

HON ANDREW LITTLE, MINISTER OF DEFENCE

New Zealand Defence Force Commitments to Multilateral Peace Support Operations in the Middle East and Africa

July 2023

This publication provides documents on Cabinet's March 2022 decisions to extend the mandates for the deployment of NZDF personnel to the United Nations Truce Supervision Organisation (UNTSO), the United Nations Mission in South Sudan (UNMISS), and the Multinational Force and Observers Mission (MFO).

This pack of documents comprises:

- the March 2022 Cabinet document *New Zealand Defence Force Commitments to Multilateral Peace Support Operations in the Middle East and Africa* [ERS-22-SUB-0009] and
- the associated minute *New Zealand Defence Force Commitments to Multilateral Peace Support Operations in the Middle East and Africa* [ERS-22-MIN-0009]

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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. Where information has been withheld in accordance with section 9(2) of the Act, no public interest has been identified that would outweigh the reasons for withholding it.

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- maintain the free and frank expression of information by or between Ministers and officials
- maintain legal professional privilege [section 9(2)(h)]



Cabinet External Relations and 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.

New Zealand Defence Force Commitments to Multilateral Peace Support Operations in the Middle East and Africa

Portfolios Foreign Affairs / Defence

On 15 March 2022, the Cabinet External Relations and Security Committee:

Background

- 1 **noted** that the deployments outlined below represent longstanding New Zealand commitments to multilateral peace support operations and institutions and collective security responses;
- 2 **noted** that each of these commitments supports the government's priorities and the Minister of Defence's prioritisation of *People*, New Zealand's reputation and relationships, and have significant operational benefits for the New Zealand Defence Force;
- 3 **noted** that these deployments, alongside New Zealand's other deployments, represent a core of what is assessed to be a credible contribution to collective security and the international rules-based system;
- 4 **noted** that these deployments can be undertaken without affecting Defence's prioritisation of resources to the Pacific;
- 5 **noted** that no additional funding is required for these deployments, and that all options can be funded from Crown revenue within the existing unallocated baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA';

United Nations Truce Supervision Organisation

- 6 **noted** that on 23 June 2020, the Cabinet External Relations and Security Committee agreed to renew the mandate for New Zealand's contribution of eight personnel to the United Nations Truce Supervision Organisation in Israel, Syria and Lebanon (New Zealand's largest peacekeeping commitment, to which New Zealand has contributed since 1954) until 30 September 2022 [ERS-20-MIN-0015];
- 7 **noted** that the proposals to maintain [redacted] s6(a) New Zealand's contribution would [redacted] s6(a), s9(2)(g)(i) support the New Zealand Defence Force's ability to meet United Nations' gender diversity targets, and provide operational experience across the New Zealand Defence Force in a challenging United Nations mission that is required to secure future leadership roles and to better address challenges in the Pacific and at home;

8 **noted** that the overall unmitigated operational threat level for New Zealand Defence Force personnel deployed to the United Nations Truce Supervision Organisation is [REDACTED] s6(a) [REDACTED];

9 **agreed** to extend the mandate for up to eight personnel to the United Nations Truce Supervision Organisation for a further two years until 30 September 2024;

10 [REDACTED] s6(a) [REDACTED]

11 [REDACTED] s6(a) [REDACTED]

12 **noted** that the estimated cost of maintaining New Zealand's current contribution from 1 October 2022 to 30 September 2024 is estimated at \$1.594 million, which is able to be met within the existing baseline for '*Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA*', [REDACTED] s6(a) [REDACTED]

United Nations Mission in South Sudan

13 **noted** that on 23 June 2020, the Cabinet External Relations and Security Committee agreed to renew the mandate for New Zealand's contribution of one Deputy Chief of Plans and two Military Observers to the United Nations Mission in South Sudan for two years until 30 June 2022 [ERS-20-MIN-0014];

14 **noted** that the proposal to continue New Zealand's contribution would [REDACTED] s6(a) [REDACTED] provide the operational experience in a challenging United Nations mission in Africa [REDACTED] s6(a) [REDACTED] and to better address challenges in the Pacific and at home;

15 **noted** that the overall unmitigated operational threat level for New Zealand Defence Force personnel deployed to South Sudan is [REDACTED] s6(a) [REDACTED]

16 **agreed** to agree to extend the mandate for New Zealand's three current roles (the Deputy Chief of Plans and two Military Observers) for two years and three months until 30 September 2024;

17 [REDACTED] s6(a) [REDACTED]

18 [REDACTED] s6(a) [REDACTED]

19 **noted** that the estimated cost of maintaining New Zealand's current contribution of three personnel to the United Nations Mission in South Sudan from 1 July 2022 to 30 September 2024 is estimated at \$1.803 million, which is able to be met within the existing baseline for '*Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA*', [REDACTED] s6(a) [REDACTED]

Multinational Force and Observers Mission

- 20 **noted** that in June 2020, Cabinet agreed to extend the mandate for the 28-person core contingent to the Multinational Force and Observers mission in Egypt, to which New Zealand has contributed since its inception in 1982 [ERS-20-MIN-0013];
- 21 **noted** that New Zealand also has a three-person Force Commander contingent in mission, which is separately mandated until March 2023 [CAB-21-MIN-0176];
- 22 **noted** that continuing New Zealand's commitment to the Multinational Force and Observers mission would [REDACTED] s6(a) [REDACTED] provide a means of developing the New Zealand Defence Force's operational experience and capability which is applicable in the Pacific and more widely;
- 23 **noted** that the overall threat assessment for the Multinational Force and Observers mission is [REDACTED] s6(a) [REDACTED];
- 24 **agreed** to agree to extend the mandate for the 28-person core contingent to the Multinational Force and Observers mission for a further two years until 30 September 2024;
- 25 [REDACTED] s6(a) [REDACTED]
- 26 **noted** that the total estimated cost of maintaining the mandate for two years from 1 October 2022 to 30 September 2024 [REDACTED] s6(a) [REDACTED] is able to be met within the existing baseline for *'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA'*.

Janine Harvey
Committee Secretary

Present:

Rt Hon Jacinda Ardern (Chair)
Hon Grant Robertson
Hon Kelvin Davis
Hon Andrew Little
Hon Nanaia Mahuta
Hon Poto Williams
Hon Damien O'Connor
Hon Kris Faafoi
Hon Peeni Henare
Hon Kiri Allan

Officials present from:

Office of the Prime Minister
Officials Committee for ERS

Office of the Minister of Foreign Affairs

Office of the Minister of Defence

Chair, External Relations and Security Cabinet Committee

NEW ZEALAND DEFENCE FORCE COMMITMENTS TO MULTILATERAL PEACE SUPPORT OPERATIONS IN THE MIDDLE EAST AND AFRICA

Proposal

- 1 To seek Cabinet's agreement to continue New Zealand's commitments to United Nations (UN) mandated and multilateral peace support operations in the Middle East and Africa—the United Nations Truce Supervision Organisation (UNTSO); the United Nations Mission in South Sudan (UNMISS); and the Multinational Force and Observers (MFO) mission—s6(a)

Relation to Government Priorities

- 2 These proposed commitments support New Zealand's longstanding commitment to collective security efforts and the international rules-based system, which in turn supports the Government's priority to '*lay the foundations for a better future*'.
- 3 New Zealand's military commitments to UN missions align with the *2020 Election Manifesto* commitment to contribute to '*UN-sanctioned peacekeeping and humanitarian missions*'.
- 4 All proposals support the Minister of Defence's *People* priority,¹ which ensures that New Zealand Defence Force (NZDF) personnel have the skills and experience they need to deliver government directed requirements safely and effectively, both at home and abroad.
- 5 The modest scale of NZDF's operational commitments in the Middle East and Africa will not affect the NZDF's ability to prioritise the Pacific as envisaged in the *Defence Assessment 2021* and the Minister of Defence's *Pacific* priority. The Assessment acknowledges that contributions further afield also contribute to our security partnerships, the strength of the international rules-based system, multilateralism and operational effectiveness.² It also recommends that the NZDF and the Ministry of Defence conduct wider engagement outside of New Zealand's immediate neighbourhood where activities align with New Zealand interests and values.

¹ Considered by Cabinet in November 2021 (ERS-21-MIN-0040).

² Considered by Cabinet in November 2021 (ERS-21-MIN-0039).

Executive Summary

6 We seek Cabinet agreement to continue New Zealand's existing deployments to New Zealand's multilateral peace support operations—UNTSO, UNMISS and MFO—with modest potential increases to UNTSO and UNMISS.

- United Nations Truce Supervision Organisation (UNTSO), Lebanon, Syria, Jordan, Egypt

- We recommend that Cabinet agree to maintain New Zealand's commitment to UNTSO [redacted] s6(a) :

- Renewing the mandate for the existing deployment of eight personnel for two years until 30 September 2024 so that Cabinet can consider UNTSO alongside other thematically linked proposals in mid-2024.

- [redacted] s6(a)

- United Nations Mission in South Sudan (UNMISS), South Sudan

- We recommend that Cabinet agree to maintain the commitment to UNMISS [redacted] s6(a) by:

- Renewing the mandate for the existing deployment of three personnel for a period of two years and three months, until 30 September 2024. The additional three months would synchronise the mandate with New Zealand's other deployments in the region.

- [redacted] s6(a)

- Multinational Force and Observers (MFO) Mission, Sinai Peninsula

- We recommend that Cabinet agree to maintain New Zealand's commitment to MFO by:

- Extending the mandate and surge capability for the existing deployment of 28 personnel for a further two years to 30 September 2024.

