

HON RON MARK, MINISTER OF DEFENCE

New Zealand Participation in Operation Gallant Phoenix

August 2019

This publication provides papers associated with Cabinet's March 2017 decision to deploy New Zealand Defence Force personnel to Operation Gallant Phoenix in Amman, Jordan for two years from April 2017.

The pack comprises the following documents:

- March 2017 Cabinet National Security Committee minute of decision *Operation Gallant Phoenix* [NSC-17-MIN-0001]
- The associated Cabinet paper *New Zealand Participation to Operation Gallant Phoenix* [NSC-17-SUB-0001]

This pack has been released on the Ministry of Defence website, available at:

www.defence.govt.nz/publications.

It has been necessary to withhold certain information in accordance with the following provisions of the Official Information Act 1982. Where information is withheld, the relevant sections of the Act are indicated in the body of the document. Annex One of the paper has been withheld in full under section 6(a).

Information is withheld where making it available would be likely to prejudice:

- the security or defence of New Zealand or the international relations of the Government of New Zealand [section 6(a)]
- the entrusting of information to the Government of New Zealand on the basis of confidence by the Government of any other country [section 6(b)(i)].



Cabinet National Security Committee

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.

Operation Gallant Phoenix

Portfolio Defence

On 7 March 2017, the Cabinet National Security Committee:

Background

- 1 **noted** that in November 2014, the government publicly outlined how the risk and threat profile to New Zealand, New Zealanders and New Zealand's interests was changing due, for the most part, to the rapid rise of Daesh;
- 2 **noted** that there is a continued focus among coalition partners of the global reach of Daesh, including its affiliate or likeminded groups;

Operation Gallant Phoenix

- 3 **noted** that in December 2016, a small group of Ministers agreed in principle to making a contribution to Operation Gallant Phoenix, and asked officials to provide further detail on the proposal for a New Zealand contribution;

- 4 **agreed** that New Zealand deploy [REDACTED] s6(a) [REDACTED] to Operation Gallant Phoenix in Amman, Jordan, for two years from April 2017;

- 5 [REDACTED] s6(a) [REDACTED]

- 6 [REDACTED] s6(a) [REDACTED]

- 7 **noted** that [REDACTED] s6(a) [REDACTED] and Defence will lead an internal review of the deployment after 12 months and report any findings [REDACTED] s6(a) [REDACTED]

- 8 [REDACTED] s6(a) [REDACTED]

- 9 [REDACTED] s6(a), s6(b)(i) [REDACTED]

10 **noted** that:

10.1 officials have prepared a press release on New Zealand's participation for consideration by relevant Ministers in the event New Zealand's participation is made public;

10.2 there will be no proactive publicity around New Zealand's involvement;

Financial implications

11 **noted** that the total estimated cost of the deployment s6(a) [REDACTED] for two years is NZ\$1,453,000;

12 **noted** that the estimated total cost cannot be met from within the existing funded Multi-Category Appropriation "Operations Contributing to New Zealand's Security, Stability and Interests" in Vote Defence Force for 2016/17 and 2017/18, but that funding is available in Vote Defence Force for 2018/19 and subsequent years;

13 **approved** the following changes to appropriations, with a corresponding impact on the operating balance:

Vote Defence Force Minister of Defence	NZ \$m – increase / (decrease)				
	2016/17	2017/18	2018/19	2019/20	2020/21 & out-years
Multi-Category Expenses and Capital Expenditure Operations Contributing to New Zealand's Security, Stability and Interests MCA					
Departmental Output Expense: Military Operations in Support of a Rules-Based International Order (funded by revenue Crown)	0.325	0.676	-	-	
Total Operating	0.325	0.676	-	-	-

14 **agreed** that the change to appropriations for 2016/17 above be included in the 2016/17 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply;

15 **noted** that the between-Budget contingency established as part of Budget 2016 is exhausted for 2016/17 but still has funding available for 2017/18 and subsequent years;

16 **agreed** that expenses under paragraph 13 above to be incurred in 2016/17 be a charge against Operating Balance Before Gains And Losses, and those to be incurred in 2017/18 be a charge against the between-Budget contingency established as part of Budget 2016;

17 **noted** that the Minister of Defence intends to make a corresponding reduction to the existing Budget 2017 initiative seeking new Contingent Operating funding for military operations in support of a rules-based international order.

