assessment.
2	Identify defence goals (objectives) with commitments to national sovereignty, national security, international and regional security, and the required Government support, that can be nested and aligned with the pending National Security Strategy.
3	Define Ireland's Defence Policy, providing for the defence of its sovereignty, its territory, its citizens, its institutions, its international and regional obligations, and its willingness to deter, deny or defeat any contemporary and evolving threat to the State, and national vulnerabilities, availing of the Defence Forces as a national instrument of power.
4	Identify defence commitments, relationships, security links, and division of capabilities, with international and regional organisations, and partner nations, arising from membership of UN, EU, OSCE and NATO / PFP, including Ireland's endorsement of the EU Global Strategy on Foreign and Security Policy with its subordinate Security Strategies.
5	Articulate an enhanced role for the Defence Forces in defence diplomacy, research and development, innovation, and enterprise, supporting Government departments, including the Department of Foreign Affairs
6	Clearly outline the <i>raison d'être</i> for the Defence Forces, and review the current roles assigned by Government.
7	Articulate Ireland's intent, approach and willingness to deter, deny or defeat any threat to the State.
8	Define a credible conventional military force, consisting of permanent and reserve elements.
9	Determine the capabilities and resources required by the Defence Forces, operating in the Land, Air, Maritime, Cyber and Space dimensions.
10	Focus on national, regional and global defence and security commitments and issues, in the medium and long term, and avoid being side-lined into an overly fiscal directed approach, and unnecessary levels of operational detail.
11	Outline the strategic objectives, and an end state required for the delivery of Defence.



Ref	ISSUE
<b>B</b>	<b>Structures for Governance, Joint Command and Control Structures</b>
1	Conduct a comprehensive review of the functions, structures and responsibilities of the Secretariat element of the Department of Defence, including an examination of the challenging civilian - military interface, and make recommendations on the introduction of a more effective model, for the governance, oversight and management of Defence.
2	Complete the High-Level Command and Control Review outstanding from the White Paper 2015 (project 26).
3	Evaluate the delegation of Military Command, currently delegated by the Minister to the GOCs and FOC NS.
4	Evaluate the need for clearer enabling provisions for Joint Command in the context of operations.
5	Based on international standards, including within the European Union, make recommendations on the level of its GDP Ireland should commit to Defence (for 2020 at 0.29% of GDP). Make recommendations on the optimum ratio of pay to non-pay Defence expenditure (for 2021 at 82:18).
6	Evaluate the effectiveness of implementing the White Papers 2000 and 2015 processes, and articulate the framework for regular Strategic Defence Reviews.
7	Review the Defence Forces Disability Pension Process, and the provision of access to and continuation of treatment for physical and mental injuries attributable to service in the Defence Forces.
8	Examine and make recommendations on a structure for Irelands Veterans' Affairs, including a framework for a Veterans' Policy, and an Office for Veterans' Affairs.
9	Outline a framework, including an oversight body and timeline, to monitor and evaluate the implementation of the Commission's recommendations.
<b>C</b>	<b>The Brigade Structure (including Composition of the Defence Forces)</b>
1	Define a balanced and sustainable organisation, incorporating both the Permanent Defence Force and the Reserve Defence Forces, including command and control, special forces, education and training, and logistical support assets, with the ability to expand to appropriate force levels.
2	Define the critical mass for the three Defence Forces Components: Army (including DFTC), Naval Service and Air Corps.



Ref	ISSUE
<b>D</b>	<b>Pay and Allowance [excluding Composition of the Defence Forces – vide ‘C’ above]</b>
1	Whereas ARCO has recommended the establishment of the Permanent Defence Forces Pay Review Body, in parallel, enquire and evaluate the projects outlined in “Strengthening Our Defence Forces”, the Government’s High-Level Implementation Plan, arising from the recommendations of the 2019 Public Sector Pay Commission.
2	Evaluate the unique nature of military service and the value of such service to the State.
3	Examine the implications and make recommendations in relation to the adoption by the Defence Forces of the Working Time Directive.
<b>E</b>	<b>Recruitment, Retention, and Career Progression</b>
1	Evaluate and make recommendations on the projects outlined in the White Paper Implementation Plan, addressing recruitment, retention and career management, and the relevant projects outlined in “Strengthening Our Defence Forces”.
2	Examine the provision of special superannuation arrangements and other mechanism, in the context of retaining personnel who enlisted after 01 January 2013.
<b>F</b>	<b>Contribution of the Reserve Defence Forces, including its legislation and Defence Forces regulations governing it, and whether specialists from the RDF should be able to serve overseas</b>
1	Clearly articulate the <i>raison d’être</i> for the Reserve Defence Forces (First Line, Army Reserve and Naval Reserve).
2	Evaluate the ability of the Reserve Defence Forces to provide capabilities at home and overseas, including niche capabilities, in implementing its assigned roles.
3	Identify the legislative and other mechanisms required to deploy Reserve Defence Forces personnel at home and overseas.
4	In the context of early retirements from all components of the Permanent Defence Force, review facilitating the transition of personnel from the Permanent Defence Force to the Reserve Defence Forces.
5	Examine the establishment of a Specialist Reserve Panel, addressing professional skill-set deficiencies in the Defence Force for operations at home and overseas.
6	Evaluate a requirement for an Air Corps Reserve.