- [redacted] s6(a)

7 New Zealand is an active and longstanding participant and supporter of the international rules-based system. These commitments align with New Zealand's multilateral values, interests and priorities. UNMISS and UNTSO are the only UN missions to which the NZDF contributes. Whilst based in the Middle East and Africa region, collectively they support a global framework and represent a core credible contribution to collective security responses.

8 These commitments also help develop the NZDF 'People' capability, one of my highest priorities. They have targeted roles for women and include a wide range of ranks and trades that will ensure the benefits are not only enduring but directly attributable to the skills and experience needed to enhance the NZDF's readiness to respond to contingencies in the Pacific and Indo Pacific. s9(2)(g)(i)

9 Officials have assessed the risks associated with this proposal and determined that they are limited and mitigated.

Background

10 Supplementary background information on each of these deployments has been attached to this paper (**Annex A**: UNTSO; **Annex B**: UNMISS; and **Annex C**: MFO). **Annex D** illustrates the value of all of these deployments in context while **Annex E** provides an overview of all of New Zealand's international military operations requiring regular Cabinet consideration.

11 Cabinet will concurrently consider the future of the NZDF operational commitment to the Global Coalition to Defeat the Islamic State of Iraq and Syria s6(a)
(see separate papers).

Criteria for Recommending Strategic Defence Deployments to Cabinet

12 The criteria for this set of deployment decisions is set out below. s9(2)(f)(iv)

Criteria	Considerations
Interests, Values and Priorities	<ul style="list-style-type: none"> • Does the mission align with Government, Defence and Foreign Affairs priorities? • Does the mission support the international rules based order, and/or the observance of international human rights? • Are New Zealand's international economic or political interests engaged? • Do the objectives of the mission align with New Zealand's strategies to advance national security and prosperity, including counter-terrorism, and disarmament or non-proliferation? • Is the military element of the mission a necessary part of a broader solution to the existing problem? • Would the absence of the military element be likely to lead to a significant deterioration on the ground? • Is there a satisfactory legal basis for New Zealand's presence or involvement?
Partnerships	<ul style="list-style-type: none"> • Has New Zealand been invited or requested to contribute by partner/s? • Is this a problem best addressed in partnership with others? • Is this a UN-mandated deployment that contributes to UN / multilateral initiatives supported by New Zealand? • Is the deployment supported by our likeminded security partners? • Is the deployment welcomed by the country/ies it is to support?
Regional Interests	<ul style="list-style-type: none"> • Is the deployment consistent with Ministers' prioritisation of the Pacific? • Is the deployment relevant to the security and prosperity of the Indo-Pacific, particularly the Pacific? • Will it enhance NZDF preparedness to support our region? • Is the deployment able to be undertaken without detriment to our ability to respond to Pacific needs? • Will the deployment provide opportunity to work with Indo-Pacific, particularly Pacific, security partners?
Capability and operational factors	<ul style="list-style-type: none"> • Could we? Is the deployment operationally viable? • Consider the threat level and mitigated risk to personnel and mission. • Will the deployment grow NZDF capability? • Does the deployment provide opportunities to enhance interoperability with close security partners? • Does the deployment enhance our ability to respond to unforeseen events, such as developing specialist skills that might be required in a short notice emergency? • Will the deployment enhance NZDF's relationship and reputation with the Defence Forces of close security partners?

Defence commitments signal New Zealand's collective values and support New Zealand's security, trade and foreign policy interests

13 New Zealand's commitments to UNTSO, UNMISS and MFO collectively represent the entirety of New Zealand's contribution to multilateral peace support operations in the Middle East and Africa (currently 42 mandated positions). UNMISS and UNTSO represent New Zealand's total contribution to UN peacekeeping missions (currently 11 mandated positions).

14 The UN is the cornerstone of the international rules-based system and responsible for maintaining international peace and security. Commitment to collective security through UN peacekeeping has been a fundamental tenet of New Zealand foreign and defence policy since New Zealand helped to found the United Nations in 1946.

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

15 Renewing each of these deployments would also support New Zealand's broader foreign policy objectives across bilateral and multilateral domains and signal the importance that New Zealand attaches to collective security and playing our part in addressing these challenges.

s9(2)(g)(i)

...while supporting Defence's readiness to respond to contingencies in the Pacific

16 Continuing these commitments would not diminish Defence's prioritisation of resources to the Pacific. The NZDF maintains constant readiness to respond to contingencies in and around New Zealand and our region. Defence also continues to build deeper partnerships s6(a) and has supported Pacific partners with their response to COVID-19.

17 Maintaining these commitments in the Middle East and Africa also ensures that NZDF personnel gain the experience and skills they need to respond effectively to contingencies in the Pacific and at home. In this way, these deployments support NZDF readiness to respond to contingencies in our priority region.

They have operational benefits for the New Zealand Defence Force

18 Each of these deployments provides unique opportunities and experience for NZDF personnel, contributing to the development of the Minister of Defence's *People* priority.

19 s9(2)(f)(iv)

20 [Redacted] s6(a), s9(2)(g)(i)

Options

UNTSO

21 In June 2020 Cabinet agreed to renew the mandate for New Zealand’s commitment of up to eight personnel to the UNTSO in Israel, Syria and Lebanon for two years until 30 September 2022 (ERS-20-MIN-0013).

22 Three options are presented for consideration: maintain New Zealand’s contribution; maintain [Redacted] s6(a) (recommended); or withdraw from the mission.

Option 1: maintain New Zealand’s contribution to UNTSO

23 This option would see the mandate for New Zealand’s eight person contribution to UNTSO extended for a further two years until 30 September 2024.

Option 2: maintain [Redacted] s6(a) New Zealand’s contribution to UNTSO (recommended)

24 We recommend that Cabinet approve the mandate extension for up to eight personnel for a further two years until 30 September 2024.

25 [Redacted] s6(a), s6(b)(ii)

26 [Redacted]

27 [Redacted] s6(a), s9(2)(g)(i)

28 [Redacted]

28 [Redacted] s6(a)

3 [Redacted] s6(b)(ii)

s6(a)

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

Objectives for a continued contribution to UNTSO (Options 1 or 2)

29 New Zealand's objectives for a continued contribution are:

- To demonstrate New Zealand's commitment to the UN as a cornerstone of the international rules-based system and collective approaches to security challenges.
- To support New Zealand's s6(a), s9(2)(g)(i) relationships s6(a), s9(2)(g)(i) with the UN, traditional partners, and regional relationships through consistent contributions.
- To enhance the operational experience of NZDF personnel in a UN mission in a challenging environment.

Benefits associated with a continued contribution to UNTSO (Options 1 or 2)

30 UNTSO is one of the UN's longest-running peacekeeping operations, and remains one of its most important. As a neutral international presence, UNTSO supports peace in some of the most highly contested areas within the Middle East region.

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

Extending New Zealand's contribution (Option 1 or 2) would demonstrate our ongoing investment in Middle East security s6(a), s9(2)(g)(i) while also supporting our broader interests and partnerships in the region.

31 The longevity of New Zealand's presence in UNTSO exhibits an enduring commitment to the UN as a cornerstone of the international rules-based system. As the largest of our UN peacekeeping deployments (representing two thirds of our total contributions to UN peacekeeping missions), s6(a), s9(2)(g)(i)

32 The mission builds operational experience across the Services of the NZDF. The NZDF is able to draw on a wide pool of officers from all three Services for the UN Military Observer roles. This assists the NZDF with meeting the UN Women, Peace and Security Agenda targets regarding female representation, and helps to ensure that gender diversity is embedded within the contingent.

33 Prior participation in UN peacekeeping operations is a prerequisite for attaining s9(2)(g)(i) senior roles within the UN system.

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

Risks associated with a continued contribution to UNTSO (Option 1 or Option 2)

- 34 Officials have assessed the risks associated with this proposal and determined that they are limited and mitigated.

Risk	Assessment
Threat level	s6(a)
Ability to operate in the Pacific and respond to contingencies	This proposed mandate renewal will not negatively impact the NZDF's ability to meet its obligations in the Pacific or respond to contingencies. This experience enhances the capability of NZDF's people to operate in the Pacific region.
COVID-19	Defence continues to monitor the impacts of COVID-19 on its missions and will advise Ministers of any significant developments associated with the pandemic.

Option 3: withdraw from UNTSO

- 35 This option would involve concluding our commitment to UNTSO and withdrawing all NZDF personnel. Should Cabinet select Option 3, New Zealand would provide the UN with the requisite six months' notice and then withdraw its personnel by 30 September 2022.

Benefits associated with withdrawing from UNTSO (Option 3)

- 36 Should Cabinet wish to withdraw, the funding for this deployment would accrue to 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.'

Risks associated with withdrawing from UNTSO (Option 3)

Risk	Assessment
Reputation	s6(a), s9(2)(g)(i)
Relationships	UNTSO is one of only two New Zealand UN peacekeeping deployments. ⁴ s9(2)(g)(i)
Opportunities for NZDF People	s6(a) It would also reduce the NZDF's broader experience in peace support operations.

⁴ The United Nations Mission in South Sudan (UNMISS) and UNTSO represent the entirety of New Zealand's contribution to UN peacekeeping missions with 12 mandated positions in total.

UNMISS

37 In June 2020 Cabinet agreed to renew the mandate for New Zealand's three-person contribution (one Deputy Chief of Plans and two Military Observers) to UNMISS for two years until 30 June 2022 (ERS-20-MIN-0014).