Janine Harvey
Committee Secretary

Hard-copy distribution: (see over)

Present:

Hon Paula Bennett (Chair)
Hon Steven Joyce
Hon Gerry Brownlee
Hon Simon Bridges
Hon Amy Adams
Hon Christopher Finlayson QC

Officials present from:

Office of the Prime Minister
Department of the Prime Minister and Cabinet
New Zealand Police
Ministry of Defence
New Zealand Defence Force
NZSIS
GCSB
Ministry of Foreign Affairs and Trade

Hard-copy distribution:

Minister of Defence

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Chair, Cabinet National Security Committee

NEW ZEALAND PARTICIPATION IN OPERATION GALLANT PHOENIX

Proposal

1. This paper seeks Cabinet approval to:
 - deploy up to s6(a) New Zealand Defence Force s6(a) personnel to the intelligence fusion centre Operation Gallant Phoenix in Amman, Jordan for two years from April 2017; and

s6(a)

Background: New Zealand's contribution to countering Daesh and wider national security considerations

2. In November 2014 the Government publicly outlined how the risk and threat profile to New Zealand, New Zealanders and New Zealand's interests was changing – much of it due to the rapid rise of Daesh (referred to as ISIS by the international coalition). s6(a)

s6(a)

To respond to this changing threat profile, the Government reinforced the importance of intelligence and sharing information with partners. As part of this, it was announced that New Zealand would be stepping up its contribution to intelligence operations that offered opportunities to further understand and potentially disrupt Daesh.

3. s6(a)

s6(a)

4. In February 2015, Cabinet committed to making a broad contribution to the counter-Daesh coalition through our deployment to the joint Australia-New Zealand building partner capacity mission in Taji, Iraq and through humanitarian and diplomatic areas [Cab Min15 5/8 refers]. The military campaign has made significant progress in diminishing Daesh held territory in Iraq. The focus of the counter-Daesh coalition and the Government of Iraq is now on liberating Mosul – Iraq's second biggest city and the centre of Daesh's so called 'caliphate' in Iraq.

5. While this progress points to the success of the coalition campaign, there is continued recognition about the risks of the global reach of Daesh including through its affiliate or likeminded groups. The increased pressure on Mosul and Raqqa may force foreign terrorist fighters to move from the Middle East into other regions, s6(a) and could also inspire attacks abroad. We saw this in 2016 with attacks conducted or inspired by Daesh in Ankara, Brussels, Cairo, Nice and more recently in the Southern Philippines. These attacks have highlighted the risk Daesh continues to pose outside of Iraq, Syria and the Levant.

Operation Gallant Phoenix

6. Operation Gallant Phoenix is a [redacted] s6(a) intelligence fusion centre based out of Amman, Jordan. The Operation started [redacted] s6(a)

[redacted] The Operation has now evolved to provide a platform for coalition partners to collect, monitor and process material regarding potential and existing terrorist threats and trends at home and globally. [redacted] s6(a)

7. [redacted] s6(a)

[redacted] The Operation has enabled information to be shared [redacted] s6(a), has assisted with facilitating terrorist related arrests and resulted in the opening of dozens of international cases.

8. [redacted] s6(a), s6(b)(i)

9. [redacted] s6(a)

The case for New Zealand involvement

10. Involvement in Operation Gallant Phoenix will ensure New Zealand is better equipped to respond to current and potential threats to national security [redacted] s6(a)

[redacted] New Zealand does not currently have full access to the fusion intelligence that Operation Gallant Phoenix generates.

