



# Cabinet

## Minute of Decision

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

### New Zealand Assistance for Ukraine: Military Options 2024/2025

Portfolios Foreign Affairs / Defence

On 19 February 2024, Cabinet:

- 1 **noted** that New Zealand has taken significant decisions to provide diplomatic, military, economic and humanitarian support to Ukraine's self-defence efforts, and that these continue to be welcomed and acknowledged by Ukraine and key partners;
- 2 [REDACTED] s6(a)
- 3 **noted** that the mandates for existing New Zealand Defence Force (NZDF) deployments in support of Ukraine's self-defence expire on 30 June 2024;
- 4 **noted** that the threat to NZDF personnel operating throughout Europe is considered to be [REDACTED] s6(a)
- 5 **agreed** to the strategic objectives proposed for NZDF deployments in support of Ukraine's self-defence, as outlined in the paper under CAB-24-SUB-0040;

### Evolving and extending New Zealand Defence Force support to Ukraine

- 6 **agreed** to extend the deployment of the up to 97 NZDF personnel deployed in support of Ukraine, within the themes of intelligence, liaison, logistics, training, command and administration, from 1 July 2024 until 30 June 2025;
- 7 **agreed** to evolve the NZDF support by adapting the number of personnel supporting intelligence, liaison, logistics, command and administration roles;
- 8 **agreed** to evolve the NZDF training support for the Armed Forces of Ukraine towards instructor training, tactical combat casualty care training, basic combat engineer training, combat leadership training, and maritime explosive ordnance training;
- 9 [REDACTED] s6(a)
- 10 **agreed** to evolve the NZDF support to Ukraine by delegating authority to the Chief of Defence Force to manage the employment of up to 97 personnel deployed in support of Ukraine's self-defence across the Cabinet-approved themes of intelligence, logistics, liaison, training, command and administration;
- 11 **noted** that the Minister of Defence will be informed of significant changes to the composition of deployed personnel by the Chief of Defence Force when the situation requires it;

- 12 **noted** that should a deployment opportunity emerge for the NZDF that exceeds the 97 personnel cap, presents a new policy position or requires new funding, officials would return to Cabinet to seek approval;
- 13 **noted** that at no time would NZDF personnel enter the territories of Russia, Belarus or Ukraine;
- 14 **noted** that the total estimated cost of the above decisions is \$12.368 million in financial year 2024/25;
- 15 **noted** that:
  - 15.1 these costs can be funded within the existing unallocated baseline for Vote Defence Force: Operations Contributing to New Zealand’s Security, Stability and Interests Multi-Category Appropriation;

15.2 s9(2)(f)(iv), s9(2)(g)(i)

15.3

15.4

**Financial contribution to the International Fund for Ukraine**

- 16 **agreed** to provide \$3.500 million in military assistance to the International Fund for Ukraine, which allows for the procurement of lethal and non-lethal military assistance;
- 17 **approved** the following fiscally neutral adjustments to appropriations to give effect to the paragraph 16 above, with no impact on the operating balance and/or net Core Crown debt:

	\$m – increase/(decrease)			
	2023/24	2024/25	2025/26	2026/27
<b>Vote Defence Minister of Defence</b>				
Departmental Output Expenses: Ministry of Defence Outputs (funded by revenue Crown)	(1.500)	-	-	-
<b>Vote Foreign Affairs Minister of Foreign Affairs</b>				
Multi-Category Expenses and Capital Expenditure - Act in the world to build a safer, more prosperous and more sustainable future for New Zealanders MCA				
Departmental Output Expenses: <i>Delivery of New Zealand's foreign policy</i> (funded by revenue Crown)	(2.000)	-	-	-
Non-Departmental Other Expenses: Support for Ukraine	3.500	-	-	-

- 18 **agreed** that the changes to appropriations for 2023/24 above be included in the 2023/24 Supplementary Estimates, and that in the interim the increase be met from Imprest Supply;
- 19 **authorised** the Minister of Foreign Affairs, the Minister of Finance and the Minister of Defence to explore options for, and approve, additional funding to contribute to the International Fund for Ukraine, to allow for the procurement of lethal and non-lethal military assistance.

Diana Hawker  
Acting Secretary of the Cabinet

Released by the Minister of Defence

## New Zealand Assistance for Ukraine: Military Options 2024/2025



### Proposal

- 1 This paper provides advice and seeks Cabinet decision on the future of New Zealand Defence Force (NZDF) deployments to Europe in support of Ukraine.

