

HON RON MARK, MINISTER OF DEFENCE

New Zealand Defence Force: Proposal to Nominate a Candidate for the Role of Multinational Force and Observers' Force Commander – Release of Cabinet Documents

December 2019

This publication provides papers associated with Cabinet's July 2019 decision to agree to the New Zealand Defence Force nominating a candidate for the role of Force Commander to the Multinational Force and Observers' mission in the Sinai Peninsula in Egypt; and (if the New Zealand candidate is endorsed by the mission and the Egyptian government) to seek approval for the deployment of the Force Commander and a Military Assistant and Personal Protection Officer from December 2019 to March 2022.

The pack comprises the following documents:

- July 2019 Cabinet External Relations and Security Committee minute of decision *Role of Force Commander to the Multinational Force and Observers Mission: Proposal to Nominate a Candidate* [ERS-19-MIN-0017]
- The associated Cabinet paper *Proposal to Nominate a Candidate for the Role of Multinational Force and Observers' Force Commander* [ERS-19-SUB-0017]

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

It has been necessary to withhold certain information in accordance with the following provisions of the Official Information Act 1982. Where information is withheld, the relevant sections of the Act are indicated in the body of the document.

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

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



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.

Role of Force Commander to the Multinational Force and Observers Mission: Proposal to Nominate a Candidate

Portfolios Foreign Affairs / Defence

On 23 July 2019, the Cabinet External Relations and Security Committee (ERS):

Background

- 1 **noted** that on 11 September 2018, ERS agreed to extend the 28-person mandate of the New Zealand Defence Force (NZDF) to the Multinational Force and Observers (MFO) mission in the Sinai Peninsula, Egypt, by two years, until September 2020 [ERS-18-MIN-0016];
- 2 **noted** that New Zealand has maintained a consistent presence in the MFO since 1982, and that the mission is an important contribution to regional peace and stability, the international rules-based order, and the promotion of New Zealand's values;

Proposed deployment

- 3 **noted** that New Zealand has received a request from the Director-General of the MFO to nominate a candidate as Force Commander;
- 4 **agreed** to the proposal of a NZDF nominee for the role of MFO Commander;
- 5 **noted** that New Zealand would provide an accompanying Personal Protection Officer and Military Assistant for the duration of the Force Commander's term;
- 6 **approved** the deployment of a Force Commander, Military Assistant, and Personal Protection Officer from December 2019 to March 2022, contingent on the requisite approvals from the mission and host governments;
- 7 **agreed** that the NZDF may temporarily exceed the Cabinet-mandated personnel numbers for New Zealand's MFO deployment for the purposes of command reconnaissance, rotation, and extraction of forces from theatre [CAB-18-MIN-0346];
- 8 **noted** that the overall unmitigated threat level for NZDF personnel deployed to the MFO is s6(a)
- 9 **noted** that deployed personnel receive regular and relevant training for the risk environment; and that the operational threat level is continually monitored by the NZDF;

Financial implications

- 10 **noted** that the total estimated cost of the proposed deployment from December 2019 to March 2022 is assessed as \$0.505 million;
- 11 **noted** that the estimated cost can be met from within the existing Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.

Janine Harvey
Committee Secretary

Present:

Rt Hon Jacinda Ardern
Rt Hon Winston Peters (Chair)
Hon Kelvin Davis
Hon Grant Robertson
Hon Andrew Little
Hon David Parker
Hon Stuart Nash
Hon Ron Mark

Hard-copy distribution:

Minister of Foreign Affairs
Minister of Defence

Officials present from:

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

Released by the Minister of Foreign Affairs and
the Minister of Defence

Chair, External Relations and Security Committee

PROPOSAL TO NOMINATE A CANDIDATE FOR THE ROLE OF MULTINATIONAL FORCE AND OBSERVERS' FORCE COMMANDER

Proposal

1. To seek agreement for the New Zealand Defence Force (NZDF) to nominate a Force Commander to the Multinational Force and Observers' (MFO) mission in the Sinai Peninsula in Egypt; and (if the New Zealand candidate is endorsed by MFO Director-General and the Egyptian and Israeli Governments) to seek approval for the deployment of the Force Commander and two associated positions from 1 December 2019 to 31 March 2022.