38 Three options are presented for consideration: maintain New Zealand's contribution; maintain [redacted] s6(a) New Zealand's contribution (recommended); or withdraw from UNMISS.

Option 1: maintain New Zealand's contribution to UNMISS

39 This option would see the mandate for New Zealand's contribution to UNMISS extended for a period of two years and three months until 30 September 2024. This extension would align the UNMISS mandate period with New Zealand's contribution to UNTSO and MFO so that these peace support operations can be considered together in future.

Option 2: maintain [redacted] s6(a) New Zealand's contribution to UNMISS (recommended)

40 We recommend extending the mandate for New Zealand's contribution to UNMISS for a period of two years and three months until 30 September 2024.

41 [redacted] s6(a), s6(b)(ii), s9(2)(g)(i)

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Objectives for a continued contribution to UNMISS (Option 1 or Option 2)

44 New Zealand's objectives for a continued contribution are:

- To demonstrate New Zealand's commitment to s6(a), s9(2)(g)(i) re-enforcing the UN as a cornerstone of the international rules-based system, the value we place on collective approaches to security challenges, and the maintenance of regional security through a deployment to a complex and highly-valued UN operation.
- To support New Zealand's s6(a), s9(2)(g)(i), relationships s6(a), s9(2)(g)(i) with the UN, African Union and key likeminded partners by making s6(b)(i), s9(2)(g)(i) contribution to a high-priority and challenging UN peacekeeping mission in Africa.
- To enhance NZDF operational experience in UN missions in challenging environments by deploying to South Sudan alongside partners.

Benefits associated with a continued contribution to UNMISS (Option 1 or Option 2)

45 UNMISS continues to make an important contribution to peace and security on the African continent, and plays a central role in supporting the security conditions which make a return to civil war less likely. Given the severity of the humanitarian crisis gripping South Sudan, an extended contribution would be a valuable demonstration of the importance we place on African security issues; complement New Zealand's humanitarian and development contributions in the region; s6(a), s6(b)(i), s9(2)(g)(i)

46 Continuing peacekeeping operations in Africa through UNMISS would expose NZDF personnel to operational experience s6(a). The UNMISS Deputy Chief of Plans position, which New Zealand has held since 2011, provides officers with high-value multinational and multi-stakeholder planning experience in this demanding context. The Military Observers play an important role engaging with local communities. This experience helps to build leaders who are better equipped to deal with challenges in the Pacific region and contribute to all-of-government domestic tasks.

47 s6(a), s9(2)(g)(i)

Risks associated with a continued contribution (Option 1 or Option 2)

48 Officials have assessed the risks associated with this proposal and determined that they are limited and mitigated.

Risk	Assessment
Threat level	s6(a)
Ability to operate in the Pacific and respond to contingencies	A mandate renewal will not negatively impact the NZDF's ability to meet its Pacific obligations or respond to contingencies. Experience in UNMISS enhances the capability of NZDF's people to operate in the Pacific region.
COVID-19	Defence continues to monitor the impacts of COVID-19 on its missions and will advise Ministers of any significant developments associated with the pandemic.
Defence 'People' priority	s6(a)

Option 3: withdraw from UNMISS

49 This option would involve concluding our commitment to UNMISS and withdrawing all NZDF personnel. Should Cabinet select this option we would recommend a short mandate extension of three months until 30 September 2022 in order to provide the UN with the requisite six months' notice to identify and prepare replacements. The three NZDF personnel would then be withdrawn by 30 September 2022.

Benefits associated with withdrawing

50 Should Cabinet wish to withdraw, the funding for this deployment would accrue to 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.'

Risks associated with withdrawing

51 Withdrawing would involve risks to New Zealand's reputation, relationships and NZDF operational experience.

Risk	Assessment
Reputation	s6(a), s9(2)(g)(i)
Relationships	<p>s6(a), s9(2)(g)(i)</p> <p>UNMISS is also New Zealand's sole peacekeeping deployment in Africa. s6(a), s9(2)(g)(i)</p>
Opportunities for NZDF 'People'	<p>s6(a)</p> <p>It would also reduce the NZDF's broader experience in peace support operations.</p>

MFO

52 In June 2020 Cabinet extended the mandate for New Zealand's 28-person core contingent to the MFO for two years until 30 September 2022, and authorised Ministers with Power to Act to consider and approve requests for a surge capability of up to five positions for up to six months (ERS-20-MIN-0013).

53 Two options are presented for Cabinet consideration: to maintain New Zealand's commitment to the MFO (recommended); or withdraw from the mission.

Option 1: maintain New Zealand's commitment to MFO (recommended)

54 We recommend that Cabinet approve a mandate extension for the 28-person core contingent for a further two years until 30 September 2024. We have not proposed any change to the permanent personnel configuration at this time, as the size and composition of New Zealand's contingent have long been agreed with Treaty partners.

55 s6(a)

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

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Objectives for maintaining New Zealand's contribution to MFO (Option 1)

58 New Zealand's objectives for Option 1 are:

- To support the international rules-based system by contributing to the maintenance of peace and security in an area which has historically been the site of border-based conflict, [redacted] s6(a), s9(2)(g)(i).
- [redacted] s6(a)
- To enhance the NZDF's operational experience across all three Services in a peace support mission within a complex multinational environment.

Benefits associated maintaining New Zealand's contribution to MFO (Option 1)

59 Maintaining New Zealand's contribution to the MFO mission would [redacted] s6(a)

[redacted] New Zealand's commitment to the MFO mission supports the international rules-based system, helps to counter the proliferation of violent extremism including Islamic State-Sinai and contributes to preserving stability in an area of global strategic importance.

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

⁵

[redacted] s6(b)(ii)

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

62 NZDF peacekeeping operations provide a meaningful way of developing our people capability. The MFO mission is a valuable opportunity to grow and enhance the effectiveness of NZDF personnel through the experience gained serving and leading in challenging and austere environments. The MFO mission in particular provides an opportunity to expose a wide range of ranks and trades from across the three services to operational experience. These experiences help create leaders who are better equipped to deal with the types of humanitarian, stability and security challenges we face in the Pacific region.

63 The MFO also enhances military relationships and shared perspectives with traditional s6(a), s9(2)(g)(i) partners.⁶ s6(a)

Risks associated with maintaining New Zealand’s contribution to MFO (Option 1)

64 Officials have assessed the risks associated with this proposal and determined that they are limited and mitigated.

Risk	Assessment
Threat level	s6(a)
Ability to operate in the Pacific and respond to contingencies	This proposed mandate renewal will not negatively impact the NZDF’s ability to meet its obligations in the Pacific or respond to contingencies. Such operational experience enhances the capability of NZDF’s people to operate in the Pacific region.
COVID-19	Defence continues to monitor the impacts of COVID-19 on its missions and will advise Ministers of any significant developments associated with the pandemic.

Option 2: withdraw from the MFO mission

65 Should Cabinet select Option 2 and direct withdrawal, New Zealand would advise the MFO and provide the requisite six months’ notice of the intended termination and then withdraw the 28-person contingent by 30 September 2022.⁷

Benefits associated withdrawing from MFO (Option 2)

66 Should Cabinet wish to withdraw, the funding for this deployment would accrue to ‘Vote Defence Force: Operations Contributing to New Zealand’s Security, Stability and Interests MCA.’

⁶ Contributing nations include: Australia, Canada, United Kingdom, United States, Colombia, Czech Republic, Fiji, France, Italy, Japan, Norway and Uruguay.

⁷ As required in accordance with the Exchange of Letters between the MFO and New Zealand.

Risks associated withdrawing from MFO (Option 2)

- 67 Withdrawing from the MFO mission would involve risk to the credibility of New Zealand’s support for the international rules-based system, relationship benefits derived from this longstanding deployment, the New Zealand Force Commander’s leadership commitment, the MFO mission and the NZDF *People* priority.

Risk	Assessment
Reputation	Withdrawing from the MFO mission would significantly reduce New Zealand’s global peacekeeping and peace support footprint and weaken the credibility of our commitment to the international rules-based system. s6(a), s6(b)(i), s9(2)(g)(i)
Credibility of New Zealand’s Force Commander leadership commitment	Removal of the core contingent during the time that New Zealand holds the Force Commander role would undermine the credibility of New Zealand’s leadership. s6(a), s9(2)(g)(i)
Opportunities for NZDF <i>People</i>	A withdrawal would reduce the NZDF’s broader experience in peace support operations and impact on the NZDF’s ability to maintain expertise in such operations.

Legal Considerations

- 68 The legal considerations specific to each of these deployments are attached to this paper (refer Annex A: UNTSO; Annex B: UNMISS; Annex C: MFO).

Next Steps, Communications and Proactive Release

- 69 Should Cabinet agree to continue these contributions [redacted] s6(a) then officials would confirm the decision with UNTSO and UNMISS leadership. [redacted] s6(a)
- 70 Should Cabinet agree to extend the mandate for New Zealand’s 28-person core contingent and increase the surge deployment provision for the Multinational Force and Observers (MFO) mission on the Sinai Peninsula, Egypt then officials would notify MFO leadership of the decision.

- 71 Should Cabinet elect to withdraw from any of these deployments then officials would provide the customary six months' notice of the intended termination and withdraw NZDF personnel from the mission by 30 September 2022. In the case of MFO, the NZDF 28-person core contingent would be withdrawn prior to 30 September 2022 but the three-person Force Commander contingent would remain in place until the mandate for that deployment expires in March 2023.
- 72 Cabinet's decision on each of these deployments will be announced publicly after partners have been advised. Advice on communications will be provided following Cabinet's decision. This Cabinet paper will be proactively released in due course.