### Relation to Government Priorities

- 2 Continuing to support Ukraine through military deployments would be in alignment with Defence Policy and Strategy Settings.
- 3 New Zealand's support for Ukraine represents one tangible response to strategic competition and challenges to the rules-based international system, a core national security issue identified in the National Security Strategy 2023-2028. It is also a means of protecting and promoting our broader national security interests.

### Executive Summary

- 4 Cabinet is presented with advice on military deployments to Europe in support of Ukraine's ongoing self-defence, following the conclusion of the current deployment mandate on 30 June 2024. The proposed deployments would ensure that New Zealand continues to provide tangible and highly-valued support to Ukraine in the period following 1 July 2024.
- 5 This paper proposes that Cabinet agree to **Option 1: Evolve and extend the deployment of up to 97 NZDF personnel** within the existing six themes of: intelligence, liaison, logistics, training, command and administration from 1 July 2024 to 30 June 2025.
- 6 As part of Option 1, Cabinet is asked to evolve the NZDF's training to the Armed Forces of Ukraine (AFU) away from ongoing infantry training, and towards a schedule of more specialised training in the fields of instructor training; tactical combat casualty care training; basic combat engineer training; combat leadership training; and maritime explosive ordnance training. s6(a), s9(2)(g)(i)  

- 7 As part of Option 1, Cabinet is also asked to adjust personnel numbers supporting the themes of intelligence, liaison, logistics, command and administration; and to delegate authority to the Chief of Defence Force (CDF) to manage the employment of personnel within the approved specialist training fields (listed in paragraph 26). This option can be funded from within Vote Defence Force baseline s9(2)(f)(iv), s9(2)(g)(i)  

- 8 The recommended approach balances the importance of continuing to demonstrate New Zealand's commitment to the international rules-based system through a credible

and meaningful contribution to Ukraine's self-defence, with ensuring that New Zealand's support evolves to meet the changing needs and expectations of Ukraine and close partners, [REDACTED] s6(a), s9(2)(g)(i)

- 9 The deployment extension forms part of a broader package of assistance to Ukraine, which marks the two-year anniversary of the start of Russia's full-scale invasion of Ukraine on 24 February 2022. This package can be funded from within existing baselines, or one-off savings identified in 2023/24 to be transferred to the relevant appropriations to enable this package. No new funding is required.

## Background

*New Zealand's support to Ukraine is consistent with our national security interests and foreign policy objectives*

- 10 Russia's full-scale invasion of Ukraine on 24 February 2022 expanded on, and sought to entrench, its illegal annexation of Crimea and occupation of territory in eastern Ukraine from 2014. In launching its unprovoked invasion, Russia violated the principles of the UN Charter and undermined the international rule of law.
- 11 Three key foreign policy objectives have underpinned and shaped our response to Russia's illegal invasion of Ukraine. These objectives are: protecting the international rules based system; supporting a return to peace in the region and discouraging others from similar military aggression; and acting in concert with likeminded partners.
- 12 Following nearly two years of war, Ukraine's needs for military, economic, reconstruction, and humanitarian assistance remain immense. As well as statements of bilateral and multilateral support, New Zealand has to date provided assistance to Ukraine valued at NZ\$88.5m in response to Russia's aggression against Ukraine, across military, diplomatic, economic, and humanitarian pillars.
- 13 Officials have proposed the announcement of a further package of New Zealand assistance to Ukraine, marking two years since Russia's full-scale invasion of Ukraine started on 24 February 2022. This was discussed at the Foreign Policy and National Security Committee on 13 February, and followed by a submission to the Ministers of Foreign Affairs and Defence on 15 February. In addition to the deployments extension considered in this paper, the proposed package includes: NZ\$7.000 million in humanitarian assistance; NZ\$3.500 million in military assistance; NZ\$3.000 million for reconstruction assistance; and further measures under the Russia Sanctions Act.
- 14 This Cabinet paper provides advice on options for continuing New Zealand's military deployments in support of Ukraine's self-defence, after the current mandate concludes on 30 June 2024, and seeks approval for the fiscally neutral adjustments to appropriations to give effect to the recommendation to provide \$3.500 million in military assistance through the International Fund for Ukraine.