Ultimately this means that New Zealand does not have full access to information that may inform and support our law enforcement [redacted] s6(a) acting on potential threats. [redacted] s6(a)

11. A deployment to Operation Gallant Phoenix would round out our contribution to the counter-Daesh effort, adding intelligence to our current military, humanitarian, and diplomatic lines of effort. [redacted] s6(a)

12. In addition, a key advantage of the Operation is its 'fusion' approach to information and cross-agency collaboration to address the multi dimensional challenges

of terrorism. This approach is likely to be used more frequently in the future. New Zealand experience in this Operation will build our domestic capability, ultimately enhancing our ability to respond to future violent extremist threats.

13. [REDACTED] s6(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

The option for a New Zealand contribution

14. In December 2016 a small group of Ministers [REDACTED] s6(a)
[REDACTED]
[REDACTED] were presented with information about Operation Gallant Phoenix. Ministers agreed in principle to New Zealand's involvement in the operation and asked officials to provide further detail on the proposal for a New Zealand contribution for agreement by Cabinet.

15. Based on this agreement in principle, I seek Cabinet approval for the deployment [REDACTED] s6(a) to Operation Gallant Phoenix in Amman for two years from April 2017. [REDACTED] s6(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

16. [REDACTED] s6(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

17. [REDACTED] s6(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

18. [REDACTED] s6(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

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19. [redacted] s6(a) Defence will internally review the deployment after 12 months. [redacted] s6(a)

[redacted] If the circumstances of the Operation change significantly, or participation does not deliver the expected value, [redacted] s6(a) agencies will reassess engagement [redacted] s6(a)

Threat assessment

20. [redacted] s6(a)

21. [redacted] s6(a)

Consultation

22. The Ministry of Foreign Affairs and Trade, [redacted] s6(a) and the New Zealand Treasury have been consulted. The Department of the Prime Minister and Cabinet has been informed.

Financial Implications

23. The estimated cost of the deployment [redacted] s6(a) for two years is NZ\$1,453,000. This includes start up costs, personnel travel, accommodation and daily allowances. The New Zealand Defence Force [redacted] s6(a) will cover the salaries of deployed personnel from existing baselines.

24. The deployment plans need to be confirmed immediately for the deployment to commence in April 2017. Therefore, this paper needs to be considered in advance of Budget 2017/18.

25. Government mandated operational deployments are funded from the Vote Defence Force departmental appropriation: 'Operations Contributing to New Zealand's Security, Stability and Interests'. Established practice is that this appropriation is ring-fenced, with any underspends returned to the Crown and additional funding requirements met by Cabinet rather than reprioritisation from other Vote Defence Force appropriations. This ensures that operational deployments mandated by Government do not affect the Defence Force raising, training and sustaining its capabilities.

26. Within the scope of the appropriation no funding is available to be reprioritised for 2016/17 or 2017/18. Specifically, funding for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests is fully committed for

2016/17 and 2017/18 as a result of existing mandated missions¹, but has sufficient funding available in 2018/19 and subsequent years.. Accordingly, NZ\$1,001,000 of additional funding is sought.

27. The following table sets out the expenditure and funding arrangements for this deployment:

Vote Defence Force	\$m increase/(decrease)					
	2016/17	2017/18	2018/19	2019/20	2020/21 & out-years	Total
Multi-Category Expenses and Capital Expenditure Operations Contributing to New Zealand's Security, Stability and Interests MCA Departmental Output Expense: Military Operations in Support of a Rules-Based International Order (funded by revenue Crown)						
Total expenditure	0.325	0.676	0.452			1.453
Additional Funding Required	0.325	0.676	-	-	-	1.001

28. The between-Budget contingency established as part of Budget 2016 is exhausted for 2016/17 but still has funding available for 2017/18 and subsequent years. Therefore, the additional funding of \$325,000 required for 2016/17 is proposed to be a charge against OBEGAL, with the additional funding of \$676,000 required in 2017/18 proposed to be met from the between-Budget contingency. A corresponding reduction will be made to the Budget 2017 initiative seeking contingent funding for new New Zealand Defence Force deployments.