Financial Implications

- 73 No additional funding is required for any of these proposals. All options can be funded from Crown Revenue within the existing unallocated baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.' More detailed financial information for each deployment is attached to this paper (Annex A: UNTSO; Annex B: UNMISS; and Annex C: MFO).

Estimated Direct Costs	NZ \$million			
	FY 22/23	FY 23/24	FY 24/25	Total
UNTSO				
Option 2: Maintain	0.623	0.823	0.148	1.594
UNMISS				
Option 2: Maintain	0.890	0.790	0.123	1.803
MFO				
Option 1: Maintain s6(a)	3.015	3.476	0.428	6.919
Unallocated Appropriation⁸	18.58	23.709	29.59	

Consultation

- 74 This paper was jointly prepared 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 (National Security Group and Policy Advisory Group), the New Zealand Intelligence Community, The Treasury, and the National Assessments Bureau were consulted on the content of these proposals.

⁸ These figures do not account for the proposed expenditure for s6(a) New Zealand Defence Force Operational Commitment to the Global Coalition to Defeat the Islamic State of Iraq and Syria. Both papers are being considered alongside this one.

Recommendations

- 75 The Ministers of Foreign Affairs and Defence recommend that the Committee:
- 1 **note** that these proposals represent longstanding New Zealand commitments to multilateral peace support operations and institutions and collective security responses;
 - 2 **note** that each of these commitments supports the Government's priorities, the Minister of Defence's prioritisation of *People*, New Zealand's reputation and relationships and has significant operational benefits for the New Zealand Defence Force;
 - 3 **note** that these proposals, alongside New Zealand's other deployments, represent a core of what we assess to be a credible contribution to collective security and the international rules-based system;
 - 4 **note** that these deployments can be undertaken without affecting Defence's prioritisation of resources to the Pacific;
 - 5 **note** that no additional funding is required for any of these proposals and that all options can be funded from Crown revenue within the existing unallocated baseline for '*Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA*';

UNITED NATIONS TRUCE SUPERVISION ORGANISATION

- 6 **note** that in June 2020, Cabinet agreed to renew the mandate for New Zealand's contribution of eight personnel to the United Nations Truce Supervision Organisation in Israel, Syria and Lebanon (New Zealand's largest peacekeeping commitment, to which we have contributed since 1954) until 30 September 2022 (ERS-20-MIN-0013);
- 7 **note** that the proposals to maintain [redacted] s6(a) New Zealand's contribution would [redacted] s6(a), s9(2)(g)(i), support the New Zealand Defence Force's ability to meet United Nations gender diversity targets, and provide operational experience across the New Zealand Defence Force in a challenging United Nations mission that is required to secure future leadership roles and to better address challenges in the Pacific and at home;
- 8 **note** that the overall unmitigated operational threat level for New Zealand Defence Force personnel deployed to the United Nations Truce Supervision Organisation is [redacted] s6(a);
- 9 **agree** to:
EITHER
Option 1: maintain New Zealand's commitment
 - 9.1 **agree** to extend the mandate for up to eight personnel to the United Nations Truce Supervision Organisation for a further two years until 30 September 2024;

9.2 **note** that the estimated cost of maintaining New Zealand's current contribution from 1 October 2022 to 30 September 2024 is estimated at \$1.594M, which is able to be met within the existing baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA'.

OR

Option 2: maintain [redacted] s6(a) **New Zealand's commitment (recommended)**

9.3 **agree** to extend the mandate for up to eight personnel to the United Nations Truce Supervision Organisation for a further two years until 30 September 2024;

9.4 [redacted] s6(a) [redacted];

9.5 [redacted] s6(a) [redacted] and

9.6 **note** that the estimated cost of maintaining New Zealand's current contribution from 1 October 2022 to 30 September 2024 is estimated at \$1.594M, which is able to be met within the existing baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA' [redacted] s6(a) [redacted]

OR

Option 3: withdraw from the United Nations Truce Supervision Organisation

9.7 **agree** to withdraw New Zealand Defence Force personnel from the mission by the 30 September 2022; and

9.8 **note** the associated risks to New Zealand's reputation, relationships and the Minister of Defence's *People* priority.

UNITED NATIONS MISSION IN SOUTH SUDAN

10 **note** that in June 2020, Cabinet agreed to renew the mandate for New Zealand's contribution of one Deputy Chief of Plans and two Military Observers to the United Nations Mission in South Sudan for two years until 30 June 2022 (ERS-20-MIN-0014);

11 **note** that the proposal to continue New Zealand's contribution would reinforce our reputation as a longstanding contributor to the United Nations and provide the operational experience in a challenging United Nations mission in Africa that is required to secure future leadership roles and to better address challenges in the Pacific and at home;

12 **note** that the overall unmitigated operational threat level for New Zealand Defence Force personnel deployed to South Sudan is [redacted] s6(a)

13 agree to:

EITHER

Option 1: maintain New Zealand's contribution

13.1 **agree** to extend the mandate for New Zealand's three current roles, the Deputy Chief of Plans and two Military Observers for two years and three months until 30 September 2024;

13.2 **note** that the estimated cost of maintaining New Zealand's current contribution of three personnel to the United Nations Mission in South Sudan from 1 July 2022 to 30 September 2024 is estimated at \$1.803M, which is able to be met within the existing baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.'

OR

Option 2: maintain [redacted] s6(a) New Zealand's contribution (recommended)

13.3 **agree** to extend the mandate for New Zealand's three current roles, the Deputy Chief of Plans and two Military Observers for two years and three months until 30 September 2024;

13.4 [redacted] s6(a) ;

13.5 [redacted] s6(a) and

13.6 **note** that the estimated cost of maintaining New Zealand's current contribution of three personnel to the United Nations Mission in South Sudan from 1 July 2022 to 30 September 2024 is estimated at \$1.803M, which is able to be met within the existing baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA', [redacted] s6(a)

OR

Option 3: withdraw from the United Nations Mission to South Sudan

13.7 **agree** to extend the mandate for the Deputy-Chief of Plans and two Military Observers for three months until 30 September 2022 in order to provide the United Nations with the requisite six-month notice period;

13.8 **agree** to withdraw New Zealand's three personnel contribution to the United Nations Mission in South Sudan by 30 September 2022.

13.9 **note** the associated risks to New Zealand's reputation, relationships and New Zealand Defence Force operational experience.

MULTINATIONAL FORCE AND OBSERVERS MISSION

14 **note** that in June 2020, Cabinet agreed to extend the mandate for the 28-person core contingent to the Multinational Force and Observers mission in Egypt, to which New Zealand has contributed since its inception in 1982 (ERS-20-MIN-0013 refers);

15 **note** that New Zealand also has a three-person Force Commander contingent in mission which is separately mandated until March 2023 (CAB-21-MIN-0176 refers);

16 **note** that continuing New Zealand's commitment to the Multinational Force and Observers mission would [redacted] s6(a) [redacted] provide a means of developing the New Zealand Defence Force's operational experience and capability which is applicable in the Pacific and more widely;

17 **note** that t [redacted] s6(a) Multinational Force and Observers mission is [redacted]

18 **agree** to:

EITHER

Option 1: maintain New Zealand's commitment (recommended)

18.1 **agree** to extend the mandate for the 28-person core contingent to the Multinational Force and Observers mission for a further two years until 30 September 2024;

AND

18.2 [redacted] s6(a) [redacted]

18.3 **note** that the total estimated cost of maintaining the mandate for two years from 1 October 2022 to 30 September 2024 with surge deployments [redacted] s6(a) [redacted] is able to be met within the existing baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.'

OR

18.4 [redacted] s6(a) [redacted]

18.5 **note** that the total estimated cost of maintaining the mandate for two years from 1 October 2022 to 30 September 2024 with surge deployments [redacted] s6(a) [redacted] is able to be met within the existing baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.'

OR

Option 2: withdraw from the Multinational Force and Observers mission

18.6 **approve** the withdrawal of the 28-person core contingent from the Multinational Force and Observers mission by 30 September 2022; and

18.7 **note** the associated risks to: the credibility of New Zealand's support for the international rules-based system; relationship benefits derived from this longstanding deployment; [redacted] s6(a) [redacted] the MFO mission; and the Minister of Defence's *People* priority.

Authorised for lodgement

Hon Nanaia Mahuta
Minister of Foreign Affairs

Hon Peeni Henare
Minister of Defence

Enclosed:

Annex A: UNTSO Background, Finance and Legal Details

Annex A (i): UNTSO Overview and Golan Heights Security Outlook

Annex A (ii): UNTSO Position Descriptions

Annex B: UNMISS Background, Finance and Legal Details

Annex B (i): UNMISS Overview and South Sudan Security Outlook

Annex B (ii): UNMISS Position Descriptions

Annex C: MFO Background, Finance and Legal Details

Annex C (i): MFO Overview and Security Outlook

Annex C (ii): MFO Position Descriptions

Annex D: A Core Credible Contribution: The value of New Zealand Defence's global strategic presence.

Annex E: New Zealand International Military Operations

Annex A: UNTSO Background, Finance and Legal Details

Background

The UN's oldest peacekeeping mission delivers in a challenging environment

1 Established in 1948, UNTSO is the UN's oldest peacekeeping mission. With 153 personnel from 27 contributing nations, this small mission observes and reports violations of the ceasefire agreements between Israel and neighbouring Arab countries: Lebanon, Syria, Jordan, and Egypt.