Background

2. On 10 July 2019, the Minister of Defence received a written request from the Director-General of the MFO for New Zealand to nominate a Force Commander for the mission. New Zealand currently has 28 personnel deployed into the MFO and acceptance of this role would require an additional mandate for three personnel (the Force Commander, an accompanying Military Assistant, and a Personal Protection Officer) from 1 December 2019 to March 2022¹.

3. As the Force Commander, the candidate would exercise command over almost 1,200 military personnel from 13 different countries², and supervise over 700 local and international civilians. New Zealand has filled this role twice in the past, including by Major General Donald McIver (1989-1991), and more recently, Major General Warren J. Whiting (2010-2013).

4. [REDACTED] s6(a)

[REDACTED] The New Zealand Defence Force has identified a suitable candidate for this position, who would serve for the full term of up to three years.

Mission Background

5. The MFO is a neutral arbiter in monitoring the security provisions of the 1979 *Egypt-Israel Peace Treaty* (the '1979 Peace Treaty') [REDACTED] s6(b)(i)

[REDACTED] New Zealand has

1 The MFO have specified a fixed term. However, traditionally the Force Commander may be extended (for up to three years in total) with agreement between the Force Commander, MFO Headquarters, and Treaty partners, at which time we would revert to Cabinet.

2 New Zealand, Australia, United Kingdom, United States, Canada, Colombia, Czech Republic, Italy, Norway, Fiji, France, Japan and Uruguay.

maintained a consistent presence in the MFO since its formation in 1982, and it is one of our most significant commitments to Middle East regional stability and the international rules-based order. In September 2018, the New Zealand Government extended the 28-person deployment to the MFO by two years, until September 2020 [CAB-18-MIN-0444 refers].

The Force Commander opportunity amplifies New Zealand's contribution to MFO

6. The position of Force Commander is currently filled by Major General Simon Stuart of Australia, who will complete his term in December 2019. [REDACTED] s6(b)(ii)

[REDACTED]

7. [REDACTED] s6(b)(i)

8. [REDACTED] s6(a)

9. [REDACTED] s6(a)

10. While the MFO mission absorbs the cost for the Force Commander, the MFO expects the contributing nation to provide two accompanying roles; those of a Military Assistant and the Personal Protection Officer. These two positions operate in closest

[REDACTED] s6(b)(i)

proximity to the Force Commander, and are traditionally from the same country due to the advantages of holding a common knowledge of language, protocol, and standard operating procedures.

New Zealand's current contribution

11. Since 1982 over 2,000 NZDF personnel have served in the MFO. New Zealand currently has 28 personnel in theatre, comprised of a driving section, a training and advisory team, headquarters staff, an electrician, and a member of the Military Police. New Zealand also contributed 33 engineers for six months in 2017 to assist in the construction of security perimeters as part of the reconfiguration process.

Risks

12. The unmitigated operational threat level for NZDF personnel deployed to the MFO s6(a) Accordingly, all NZDF personnel in theatre regularly conduct training that is relevant to the mission. s6(a)

NZDF continually monitors the operational threat level, and should the security situation deteriorate significantly, the Chief of the Defence Force, in consultation with the Minister of Defence, would take what measures are appropriate to ensure the security of NZDF personnel.

13. The proposed additional mandate of three personnel is from December 2019 to March 2022. New Zealand's 28-personnel deployment will be considered by Cabinet prior to its September 2020 mandate expiry.