Publicity

29. [REDACTED] s6(a), s6(b)(i)

[REDACTED] Officials have prepared a press release on New Zealand's participation for consideration by relevant Ministers in the event New Zealand's participation is made public. I do not recommend any proactive publicity around New Zealand's involvement.

¹ The mandated missions include Iraq, Afghanistan, [REDACTED] s6(a), the wider Middle East region, the United Nations Mission in South Sudan, the United Nations Truce Supervision Organisation and the United Nations Command Military Armistice Mission in the Republic of Korea

Recommendations

30. The Minister of Defence recommends that the Committee:
1. **Note** that in November 2014 the Government outlined how the risk and threat profile to New Zealand, New Zealanders and New Zealand's interests was changing due, for the most part, to the rapid rise of Daesh;
 2. **Note** that there is a continued focus among coalition partners of the global reach of Daesh including its affiliate or likeminded groups;
 3. **Note** that in December 2016 a small group of Ministers agreed in principle to making a contribution to Operation Gallant Phoenix and asked officials to provide further detail on the proposal for a New Zealand contribution;
 4. **Agree** that New Zealand deploy [redacted] s6(a) [redacted] to Operation Gallant Phoenix in Amman, Jordan for two years from April 2017;
 5. [redacted] s6(a) [redacted]
 6. [redacted] s6(a) [redacted]
 7. **Note** that [redacted] s6(a) [redacted] Defence will lead an internal review of the deployment after 12 months and report any findings [redacted] s6(a) [redacted]
 8. [redacted] s6(a) [redacted]
 9. [redacted] s6(a), s6(b)(i) [redacted]
 10. **Note** that officials have prepared a press release on New Zealand's participation for consideration by relevant Ministers in the event New Zealand's participation is made public. There will be no proactive publicity around New Zealand's involvement;
 11. **Note** that the total estimated cost of the deployment [redacted] s6(a) [redacted] for two years is NZ\$1,453,000;
 12. **Note** that the estimated total cost cannot be met from within the existing funded Multi-Category Appropriation "Operations Contributing to New Zealand's Security, Stability and Interests" in Vote Defence Force for 2016/17 and 2017/18, but that funding is available in Vote Defence Force for 2018/19 and subsequent years;

13. **Approve** the following changes to appropriations with a corresponding impact on the operating balance:

Vote Defence Force Minister of Defence	NZ \$m – increase / (decrease)				
	2016/17	2017/18	2018/19	2019/20	2020/21 & out-years
Multi-Category Expenses and Capital Expenditure					
Operations Contributing to New Zealand's Security, Stability and Interests MCA					
Departmental Output Expense:					
Military Operations in Support of a Rules-Based International Order (funded by revenue Crown)	0.325	0.676	-	-	-
Total Operating	0.325	0.675	-	-	-

14. **Agree** that the proposed change to appropriations for 2016/17 above be included in the 2016/17 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply;
15. **Note** that the between-Budget contingency established as part of Budget 2016 is exhausted for 2016/17 but still has funding available for 2017/18 and subsequent years;
16. **Agree** that expenses under paragraph 13 of the recommendations above to be incurred in 2016/17 be a charge against Operating Balance Before Gains And Losses and those to be incurred in 2017/18 be a charge against the between-Budget contingency established as part of the Budget 2016; and
17. **Note** that the Minister of Defence intends to make a corresponding reduction to the existing Budget 17 initiative seeking new Contingent Operating funding for military operations in support of a rules-based international order.

Authorised for lodgement

Hon Gerry Brownlee
MINISTER OF DEFENCE