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

3 In this context, there is enduring value in maintaining a UN presence in the region. The current UN regional footprint includes the United Nations Disengagement Observer Force (UNDOF) on the Golan Heights, the UN Interim Force in Lebanon (UNIFIL), and UNTSO, which provides military observers to the UNDOF and UNIFIL missions.

New Zealand's largest contribution to United Nations peacekeeping

4 New Zealand has maintained support to UNTSO since 1954 and this mission represents our largest contribution to UN peacekeeping. In 2020, Cabinet extended the mandate for up to eight personnel for two years until 30 September 2022 (ERS-20-MIN-0013 refers).

5 The NZDF typically maintains seven UN Military Observers in UNTSO, who observe and report along the Israel/Syria border, or provide support to neighbouring missions (UNDOF and UNIFIL).²

6 Additionally, New Zealand is offered a senior headquarters role on a rotational basis.³ s6(a)

¹ s6(a), s9(2)(g)(i)

² As of November 2021, four of New Zealand's UNTSO personnel are providing support to UNIFIL.

³ New Zealand currently fills the Chief Observer Group-Golan role until September 2022 and will assume the Chief Liaison Office role in Cairo in January 2024 (subject to Cabinet agreement to this proposal).

Financial Implications

- 7 No additional funding is required for any of the proposed options. Option 1 and 2 can be funded from Crown Revenue within the existing unallocated baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.' The estimated increase to the veterans' support entitlement obligation is \$0.752M over the term of the deployment and can be funded within the existing 'Vote Defence Force appropriation Service Cost – Veterans' Entitlements.'
- 8 The financial implications of [redacted] s6(a) would be provided to Ministers with Powers to Act. No additional funding would be sought.

Estimated Direct Costs	NZ \$million			
	2022/23	2023/24	2024/25	Total
Option 1 and 2: continue a New Zealand contribution	0.623	0.823	0.148	1.594
Option 3: Withdraw	0	0	0	0

Legal Considerations

- 9 The legal framework for the activities and actions of UNTSO is established by UN Security Council Resolution 50 (1948) and Resolution 73 (1949).⁴ [redacted] s9(2)(h)

10

[redacted] s9(2)(h)

⁴ UNTSO's role has changed as circumstances in the Middle East have changed following the conclusion of the armistice agreements in 1949 (UNSCR 73 (1949)) and the renewed wars in 1956 (UNSCR 114 (1956)), 1967 (UNSCR 236 (1967)), and 1973 (UNSCR 340 (1973)).

[redacted] s9(2)(h)

Annex A (i): UNTSO overview and Golan Heights security outlook

Information cut-off date: 25 January 2022

s6(a)

s6(a)

(U) Future challenges

s6(a)

(U) New Zealand Defence Force in UNTSO

(U) UNTSO is New Zealand's (NZ) longest-standing peacekeeping commitment, with deployment commencing in 1954. NZ's current mandate allows for up to eight personnel to be deployed to UNTSO as military observers (with UNDOF or UNIFIL) or in staff positions. New Zealanders have commanded UNTSO on three occasions (1993-94, 2004-06, 2015-17).

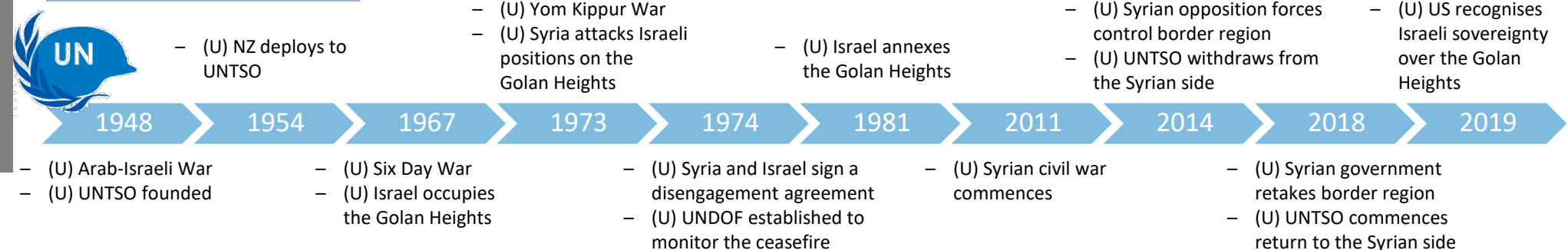
(U) UNTSO operations

(U) UNTSO comprises 153 unarmed military observers (UNMOs) from 27 troop contributing countries including NZ, Australia, Canada, US, France, China, and Russia.

(U) All UNMOs are officers of the rank of captain (E) or major (E). In the Golan Heights, UNTSO military observers staff a number of observation posts on each side of the Area of Separation (AoS) and typically carry out fortnightly inspections to verify that Israel and Syria are fully adhering to the 1974 disengagement agreement. This includes verifying both sides adhere to the limitations on troop levels and military equipment within the AoS.

(U) UNTSO is the UN's oldest peacekeeping mission. UNTSO Observer Groups are based in Israel, Lebanon, Syria, and Egypt.

(U) Key dates of the mission



Point of contact: s9(2)(g)(ii)

s6(a)

s6(a)

(U) Lebanon

s6(a)

(U) Syria

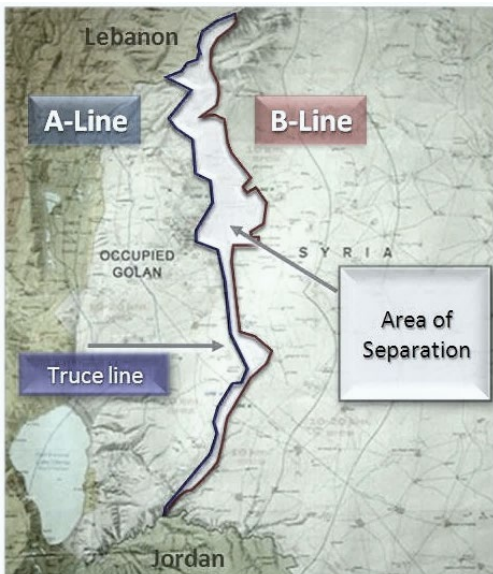
s6(a)

(U) Israel

s6(a)

(U) Other factors

s6(a)



(U) Map of Area of Separation (AoS)
Source: Economic Cooperation
Foundation

(U) The Alpha-line delineates Israel-occupied Golan Heights' border whereas the Beta-line delineates Syria's border. The AoS is the buffer zone where the United Nations Disengagement Observer Force maintains the ceasefire between Israel and Syria.

Annex A (ii): UNTSO NZDF Position Descriptions

Senior Staff Appointment: Chief of Observer Group Golan (COGG)

Rank: Lieutenant Colonel (Equivalent)

Duties

- Maintain operational and administrative control and command of Observer Group Golan – Tiberias (OGG-T) and Observer Group Golan – Damascus (OGG-D).
- Coordinate all routine reporting through OGG HQ to UNDOF.
- Liaise with UNDOF and UNTSO for specific bilateral issues such as crossing procedures.
- Participate in the ongoing process of revising Standard Operating Procedures, Command and Control arrangements, tasks, and organisational structure.
- Keep HQ informed of military developments in the AO.
- Coordinate and support Force Commander UNDOF in operational activities throughout the UNDOF Area of Operations.
- Establish and maintain an Operational Centre GOLAN 24/7, co-located with UNDOF.
- Represent UNTSO in Security Management Meetings on Golan.
- Issue supplementary operational directives and tasks for execution within OGG as directed by the Force Commander UNDOF.
- Coordinate visits by UNTSO personnel and UNTSO sponsored visitors to the Area of Operations.
- Within the overall responsibility of COGG-T and COGG-D assist in the coordination of various training aspects to enable UNMO's to accomplish assigned tasks effectively.

Military Observer (UNMO)

Rank: Captain/Major (Equivalent)

Duties

- Patrol on foot, by vehicle and/or helicopters to gather information by day and night in any terrain.
- Observe, monitor and supervise agreements.
- Provide effective, accurate and timely verbal and written reports using appropriate communications means.
- Negotiate and mediate in difficult or tense situations, through translators if necessary.
- Conduct other tasks as directed by the Force Commander/Chief of Staff/Head of Mission UNTSO or by those with the appropriate delegated authority.

Annex B: UNMISS Background, Finance and Legal Details

Background

South Sudan has made limited progress

- 1 South Sudan's history has been marked by political, security and humanitarian crises. When the country gained independence in 2011, internal political disputes escalated into nation-wide violence with [REDACTED] s6(a) political groups vying for power in a civil-war. Although the two main parties to the conflict reached a peace agreement in 2018, and a unity government was formed in 2020, the situation in South Sudan remains volatile.
- 2 The sustained violence has caused a severe humanitarian crisis and displaced millions of civilians, mostly women and children. South Sudan is the site of the largest refugee crisis in Africa with close to 2.2 million South Sudanese refugees in neighbouring countries and an additional two million internally displaced people.¹ The UN has expressed grave concerns about extrajudicial killings, ethnically-targeted violence, rape and other sexual and gender-based violence, as well as the recruitment and use of children to participate in conflict.
- 3 The peace agreement, which has reduced the incidence and intensity of the civil war, is due to expire in March 2023. The unity government is required to hold South Sudan's first elections at least 60 days before the peace agreement expires, [REDACTED] s6(a), s9(2)(g)(i)

... and UNMISS is still required

- 4 As South Sudan's political and humanitarian situation deteriorated, the mandate for UNMISS evolved to expressly prioritise protecting civilians, monitoring human rights abuses, supporting the revitalised peace agreement and supporting the delivery of humanitarian assistance.
- 5 UNMISS is the UN's largest peacekeeping mission with 18,116 military and police personnel from over 70 countries, including some of our closest partners such as Australia, Fiji, Samoa, the United Kingdom, Canada and the United States.² The UN Security Council (UNSC) reviews the mandate for UNMISS annually and is expected to renew it in March 2022.³
- 6 UNMISS continues to play a central role in international efforts to address the security and humanitarian crisis in South Sudan. UNMISS is regularly required to mediate between parties, protect civilians and provide protection and support to camps for internally displaced persons who have been forced to flee from their homes due to conflict and resource shortages.