*Current NZDF deployments in support of Ukraine's self-defence*

- 15 The NZDF has had personnel deployed to Europe in support of Ukraine for nearly two years under Operation TIEKE. During this time, NZDF contributions have evolved and matured and the international community has established robust mechanisms for channelling support to Ukraine.
- 16 On 20 March 2023, Cabinet agreed to continue NZDF support to Ukraine to 30 June 2024 through the deployment of up to 97 personnel across the following areas:
- 16.1 Intelligence: Up to 14 personnel to the United Kingdom (UK), and the use of the New Zealand-based open-source intelligence capability.
- 16.2 Logistics: Four personnel [REDACTED] s6(a) in Germany.

16.3 Training: One infantry training team of 66 personnel to the UK to train members of the AFU, and s6(a) personnel to Poland to conduct space domain awareness training programmes for members of the AFU.

16.4 Liaison: Three liaison officers to the UK, Belgium and Germany.

16.5 Command and administration: Six personnel to Europe to provide administrative support and oversight to the various Operation TIEKE contributions.<sup>1</sup>

17 The current mandate for New Zealand's military deployments in support of Ukraine's self-defence will conclude on 30 June 2024; until that time, the deployments will continue. The deployments have been highly valued by Ukraine and likeminded partners.

*The status of the war and the case for ongoing support*

18 [Redacted] s6(a)

19 [Redacted] s6(a)

20 [Redacted] s6(a)

21 On that basis, we can expect that our closest European partners will remain by Ukraine's side and that they will continue to welcome New Zealand assistance to Ukraine at a critical time in its self-defence. The EU recently confirmed a €50b support facility for Ukraine out to 2027, [Redacted] s6(a)

22 [Redacted] s6(a) New Zealand's significant interests in Ukraine remaining able to resist Russia's aggression remain undiminished, [Redacted] s6(a)

[Redacted] On that basis, officials assess that continuing New Zealand's military support for Ukraine's self defence beyond the current mandate conclusion of June 2024 is warranted.

**Proposed Strategic Objectives**

23 Officials have proposed the following strategic objectives for further military deployments in support of Ukraine's self-defence:

23.1 New Zealand contributes to efforts to uphold the international rules-based system through the provision of targeted military contributions in support of Ukraine's self-defence efforts.

<sup>1</sup> CAB-22-MIN-0503 refers.

- 23.2 New Zealand contributes to international efforts to deter other countries from considering similar aggression and disregard for sovereignty and territorial integrity in the future.
- 23.3 New Zealand strengthens and enhances relationships with likeminded partners by demonstrating commitment to addressing global security challenges, through military contributions.
- 23.4 The NZDF provides its personnel with valuable international deployment experience which supports our military activities domestically and in our near region by gaining and applying operational experience.
- 24 These strategic objectives are consistent with those in the Strategic Framework for Assistance to Ukraine, outlined in the submission to the Ministers of Foreign Affairs and Defence on 15 February. This paper proposes several options by which to achieve these objectives. s6(a), s9(2)(g)(i)

### Option One: Evolve and Extend NZDF Support to Ukraine across Six Themes (Recommended)

- 25 Option One proposes that Cabinet agree to extend the deployment of up to 97 NZDF personnel within the established themes of: training, intelligence, liaison, logistics, command and administration from 1 July 2024 to 30 June 2025.
- 26 Option One proposes an evolution in the support provided within these themes to ensure that New Zealand's support for Ukraine remains fit for purpose and responsive to the AFU's, and other partners', evolving needs, from 1 July 2024 onwards. These refinements would principally:
- 26.1 Evolve **the nature of training** being provided to the AFU, from basic infantry training (existing) towards 'train the trainer' courses, including: instructor training; tactical combat casualty care training; basic combat engineer training; combat leadership training; and maritime explosive ordnance training. s6(a), s9(2)(g)(i)
- 26.2 Reduce the number of personnel currently supporting **intelligence** functions at the UK s6(a) from eleven to five analysts. s6(b)(i)
- 26.3 Increase the number of personnel currently supporting **logistics** functions s6(a) in s6(a) Germany from up to four personnel to up to six personnel. s6(a), s9(2)(g)(i)
- 26.4 Maintain the **liaison officer** roles in the UK s6(a) and Germany s6(a), while disestablishing the Liaison Officer role in Belgium s6(a).
- 26.5 In **command and administration**, reduce the NZDF team s6(a) in the UK from six to five personnel, reflecting the realities of the level of support needed.