Implications for New Zealand's ability to deploy to our immediate region

14. The NZDF contribution to MFO does not impact on New Zealand's ability to deploy to our immediate region in the event of an emergency. s6(a)

Rotations

15. In 2012, Cabinet agreed to the inclusion in all NZDF deployment papers of a provision that allows NZDF to temporarily exceed Cabinet-mandated personnel numbers for the purposes of command reconnaissance, rotation, and extraction of forces from theatre [CAB Min (12) 10/2 refers]. In July 2018, Cabinet noted the 2012 decision and agreed that this convention will continue [CAB 18-MIN-0346 refers]. The Chief of Defence Force will inform the Minister of Defence, Minister of Foreign Affairs and Prime Minister in advance whenever a rotation, extraction or command reconnaissance is planned above mandated numbers. s6(a)

Consultation

16. This paper has been 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 and the Treasury were consulted.

Financial Implications

17. The estimated cost of the proposed deployment from 1 December 2019 to 31 March 2022 is \$0.505M. This is based on MFO funding the Force Commander role, and NZDF covering costs for the two additional personnel.

18. The expenditure to be funded from Crown Revenue is \$0.505M and the estimated costs can be met from the existing funding for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.

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

Vote Defence Force	NZ \$million					Total
	2019/2020	2020/21	2021/22	2022/23	2023/24	
Estimated cost of proposed deployment	0.159	0.203	0.143	-	-	0.505
Total funded from existing appropriation: Operations Contributing to New Zealand's Security, Stability and Interests	0.159	0.203	0.143	-	-	0.505
Additional Funding Required	-	-	-	-	-	-

Proactive Release

20. A redacted version of this Cabinet paper would be proactively released should it be approved by Cabinet, and after a decision has been made by the MFO headquarters and the Egyptian and Israeli governments to confirm or decline the New Zealand candidacy.

Recommendations

21. The Ministers of Foreign Affairs and Defence recommend that the Committee:

1. **note** that in 2018 Cabinet agreed to extend the 28-person mandate of the New Zealand Defence Force to the Multinational Force and Observers mission in the Sinai Peninsula, Egypt, by two years, until September 2020;
2. **note** that New Zealand has maintained a consistent presence in the Multinational Force and Observers since 1982 and the mission is an important contribution to regional peace and stability, the international rules-based order, and the promotion of New Zealand's values;

3. **note** that New Zealand received a request from the Director-General of the Multinational Force and Observers to nominate a candidate as Force Commander;
4. **agree** to the proposal of a New Zealand Defence Force nominee for the role of Multinational Force and Observers Force Commander;
5. **note** that New Zealand would provide an accompanying Personal Protection Officer and Military Assistant for the duration of the Force Commander's term;
6. **approve** the deployment of a Force Commander, Military Assistant, and Personal Protection Officer from December 2019 to March 2022, contingent on the requisite approvals from the mission and host governments;
7. **agree** that the New Zealand Defence Force may temporarily exceed the Cabinet-mandated personnel numbers for New Zealand's Multinational Force and Observers deployment for the purposes of command reconnaissance, rotation, and extraction of forces from theatre;
8. **note** that the overall unmitigated threat level for New Zealand Defence Force personnel deployed to the Multinational Force and Observers is s6(a)
9. **note** that deployed personnel receive regular and relevant training for the risk environment; and the operational threat level is continually monitored by the New Zealand Defence Force;
10. **note** that the total estimated cost of the proposed deployment from December 2019 to March 2022 is assessed as \$0.505M; and
11. **note** that the estimated costs can be met from within the existing Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests MCA.

Authorised for lodgement

Rt Hon Winston Peters
MINISTER OF FOREIGN AFFAIRS

Hon Ron Mark
MINISTER OF DEFENCE

Annex A: Map of the Multinational Force and Observers mission



Annex B: Current Roles of NZ Personnel in Multinational Force and Observers

Sector	Roles	Qty	Indicative Rank
Force Protection	s6(a)	s6(a)	s6(a)
	Military Police		CPL
HQ Roles	Assistant Staff Officer Plans		MAJ
	Passport Clerk		CPL
	Aide de Camp		LT
	Joint Operations Plans SO2		MAJ
	Company Quartermaster		SGT
	Personnel Staff Officer		SLT
	Joint Plans Officer		MAJ
Drivers	Driver		PTE – LCPL
	Driving Instructors		LCPL
	Drivers in Charge		SSGT
Training Facility	Trainer/Instructor		SSGT
	Chief Instructor		LT
	Training Warrant Officer		WO1
	Physical Training Instructor		SGT
Engineering and Infrastructure	Electrician		LCPL
	Engineering Officer		LTCOL
	Engineering Warrant Officer		SSGT
		28	