¹ United Nations Office for the Coordination of Humanitarian Affairs.

² As of October 2021.

³ The review is not expected to have any material impact on the scope of this proposal. Officials will advise should this not be the case.

7

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

New Zealand's contribution

8 New Zealand has contributed to UNMISS since 2012 and before that deployed three personnel to the United Nations Mission in Sudan (2005-2011).

9 Three NZDF personnel are currently deployed on the mission: a Deputy-Chief of Plans based in Juba (the South Sudanese capital) and two Military Observers based in regional centres where the UN has fielded teams.⁴

Role	Description	Value
Deputy Chief of Plans (2011-Ongoing)	Responsible for supervising the production of operational plans.	s6(a) provides insight into UNMISS' operational plans, and valuable multi-national planning experience for NZDF officers.
Military Observers (2 Positions) (2011-Ongoing)	Builds relationships with local communities, local government, civil administration and local military leadership.	Provides New Zealand officers with enhanced understanding of security issues in South Sudan, credibility with local interlocutors, and important civil-military affairs experience.

Financial Implications

10 No additional funding is required for any of the proposed options. Option 1 and 2 can be funded from Crown Revenue within the existing unallocated baseline for 'Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.' The estimated increase to the veterans' support entitlement obligation is \$0.356M over the term of the deployment and can be funded within the existing 'Vote Defence Force appropriation Service Cost – Veterans' Entitlements.'

11

s6(a)

Estimated Direct Costs	NZ \$million			Total
	2022/23	2023/24	2024/25	
Option 1 and 2: Continue a New Zealand contribution	0.890	0.790	0.123	1.803

⁴ Military Observers move location based on the operational needs of the UN.

Option 3: Withdraw	0	0	0	0
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Legal Considerations

12 The legal framework for UNMISS activities and action is established by UN Security Council resolution 1996 (2011).

s9(2)(h)

Released by the Minister of Defence

13

s9(2)(h)

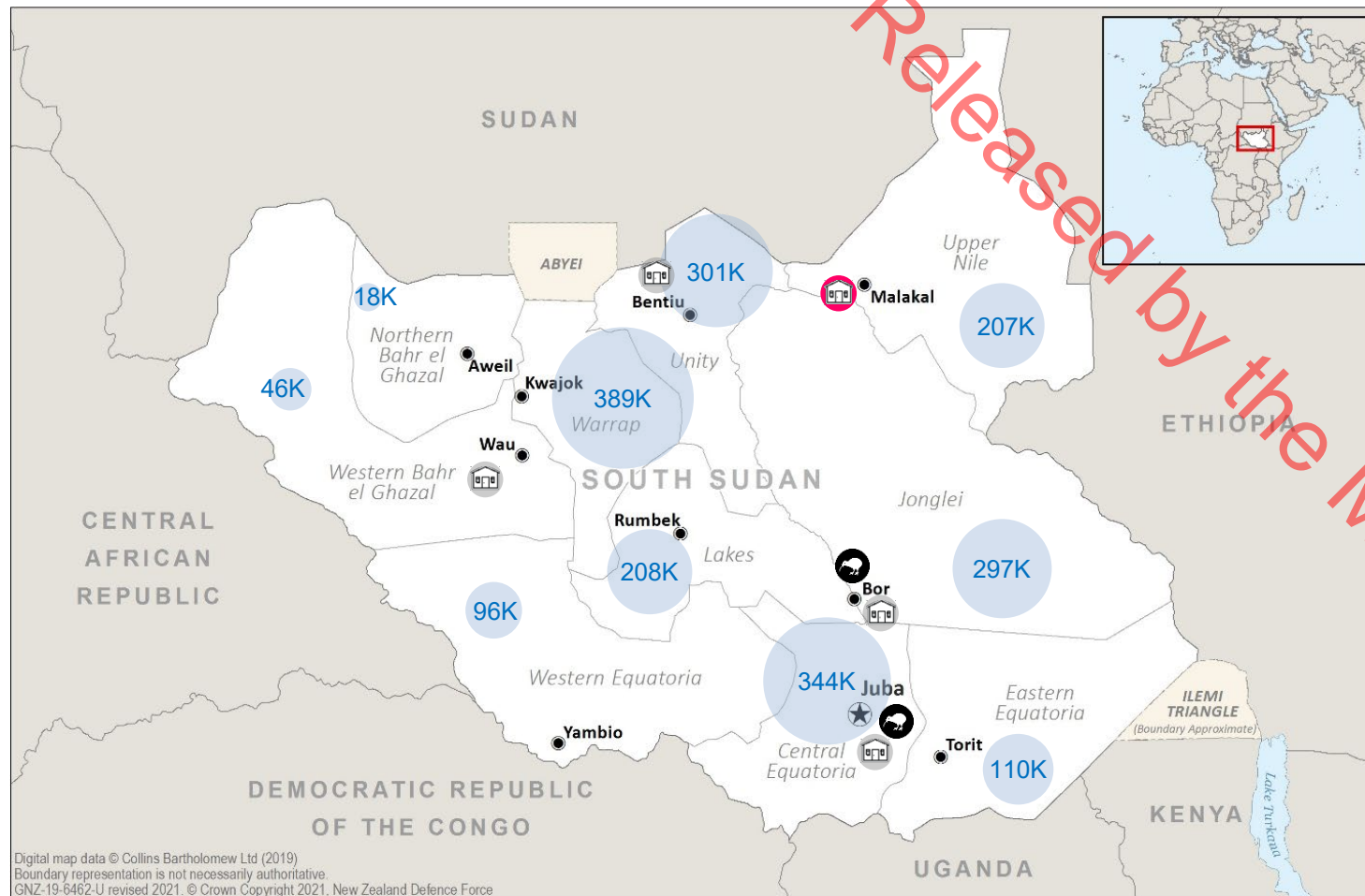
14

s9(2)(h)

(R) Annex B (i): UNMISS overview and South Sudan security outlook

Information cut-off date: 25 January 2022

s6(a)



Digital map data © Collins Bartholomew Ltd (2019)
Boundary representation is not necessarily authoritative
GNZ-19-6462-U revised 2021. © Crown Copyright 2021, New Zealand Defence Force

(U) Map of South Sudan
Source: GNZ with UN data overlaid

(U) KEY

- Estimated number of IDPs by state
- 👤 Locations of NZDF personnel deployed to UNMISS
- 🏠 Protection of Civilian site
- 🏠 Protection of Civilian transitional site

(U) Over 4 million South Sudanese people displaced

2 million internally displaced
2.2 million refugees and asylum seekers from South Sudan in the region

(U) Future challenges to UNMISS

s6(a)

(U) New Zealand Defence Force in UNMISS

(U) NZDF contributes three personnel to UNMISS, located in Bor and Juba (see map). The previous Head of UNMISS was from New Zealand (2017-20).

(U) UNMISS operations

(U) Protection of civilians

UNMISS protects civilians threatened by physical violence, within its capacity and areas of deployment with a specific focus on women and children. It does this by patrolling areas of internally displaced people, refugees and international humanitarian organisations, and identifies potential threats through a mission-wide early warning strategy.

(U) Creating conditions conducive to the delivery of humanitarian assistance.

UNMISS coordinates humanitarian actors to create secure conditions for the delivery of assistance to those in need, ensure security of United Nations (UN) installations and equipment, and the freedom of movement of UN personnel.

(U) Supporting the implementation of the 2018 Revitalised Agreement and Peace Process.

UNMISS assists all political parties in the full, effective, and meaningful participation of women, youth, faith groups, and civil society in the peace process and transitional governance structures.

(U) Monitoring, investigating, and reporting on violations of humanitarian and human rights law.

UNMISS works with international, regional, and national mechanisms to monitor, investigate, verify, and report on abuses and violations of human rights, including possible war crimes and crimes against humanity.

s6(a)



(U) Map of South Sudan
Source: GNZ

(U) Drivers of instability

s6(a)

(U) **Severe floods** have hit South Sudan for three consecutive years. Approximately 780,000 people have been affected by the flooding to date, which has led to the collapse of traditional livelihoods, food insecurity, and disease, according to the United Nations. South Sudan has recently been impacted by the worst locust plagues experienced in thirty years. Increased flooding has the potential of creating the necessary environmental conditions for further locust swarms.