27 It is proposed that the Chief of Defence Force (CDF) continue to be granted authority to manage the employment of personnel across the above themes, within a mandate limit of up to 97 personnel, to ensure New Zealand and the NZDF remains responsive to future support needs from the AFU and partners. This flexibility would enable New Zealand to adjust the number of personnel supporting each of the identified themes at short notice, should it be required.

28 Support proposed under Option One, consistent with each theme, is explained in further detail below.

*Training support detail*

29 Based on discussions with partner nations, officials recommend a significant evolution in the NZDF's training support to the AFU to reflect a change in the AFU's needs as the conflict progresses. Five training options are recommended for the period 1 July 2024 to 30 June 2025:

29.1 Basic Training Instructors Course – [redacted] s6(a)

29.2 Tactical Combat Casualty Care 'Train the Trainer' Course – [redacted] s6(a)

29.3 Basic Combat Engineer Course – [redacted] s6(a)

29.4 Combat Leadership Course – [redacted] s6(a)

29.5 Maritime Explosive Ordnance Disposal Training – [redacted] s6(a)

30 The advice to evolve from solely basic infantry training reflects the AFU's increased ability to conduct basic training of their personnel. Officials recommend that the NZDF can provide the best support to the AFU through utilising the NZDF's skillset in more specialist capabilities in niche areas.

31 Evolving New Zealand's training in this way would be in-step with other likeminded partners, [redacted] s9(2)(g)(i) [redacted] s6(a), s9(2)(g)(i)

32 The majority of the training, except the maritime explosive ordnance disposal training, would be delivered in the UK. This would ensure that New Zealand continues to partner with the UK in supporting Ukraine, [redacted] s6(a), s9(2)(g)(i)

33 [redacted] s6(a)

[redacted] s6(a), s6(b)(1)

34 [redacted] s6(a)



*Benefits and risks of Option One – Extend and evolve NZDF support*

Benefit	Assessment
Support of the international rules-based system	Extending and evolving our current military support would enhance New Zealand’s position as a strong supporter of the international rules-based system.
s6(a)	
NZDF operational benefit and morale	<p>Tailored deployments in niche capability sets allow highly trained NZDF personnel to support the AFU and demonstrate to key partner nations the valued support that the NZDF can deliver on a global scale.</p> <p>Deployments of this nature are likely to enhance morale and have a positive effect on those NZDF personnel involved.</p>
Risk	Assessment
Pacific response	This option would not impact on the NZDF’s operational ability to respond to domestic or regional contingencies in the Pacific, and would not impact current regional plans or commitments.
s6(a)	
s6(a)	
Training human rights assessment	Should officials be made aware of specific or substantial information which indicates a human rights breach may occur as a consequence of our training support, the training would be suspended and if the resulting risk was substantiated, officials would revert to Cabinet before training resumed.

**Option Two – Conclude NZDF Support to Ukraine (not recommended)**

35 Cabinet may decide to conclude all of the NZDF’s contributions in support of Ukraine after 30 June 2024.

*Benefits and risks of Option Two – Conclude NZDF support to Ukraine*

Benefit	Assessment
Funding	Concluding the NZDF contributions would have no associated cost. Concluding support would increase the unallocated funding available for potential and likely humanitarian assistance and disaster relief operations, regional and global contingency events or changes to existing mandates.
Risk	Assessment
Support of the international rules-based system	Russia’s illegal war of aggression against Ukraine is a clear violation of international law, and our military support to Ukraine is supporting their lawful self-defence efforts, as enshrined in the UN Charter. s9(2)(g)(i)
s6(a)	
s6(a)	
NZDF morale	Fewer opportunities to contribute to international military activities will have negative effects for the morale and job satisfaction of personnel in the NZDF. As at January 2024, attrition rates are 11.2% for Army, 12.5% for Navy, and 10.0% for Air Force.

**Financial Implications**

*Option One – Evolve and extend NZDF support (recommended)*

36 The recommended option to evolve and extend the deployment of up to 97 NZDF personnel deployed in support of Ukraine from 1 July 2024 until 30 June 2025 is estimated to cost \$12.368 million in 2024/25. This option can be funded within the existing unallocated baseline for Vote Defence Force: Operations Contributing to New Zealand’s Security, Stability and Interests Multi-Category Appropriation.