Annex C: MFO Position Descriptions

Post	Rank	Job Description	Qualifications required
Force Commander	Major General	<ul style="list-style-type: none"> • Reports to and serves under the DG who is responsible for the over-all direction of the MFO in the fulfillment of its functions as per the Protocol to the Treaty of Peace; • Exercises command responsibility over a multinational combined/joint force of approximately 1100 military members; • Retains overall supervisory responsibility of approximately 700 civilian observers and staff and contractor personnel; • Exercises command authority over own national contingent as home country provides; • Provides detailed guidance on respective authorities and relationships, and on the scope of responsibilities; • Acts as the military liaison between the Treaty Parties, one of the most important elements of the mission; • Has overall responsibility for force protection. 	<p><i>Essential</i></p> <ul style="list-style-type: none"> • Strong leadership • Excellent inter-personal communications • Coalition operations experience (preferably in the Near East) • Proven political-military or diplomatic experience <p><i>Helpful</i></p> <ul style="list-style-type: none"> • Prior international peacekeeping experience • Counter-terrorism/counter-insurgency experience • Prior experience working with US forces • Foreign languages (specifically Arabic, Hebrew, or Spanish)
Military Assistant	LTCOL	<ul style="list-style-type: none"> • Managing all Force official correspondence, in co-ordination with the Chief of Staff and Force Primary Staff. • Managing and establishing all external Force suspense items. Ensuring Force staff responses to MFO HQ Rome, Tel Aviv and Cairo have been properly coordinated, are procedurally correct and are in compliance with all MFO Directives, Policies and Orders, prior to authorized signature and dispatch. • Supervising the Force Head Quarters staff and office administration of the Force Commander. • Providing interface between MFO Rome, Cairo, Tel Aviv and Force staff. Being the single point of contact in the Force for current status of staff actions and policy decisions. • Coordinates with Planning and Operations Branch to establish the long-term calendar. 	<ul style="list-style-type: none"> • Highly effective interpersonal skills • Reliable and consistent organizational skills. • Proficient with MS Office suites. • Unit command or personnel experience • Operational experience on a multi-national peace keeping operation (Desirable) • Command and Staff College qualified • CL 4WD Light DDP • Full Class 1 driver Licence • MJTP Level 3 • LOAC Level 2

Personal Protection Officer	SGT	<ul style="list-style-type: none"> • Conducts Close Protection operations for FC. • Assists Force Protection Cell with threat assessment and mitigating measures. • Liaise with both Egyptian and Israeli security officers. • Assists the ADC in communication planning. • Drives FC within the region in a variety of vehicles. • Maintains the FC's assigned vehicles, performing all daily maintenance and cleaning tasks. • [REDACTED] s6(a) • [REDACTED] s6(a) • In the absence of the FC's Interpreter (FCI) conducts the general tasks as listed in the FCI's Job Description, with the exception of interpreting/translating. 	<ul style="list-style-type: none"> • Proficient in MS Office suites. • Effective time management skills. • Ability to provide clear and concise verbal orders. • Ability to work without supervision. • Possess good personal management and leadership skills. • Exposure to Close Protection Operations. • [REDACTED] s6(a) • Hold a full class 2 drivers licence. • [REDACTED] s6(a) • [REDACTED] s6(a) • Urgent Duty Drivers Course qualified. • LOAC Level 2 Residential qualified. • [REDACTED] s6(a)
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