(U) Election prospects

s6(a)

(U) Main political parties of South Sudan and their leader



(U) Source: BBC

(U) Sudan People's Liberation Movement (SPLM)

(R) Salva Kiir, an ethnic Dinka, is leader of the SPLM. s6(a)

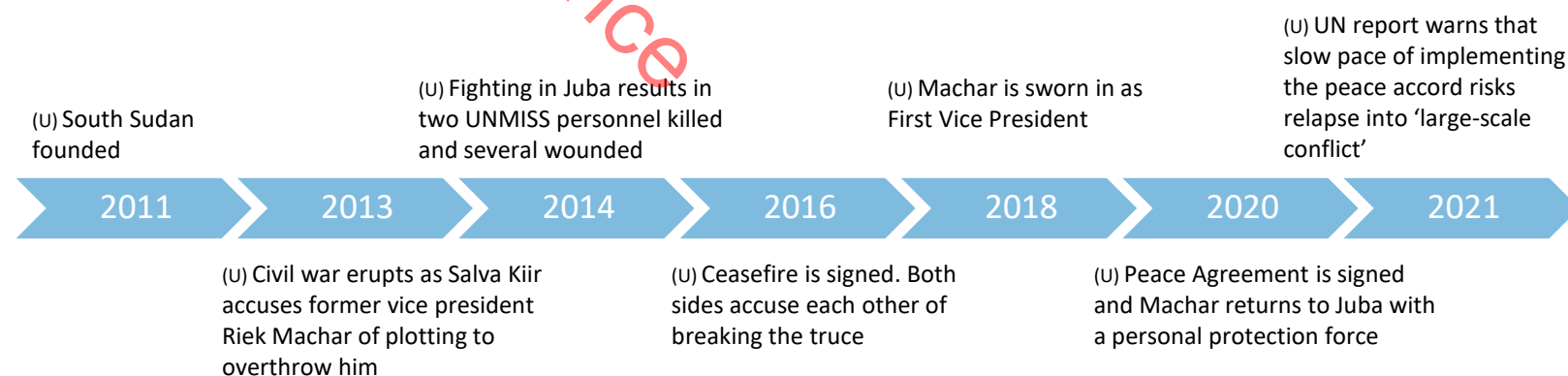


(U) Source: Reuters

(U) Sudan People's Liberation Movement-in Opposition (SPLM-iO)

(U) First Vice President Riek Machar, an ethnic Nuer, is the leader of the SPLM-iO. s6(a)

(U) Key dates in South Sudan's history



Point of contact: s9(2)(g)(ii)

Annex B (ii): UNMISS NZDF Position Descriptions

Deputy Chief of Plans

Rank: Lieutenant Colonel

Duties

- Prepares and updates operational orders and contingency plans, and reviews plans for subordinate units which includes evacuation, redeployment and reinforcement activities.
- Checks and confirms deployment boundaries.
- Develops and updates the Force standard operating procedures, in conjunction with other Headquarter Branches.
- Provides military advice to the Force Chief of Staff and Force Commander.
- Manages the Reception, Staging, Onward movement & Integration of new Troop Contributing Country (TCC) contingents, and assists with the repatriation of TCC contingents retiring to home countries.
- Functions as the NZDF Senior National Officer and provides routine and extraordinary reports to Headquarters Joint Forces New Zealand.
- Maintains overview of operational employment of NZDF pers serving with UNMISS.
- Manages in-theatre NZDF UNMISS contingent administrative and logistic matters.

Military Observer

Rank: Major

Duties

- Assists the Senior Military Observer in liaison activities with the local government, civilian administration, international and regional organizations, local military leadership, opposing forces and parties as required by the situation.
- Interacts as part of the integrated mission team in close coordination with the Head of Office at the respective levels.
- Prepares procedures, orders, plans, reports, briefings and presentations on military issues, and briefs and interacts with local and international media.
- Coordinates, as appropriate, military security assessments with the Senior Security Coordinator.
- Participates in the planning of special programmes and negotiates with key stakeholders, including UN and non-UN actors.
- Facilitates regular meetings with the military key leadership at the county level.
- Conducts tasks as directed by the Senior Military Observer.
- Prepares orders, including patrol orders and tasking for Force Elements, and plans, briefs and leads patrols (vehicle and dismounted).

Annex C: MFO Background, Finance and Legal Details

Background

The MFO mission continues to preserve peace between Egypt and Israel

1 The MFO mission was established in 1982 to ensure compliance with the 1979 *Egypt-Israel Peace Treaty* by observing, verifying, and reporting potential violations of the Treaty provisions. Recently the mission has also taken a key role in facilitating increased dialogue between Treaty partners to build trust and transparency.

2 The mission draws ongoing support from the Treaty partners (the United States, Egypt and Israel), who recognise the clear and contemporary relevance of the mission in preserving peace and enabling cooperation.

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

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

4 s6(b)(i)

5 Other nations contributing to the multinational mission include Australia, Canada, the United Kingdom, the United States, Colombia, Czech Republic, Fiji, France, Italy, Japan, Norway and Uruguay.

New Zealand is a founding member of the MFO

6 New Zealand was a founding member of the MFO mission and has contributed since its inception in 1982. The current NZDF contingent of 28 personnel is comprised primarily of a transport section, training and advisory roles, engineering staff, headquarters staff and support personnel (see Annex B for a list of roles).

7 The size and the composition of the commitment are defined by the 1999 *Exchange of Letters constituting an Agreement on New Zealand Participation in the Multinational Force and Observers* (the "1999 Exchange of Letters").

8 Additional personnel can be surged to the MFO¹ and limited delegated authority allows the NZDF to respond to longer-term requests, including those related to the reconfiguration process. The NZDF has deployed engineering teams (in 2016, with a planned deployment in 2022) and electricians (2017-2018, 2019 and 2020) to support the reconfiguration process. The NZDF also surged a medical team in 2021 to help manage and contain a COVID-19 outbreak in the South Camp [REDACTED]

s6(a)

9 New Zealand currently fulfils the role of Force Commander, [REDACTED] s6(a), s9(2)(g) (i)

The separate mandate for the Force Commander role and two associated personnel (the “Force Commander contingent”) expires in March 2023 (CAB-21-MIN-0176).

Financial Implications

10 No additional funding is required for either option. Option 1 can be funded from Crown Revenue within the existing unallocated baseline for ‘Vote Defence Force: Operations Contributing to New Zealand’s Security, Stability, and Interests MCA.’ [REDACTED] s6(a)

		NZ \$million			
Estimated Direct Costs		2022/23	2023/24	2024/25	Total
Option 1: Maintain	[REDACTED] s6(a)	3.015	3.476	0.428	6.919
Option 1: Maintain	[REDACTED]	2.763	3.224	0.428	6.415
Option 2: Withdraw		0	0	0	0

¹ Surge deployments are defined in the ‘Confirmation of Defence Authorisations’ paper (ERS-21-MIN-0034 refers) as “short-term deployments of specialist capabilities in support of the overall mission objectives”, typically for specific tasks or activities [REDACTED] s6(a)

Legal Considerations

11 The legal framework for the activities and action of the MFO mission is provided by the *1979 Egypt-Israel Peace Treaty*. s9(2)(h)

12

s9(2)(h)

13

Released by the Minister of Defence

s9(2)(h)

(U) Annex C (i): Multinational Force and Observers

Information cut-off date: 25 January 2022

(U) The mission of the Multinational Force and Observers (MFO) in Sinai is to supervise the implementation of the security provisions of the 1979 Egyptian-Israeli Treaty of Peace and employ best efforts to prevent any violation of its terms. There are currently 13 force contributing countries. New Zealand has contributed to the MFO continuously since 1982.



(U) MFO OVERVIEW

(R) Tasks

s6(a)

(R) Threat to MFO

s6(a)

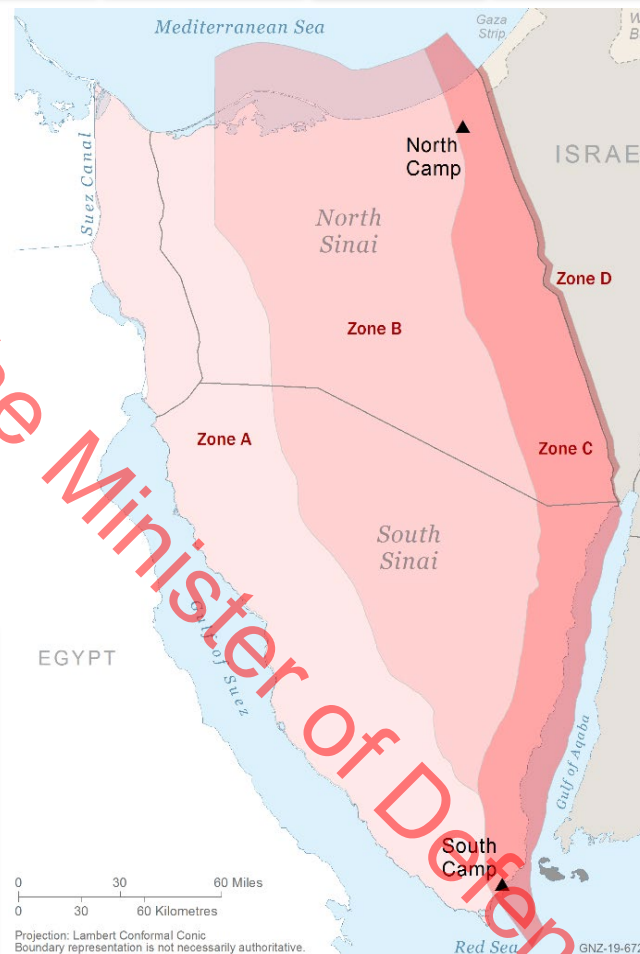


(U) **MFO Director General** Ambassador Stephen Beecroft (pictured left)

- (U) Responsible for the MFO's overall direction
- (U) This position is permanently held by the United States (US).