37 s9(2)(f)(iv), s9(2)(g)(i)

38 s9(2)(f)(iv), s9(2)(g)(i)

- 39 The following table provides financial estimates for the activities Cabinet has been asked to consider for Option 1:

	\$ million
<b>Vote Defence Force: Operations Contributing to New Zealand’s Security, Stability and Interests Multi-Category Appropriation</b> <b>Minister of Defence</b>	<b>2024/25</b>
Option 1 – evolve support to Ukraine with deployment of upto 97 personnel Extend to 30 June 2025	12.368
<b>Total</b>	<b>12.368</b>

*Option Two– Conclude NZDF support (not recommended)*

- 40 If Cabinet decides to conclude NZDF contributions in support of Ukraine’s self-defence, officials assess there would be no financial implications.

*International Fund for Ukraine*

- 41 Officials have proposed the announcement of a package of New Zealand assistance to Ukraine, marking two years since Russia’s full-scale invasion of Ukraine on 24 February 2022. As part of that package of assistance, officials have proposed through submission to Ministers of Defence and Foreign Affairs on 15 February, that New Zealand make a contribution of NZ\$3.500 million in military assistance to the UK-administered International Fund for Ukraine, which allows for the procurement of lethal and non-lethal military assistance.
- 42 To enable the provision of this contribution, Cabinet is requested to approve the transfer of \$1.500 million from Vote Defence to Vote Foreign Affairs and \$2.000 million within Vote Foreign Affairs resulting in a total transfer of \$3.500 million to Vote Foreign Affairs non-departmental appropriation Support for Ukraine.

**Legal Considerations**

- 43 The options discussed in this paper are consistent with international law, and with state practice in the wider international community. As Cabinet has previously noted, under the UN Charter, New Zealand is entitled to provide support to Ukraine to act in self-defence in response to Russia’s aggression.<sup>2</sup> The proposals in this paper are calibrated [redacted] s6(a) Operational parameters for any support will be tailored to ensure compliance with New Zealand’s legal obligations. [redacted] s6(a)
- [redacted] he NZDF will ensure that any assistance provided will be consistently monitored to ensure compliance with New Zealand’s legal obligations.

<sup>2</sup> CBC-22-MIN-0503 refers.

44 **Status of forces and application of host nation law.** The legal basis for all of the NZDF deployments is with the permission of the host Government. New Zealand maintains an Exchange of Personnel Memorandum of Arrangement with the UK. Exchange personnel in the UK are subject to the provisions of the Great Britain and Northern Ireland Visiting Forces Act 1952.

45 **Health and Safety at Work Act 2015.** This activity is an operational activity as defined by section 7(4)(a)(ii) of the Act. The activity is to be carried out by the Armed Forces overseas, and should it be approved, will constitute an activity to which the Government of New Zealand wishes to provide assistance. Therefore, the provisions of the Health and Safety at Work Act will not apply. Notwithstanding the fact that the Health and Safety at Work Act does not apply, New Zealand Defence Force personnel will uphold the objectives of Defence Force Order 071, which includes taking reasonably practicable steps to ensure their place of work, and manner of carrying out work, are safe.

46

s6(a)

47

#### **Threat Assessment**

48 New Zealand Defence Intelligence assess that the threat to NZDF personnel operating in Europe (less Ukraine, Belarus and Russia) would likely be equivalent to the NZDF Strategic Military Threat Assessment of s6(a). The most significant risk is the potential for incidental harm as a result of terrorism.

#### **Consultation**

49 This paper was jointly prepared by the NZDF, the Ministry of Defence, and the Ministry of Foreign Affairs and Trade. The Treasury, the Department of Prime Minister and Cabinet, the New Zealand Security Intelligence Service, and the Government Communications Security Bureau were consulted.

#### **Next Steps, Communications and Proactive Release**

50 The paper will be proactively released in due course.

51 Officials recommended that decisions made pursuant to this Cabinet paper be announced as part of the broader communications pack for the second anniversary of the commencement of the war in Ukraine on 24 February. Advice on this communications pack has been provided in the submission to the Ministers of Foreign Affairs, Finance and Defence of 15 February.

#### **Recommendations**

The Ministers of Foreign Affairs and Defence recommend that Cabinet:

s6(a)

1. **Note** that New Zealand has taken significant decisions to provide diplomatic, military, economic and humanitarian support to Ukraine's self-defence efforts and these continue to be welcomed and acknowledged by Ukraine and key partners.
2. [Redacted] s6(a)
3. **Note** that the mandates for existing New Zealand Defence Force deployments in support of Ukraine's self-defence expire on 30 June 2024.
4. **Note** that the threat to New Zealand Defence Force personnel operating throughout Europe is considered to be [Redacted] s6(a)
5. **Agree** the strategic objectives proposed for New Zealand Defence Force deployments in support of Ukraine's self-defence.