(U) Source: UNMISS

(U) Timeline of mission (1948–2021)



- (U) **Sinai** (map right (U) source: GNZ)
- Zone A:** Egypt is permitted a mechanised infantry division with a total of <22,000 personnel.
 - Zone B:** Egypt is permitted four border security battalions to support civilian police.
 - Zone C:** Only MFO and Egyptian civil police are permitted.
 - Zone D:** Israel is permitted four infantry battalions.



(U) NZDF CONTRIBUTION

(U) A current mandate of up to 28 NZDF personnel deployed to the MFO remains in effect until September 2022. This does not include the Force Commander (see below) and two associated positions which came into effect on 1 December 2019 and ends in March 2022.

(U) NZDF deployed personnel include:

s6(a)

(U) **OP FARAD** (est. 1982)

New Zealand's deployment to the MFO is currently NZDF's largest, overseas operational deployment. New Zealand has contributed to the MFO continuously since 1982 and as such, the mission has been an important and enduring signal of New Zealand's commitment to advancing peace and stability in the Middle East and Africa.



(U) Source: UNMISS

(U) **MFO Force Commander** Major General Evan Williams (pictured left)

- (U) Term extended until March 2023
- (U) Exercises operational control over the MFO
- s6(a)
- (U) Third New Zealander to fill this role, following:
 - (U) Major General Donald McIver (1989-1991)
 - (U) Major General Warren J. Whiting (2010-2013)

Point of contact: s9(2)(g)(ii)



s6(a)

(U) KEY SECURITY CHALLENGES

s6(a)

s6(a)

s6(a)

s6(a)

(U) KEY GOVERNMENT AND DEFENCE LEADERS



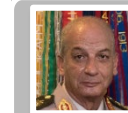
(U) **President Abdul Fattah el-Sisi**
▪ Former director of Military Intelligence
▪ Former minister of Defense
▪ Former army general



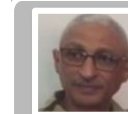
(U) **Prime Minister Moustafa Kemal Madbouly**
▪ Also serves as minister of Housing and Urban Utilities



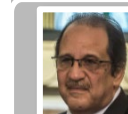
(U) **Chief of Staff Lieutenant General Mohammed Farid Hegazy**
▪ Former commander-in-chief of the Second Field Army (2012)
▪ Former secretary of Supreme Council of the Armed Forces (2012)



(U) **Minister of Defense Colonel General Mohamed Zaki**
▪ Former commander of the Egyptian paratroopers and Republican Guard Forces
▪ Former army general



(U) **Director of Military Intelligence Major General Khalid Mugawir**
▪ Former defense attaché to the United States



(U) **Director of General Intelligence Directorate Abbas Kamel**
▪ Former presidential chief of staff
▪ Key player in negotiations between Hamas and Israel



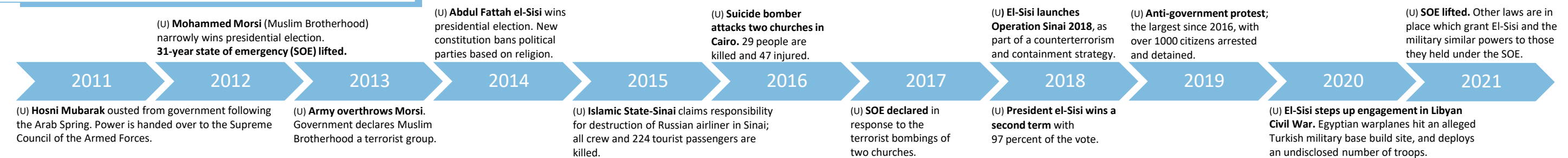
(U) **Minister of Interior Mahmoud Tawfik**
▪ Former director of the external operations department of the State and Security Investigations Service and the National Security Agency



(U) **Deputy Head of the General Intelligence Directorate Brigadier-General Mahmoud el-Sisi**
▪ One of President el-Sisi's four sons

(U) Sources: Antares, ICESCO, the Africa Report

(U) KEY POLITICAL AND SECURITY EVENTS (2011–2021)



Annex C (ii): MFO NZDF Position Descriptions

Sector	Role	Qty	Indicative Rank
HQ Roles	s6(a)		LCPL-SGT
			CAPT
			CAPT (E)
			CPL (E)
			MAJ
			SGT
			LTCOL
			SSGT-CAPT (E)
Drivers			PTE/LCPL
			SSGT-WO2
			LCPL/CPL
			SSGT
			CAPT
Training Facility			WO1
Engineering Infrastructure and			CPL-SGT
			CPL-WO (E)
			MAJ (E)
Force Military Police Unit			WO2
			SGT (E)
Total contingent considered in this mandate		28	

Roles under a separate mandate, not considered in the scope of this paper.		
Command	s6(a)	MAJGEN
		LTCOL(E)
		SGT-SSGT
Subtotal (separate mandate)		3
Total New Zealand Contingent in MFO		31

Released by the Minister of Defence

KEY MESSAGES

1. New Zealand is an active and longstanding participant in the international rules-based system.
2. This commitment aligns with New Zealand's multilateral values, interests and priorities.
3. Whilst based in the Middle East and African region, collectively they support a global framework.
4. This represents a core credible contribution to collective security responses.
5. These commitments develop NZDF operational experience that enhances our readiness to respond to contingencies in the Pacific and Indo Pacific.

KEY OBJECTIVES

Each of these unique longstanding global commitments outside our immediate region supports the Government's priorities, the Minister of Defence's prioritisation of NZDF People and the Pacific, New Zealand's reputation and relationships, and have operational benefits

New Zealand's reputation and partnerships

- Support New Zealand's reputation, credibility and relationships with the UN and likeminded nations.
- Continue to enhance bi-lateral and economic partnerships.

International security

- Support international rules-based system, contributing to peace and security.
- Demonstrate commitment to the UN, as a cornerstone to the international rules-based system.
- Contribute to collective security arrangements

Minister of Defence's People priority

- Ensuring NZDF personnel are experienced and effective.
- Providing avenues for personal and professional development.

Complements the Minister of Defence's Pacific priority

- Targeted global contributions support New Zealand's interests and values in the Pacific region.
- Contributions support New Zealand's security partnerships, which can be beneficial in the Pacific.
- Experience gained can be used later in the Pacific context.

Released by the Minister of Defence

Annex E: New Zealand International Military Operations [as at March 2022]¹

Operation Name	Description	Theme	Location	Since	Mandated NZ personnel	Mandate Expiry	Cabinet decision	Notes	Recommended decision	
Op MOHUA Op KERERU	NZ contribution to the Defeat-ISIS Coalition in Operation Inherent Resolve Headquarters (OIR) and Combined Air Operation Centre (CAOC).	Countering violent extremism (ISIS) in the Middle East.	Iraq and Kuwait (OIR) Qatar CAOC	2015	s6(a)	30 June 2022	ERS Mar 2022	Ministers deferred Cabinet consideration from December '21 to March '22.	s9(2)(f)(iv)	
Op FARAD	NZ contribution to the Multinational Force and Observers (MFO) mission.	Contributing to a peace support operation in the Middle East.	Sinai Peninsula, Egypt	1982		30 Sept 2022 (core contingent) 31 Mar 2023 (Force Commander contingent)	ERS Mar 2022			
Op SCORIA	NZ contribution to the UN Truce Supervision Organisation (UNTSO) .	Contributing to a UN peacekeeping operation in the Middle East.	Israel Lebanon Syria	1954		30 Sept 2022	ERS Mar 2022			
Op SUDDEN	NZ contribution to the UN Mission in South Sudan (UNMISS) .	Contributing to a UN peacekeeping operation in North Africa.	South Sudan	2011		30 June 2022	ERS Mar 2022			
Op TROY	s6(a)	A critical enabler of NZ's regional deployments.	s6(a)	2003		30 June 2022	ERS Mar 2022	s6(a)		
Op WHIO	NZDF contribution to monitoring UN Security Council sanctions against the Democratic Peoples' Republic of Korea : personnel in the Enforcement Coordination Cell (ECC) and P-3K2 flights.	Supporting IndoPacific security.	s6(a)	2018		ECC liaison officer mandate expires 30 Sept 2022	ERS April 2022	Ministers updated ERS on strategic environment in September 2021. Final P-3K2 deployment under current mandate completed Nov/Dec 2021.		
Op SOLAR	s6(a) Operation Gallant Phoenix intelligence fusion centre.	Countering violent extremism.	s6(a)	2014		s6(a)				
Op MONITOR	NZ contribution to the UN Command (UNC) and the UN Command Military Armistice Commission (UNCMAC) .	Supporting peace and stability on the Korean Peninsula.	South Korea	1998		31 Aug 2023	ERS Feb 2023			
Op PUKEKO	NZ contribution to the Maritime Security efforts in the Middle East : Combined Maritime Forces (CMF) and UK Maritime Trade Operations (UK MTO).	Supporting maritime Security in the Middle East.	Bahrain (CMF) s6(a) (UK MTO)	2013		30 June 2024	s9(2)(f)(iv)	10 personnel also deployed on Op TIKI in command of Combined Task Force 150 (July 2021 –January 2022).		

¹ This table represents New Zealand's ongoing international military operations requiring regular Cabinet approval (as defined in the Confirmation of Defence Authorisations Cabinet paper, approved in 2021). It does not include standalone one-off deployments (such as New Zealand's contribution to the Afghanistan Non-Combatant Evacuation Operation in August 2021 or the deployment supporting stability in the Solomon Islands in December 2021). Nor does it include any military engagement or activities s6(a) many of which occur in the Pacific region.