*Option One – Evolve and extend New Zealand Defence Force support to Ukraine (recommended)*

6. **Agree** to extend the deployment of the up to 97 New Zealand Defence Force personnel deployed in support of Ukraine within the themes of: intelligence, liaison, logistics, training, and command and administration from 1 July 2024 until 30 June 2025.
7. **Agree** to evolve the New Zealand Defence Force support by adapting the number of personnel supporting intelligence, liaison, logistics, and command and administration roles.
8. **Agree** to evolve the New Zealand Defence Force training support for the Armed Forces of Ukraine towards instructor training; tactical combat casualty care training; basic combat engineer training; combat leadership training; and maritime explosive ordnance training.
9. [Redacted] s6(a)
10. **Agree** to evolve the New Zealand Defence Force support to Ukraine by delegating authority to the Chief of Defence Force to manage the employment of up to 97 personnel deployed in support of Ukraine's self-defence across the Cabinet-approved themes of: intelligence, logistics, liaison, training, command and administration.
11. **Note** that the Minister of Defence will be informed of significant changes to the composition of deployed personnel by the Chief of Defence Force when the situation requires it.
12. **Note** that should a deployment opportunity emerge for the New Zealand Defence Force that exceeds the 97 personnel cap, presents a new policy position or requires new funding, officials would return to Cabinet to seek approval.
13. **Note** that at no time would NZDF personnel enter the territories of Russia, Belarus or Ukraine.
14. **Note** the total estimated cost is \$12.368 million in Financial Year 2024/25.
15. **Note** this option can be funded within the existing unallocated baseline for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests Multi-Category Appropriation. [Redacted] s9(2)(f)(iv), s9(2)(g)(i)

OR

*Option Two – Conclude New Zealand Defence Force support to Ukraine (not recommended)*

16. **Agree** to conclude all New Zealand Defence Force contributions after 30 June 2024.
17. **Note** that Option Two has no financial implications.

*Financial contribution to the International Fund for Ukraine*

18. **Agree** to provide \$3.500 million in military assistance to the International Fund for Ukraine which allows for the procurement of lethal and non-lethal military assistance.
19. **Approve** the following fiscally neutral adjustments to appropriations to give effect to the decision in recommendation 18 above, with no impact on the operating balance and/or net Core Crown debt.

	\$m – increase/(decrease)			
	2023/24	2024/25	2025/26	2026/27
<b>Vote Defence</b> <b>Minister of Defence</b> Departmental Output Expenses: Ministry of Defence Outputs (funded by revenue Crown)	(1.500)	-	-	-
<b>Vote Foreign Affairs</b> <b>Minister of Foreign Affairs</b>  Multi-Category Expenses and Capital Expenditure - Act in the world to build a safer, more prosperous and more sustainable future for New Zealanders MCA Departmental Output Expenses: <i>Delivery of New Zealand's foreign policy</i> (funded by revenue Crown)	(2.000)	-	-	-
Non-Departmental Other Expenses: Support for Ukraine	3.500			

20. **Agree** that the proposed changes to appropriations for 2023/24 above be included in the 2023/24 Supplementary Estimates, and that in the interim, the increase be met from Imprest Supply.

Authorised for lodgement

Hon Winston Peters  
Minister of Foreign Affairs

Hon Judith Collins KC  
Minister of Defence

Appendix 1 – Total NZDF funding allocation to mandated deployments.

s9(2)(f)(iv), s9(2)(g)(i)

Released by the Minister of Defence



# Cabinet Foreign Policy and National Security Committee

## Minute of Decision

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### Oral Item: Assistance to Ukraine

**Portfolio** Foreign Affairs

On 13 February 2024, the Cabinet Foreign Policy and National Security Committee:

- 1 **noted** that New Zealand has committed \$88.5 million in assistance in response to Russia's invasion of Ukraine so far (including in-kind contributions and deployments);
- 2 **noted** that 24 February 2024 will mark two years since the start of the invasion;
- 3 **noted** the elements of a further proposed package of support, as outlined in the supporting document under FPS-24-SUB-0001;
- 4 **noted** that the Minister of Defence intends to submit a paper to Cabinet on 19 February 2024, seeking agreement to the extension of the New Zealand Defence Force (NZDF) Operation TIEKE deployment;
- 5 **noted** that the Ministry of Foreign Affairs and Trade (MFAT), the Ministry of Defence, and NZDF, in consultation with the Treasury and other agencies as appropriate, will seek approval from the Ministers of Foreign Affairs, Defence, and Finance to the relevant elements of the support package;
- 6 **authorised** the above Ministers to have Power to Act to take decisions on the support package, excepting the proposed deployment extension and measures to counter sanctions evasion (which is discussed in the companion paper under FPS-24-SUB-0003), including the transfer of funding as appropriate;
- 7 **invited** the delegated Ministers to provide an oral update to Cabinet on the decisions taken under the authorisation referred to above;
- 8 **noted** that MFAT, the Ministry of Defence, and NZDF will seek approval from the Ministers of Foreign Affairs and Defence for the announcement of sanctions measures, following confirmation by Cabinet.

Jenny Vickers  
Committee Secretary

**Attendance: (see over)**



**Present:**

Rt Hon Christopher Luxon  
Rt Hon Winston Peters (Chair)  
Hon David Seymour  
Hon Nicola Willis  
Hon Judith Collins  
Hon Mark Mitchell  
Hon Todd McClay

**Officials present from:**

Office of the Prime Minister  
Department of the Prime Minister and Cabinet  
Officials Committee for FPS  
Office of the Minister of Foreign Affairs

Released by the Minister of Defence



# Cabinet Foreign Policy and National Security Committee

## Summary

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### Oral Item: Assistance to Ukraine

**Portfolio**                      **Foreign Affairs**

At its meeting on 13 February 2024, the Cabinet Foreign Policy and National Security Committee will consider an item on providing assistance to Ukraine.

The **attached** document outlines elements of a proposed package of support, including humanitarian, reconstruction, and military assistance. The document includes an **annex**, which summarises the assistance provided by New Zealand so far, including a break-down of the cost of specific contributions.

Jenny Vickers  
Committee Secretary

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**Hard-copy distribution:**  
Cabinet Foreign Policy and National Security Committee

Released by the Minister of Defence

## Non-Paper: Further New Zealand Assistance to Ukraine

### Summary/Context

- 24 February 2024 will mark two years since the start of Russia's illegal invasion of Ukraine. There will be increased international focus on the war<sup>1</sup>, and interest in any further New Zealand response.
- New Zealand has so far provided assistance valued **at NZ\$88.5m** (more detail is provided in annex). No new assistance has been announced since 12 July 2023.
- New Zealand has a strategic interest in ensuring that respect for sovereignty and territorial integrity is maintained, and breaches of international law do not go unchallenged. [REDACTED] s6(a)
- Ukraine continues to look to New Zealand (and other friends and allies) to support its ongoing self-defence, as emphasised by President Zelenskyy when he spoke to Prime Minister Luxon on 21 December, and by Ambassador Myroshnychenko's when he met with Ministers earlier in December.
- International support, particularly the provision of advanced military assistance to Ukraine's Armed Forces, has been critical in Ukraine's successful self-defence (and indeed its ability to push Russian forces back in some areas) to this point.
- Two years into the war, international political/diplomatic support for Ukraine has remained stable. [REDACTED] s6(a)
- [REDACTED] s6(a)
- [REDACTED] s6(a)
- On that basis, our closest European partners will remain by Ukraine's side and continue to welcome New Zealand assistance. The EU recently confirmed a €50b support facility for Ukraine out to 2027, [REDACTED] s6(a)
- Officials have assessed options for the announcement of a new package of sanctions and assistance for Ukraine to take place on, or before, 24 February. This package would be funded through existing departmental baselines.

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<sup>1</sup> On 23 February, Ukraine's Foreign Minister will convene a high-level event at the UN General Assembly on "the situation in the temporarily occupied territories of Ukraine".

## Proposed package of support:

### Humanitarian Assistance

- Officials recommend that New Zealand provides a further **NZ\$7 million in humanitarian support** this financial year:
  - NZ\$5 million to support the Ukraine Humanitarian Fund (managed by the UN Office for the Coordination of Humanitarian Affairs) and the International Committee of the Red Cross.
  - NZ\$2 million to support the regional refugee response in Ukraine's neighbouring countries, including a contribution to the UN High Commissioner for Refugees and funding for accredited New Zealand humanitarian NGOs.

### Recovery/Reconstruction Assistance

- On 12 July 2023, the previous New Zealand Government announced a funding envelope of **NZ\$3m for Ukraine's recovery/reconstruction**, but the delivery mechanism for that support was not announced at the time.
- Officials recommend that the best option would be to provide this support through the World Bank's Ukraine Relief, Recovery, Reconstruction and Reform Trust Fund (URTF). This could be announced as part of the 24 February package.

### Military Assistance: New Zealand Defence Force (NZDF) Deployments

- Operation TĪEKE is currently the NZDF's largest international operational deployment, with up to 97 personnel deployed in Europe through to 30 June 2024 across four themes: intelligence, liaison, logistics, and training.
- Officials propose announcing that **NZDF's Operation TĪEKE deployment in support of Ukraine's self-defence will be extended for a further 12 months**. The deployment from 1 July 2024 would continue to focus on the training of members of the Armed Forces of Ukraine, as well as providing logistics, liaison, and intelligence support to Ukraine and partners.

### Military Assistance: Donation to International Funds for Ukraine

- New Zealand has previously provided military assistance to Ukraine through two international funds:
  - The UK-managed International Fund for Ukraine, which allows for the procurement of lethal and non-lethal military assistance. New Zealand made a NZ\$7.5m contribution to this fund in 2022 s6(a)
  - The NATO Comprehensive Assistance Package (known informally as the NATO Trust Fund), which provides non-lethal military assistance to Ukraine. New Zealand has provided three donations, worth a total NZ\$10.59m to this fund.
- Officials are exploring options to re-phase expenditure for **an additional NZ\$2-4m contribution to the International Fund for Ukraine** through the UK. MFAT has identified NZ\$2 million from baseline that could be reprioritised for this contribution. Funds would most likely be transferred in April, subject to approval of an appropriation transfer by Ministers.

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s6(a)

### Russia Sanctions Act Designations

- To date, New Zealand has implemented 24 tranches of sanctions with over 1600 individuals and entities designated under the Russia Sanctions Act 2022.
- Contingent on this Committee's consideration today and Cabinet's decision on the Russia Sanctions Cabinet Paper on 19 February, officials propose a **package of measures to counter sanctions evasion**. These measures would include (a) implementation of the G7-plus oil price cap; (b) clarification and confirmation that the export of restricted items to Russia and Belarus through third countries is prohibited; and (c) the designation of individuals and entities involved in sanctions evasion. These sanctions could be announced as part of the package (with more detailed approvals and statements to follow later in the month).

### Special Ukraine Visa: Residence Pathway

- In August 2023, the previous government announced a new residence pathway, which will be available to Special Ukraine Visa holders where the principal applicant was granted a Special Ukraine Visa and travelled to New Zealand before 15 March 2024.
- The policy is in line with similar countries who have already closed their temporary pathways. Officials do not propose any changes to the policy, which has been largely well received by the Ukrainian community in New Zealand.

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### Next steps

- MFAT, the Ministry of Defence, and NZDF will provide formal advice through:
  - a joint submission addressed to the Minister of Foreign Affairs and the Minister of Defence, seeking approval for the announcement of sanctions measures and the humanitarian assistance (\$7m), reconstruction assistance (\$3m), military assistance (\$2m+ for the International Fund for Ukraine) options proposed in this non-paper; and
  - a paper to Cabinet on 19 February seeking a mandate for the NZDF deployment extension.

## Annex: New Zealand's Assistance since 24 February 2022

- To date, New Zealand has committed **\$NZ88.5 million** in assistance in response to Russia's invasion of Ukraine (including in-kind contributions and deployments).

Diplomatic s6(a)	Military (\$58.5m)	Economic and Humanitarian s6(a)
s6(a)	NZDF Deployments (\$35.6m)	Ukraine Humanitarian Response (\$14.9m)
UN Office of the High Commissioner for Human Rights (\$1m)	Supplies and Equipment (\$11.3m)	Reconstruction Assistance (\$3m)* <u>Announced but not yet allocated</u>
s6(a)	Weapons and Ammunition (\$7.5m)	s6(a)
Nuclear Safety and Security (\$0.5m)	Commercial Satellite Access (\$4.1m)	Global Food Insecurity Response (\$1.85m)
		Demining Assistance (\$1.2m)
		Cyber Resilience (\$0.75m)
		OECD Ukraine Country Programme (\$0.1m)

Released by the Minister of Defence