

## **Multi-Dimensional Peace Operations: Integration Revisited Beijing 26/27 March**

### **Peace support operations and New Zealand's foreign and security policy**

1. For New Zealand, active involvement in peace support operations is a central part of our commitment to international peace, security, and multilateralism. We believe that expressions of support for these ideals should be backed up with concrete contributions.
2. One of New Zealand's five key defence objectives is "to contribute to global security and peacekeeping through participation in the full range of UN and other appropriate multilateral peace support, peacekeeping and humanitarian relief operations".
3. We are presently engaged in 23 peace support missions in 15 countries, with up to 400 personnel deployed. The New Zealand Defence Force is deployed in such diverse locations as Bamyan in Afghanistan, Solomon Islands, and Sudan. This is a substantial commitment for a small nation with modestly sized armed forces.
4. Although a large proportion of our operational activities can be described as peace support, the New Zealand Defence Force is trained and equipped to undertake a wide spectrum of operations, including combat.
5. New Zealand, including as part of the CANZ grouping, is active on "the whole question of peacekeeping" at the United Nations. Current peacekeeping issues include implementation of measures against sexual exploitation, safety of UN peacekeepers and other personnel, the multidimensional nature of modern peacekeeping (including the increasing roles for Police and Corrections on UN missions), the role of regional arrangements in promoting peace and security, and the contribution that peacekeeping makes to wider nation-building and peacebuilding. We are hoping for progress on the implementation of the Responsibility to Protect (R2P), the notion of integrated peace operations, and the work of the new Peacebuilding Commission (PBC).

### **New Zealand's peace support priorities**

6. New Zealand maintains guidelines for considering peacekeeping requests, and a process by which those requests are handled by officials. Part of this process is an annual strategic review of peacekeeping deployments that provides the Government with a picture of the scope of possible requests over the next year. Specific peacekeeping requests are, however, still considered individually.
7. New Zealand tends to contribute military forces where there is clear UN endorsement, and where we can make a distinctive and effective

contribution. We focus on multiple, small-scale, niche deployments, rather than the bulk supply of personnel and equipment.

8. Our contributions are concentrated heavily in the Middle East and the South Pacific. Our contributions to Middle East peace security include long-standing commitments to upholding Arab-Israeli peace agreements (MFO, UNTSO, and UNIFIL) and contributions that support the international campaign against terrorism (UNAMA, OEF, and ISAF).
9. The South Pacific is a natural area of focus for New Zealand. We share a range of constitutional, cultural, and trading links with our northern island neighbours. We are ourselves a South Pacific island nation.
10. Many Pacific Island countries face an unprecedented level of instability. Regional challenges include political instability, weapons proliferation, spread of infectious diseases, illegal resource extraction, transnational crime - including people smuggling, drugs trafficking, and money laundering - population growth, governance failures, fragile economies and communal tensions.
11. In recent years, New Zealand has played a key role – in close partnership with Australia – in regional peace support missions. We have operated in Bougainville, Timor Leste, Solomon Islands and Tonga. The South Pacific is area where New Zealand can make a real difference.

### **The New Zealand style of peace support**

12. A special feature of New Zealand forces is their ability to relate to local people, to get on with them and avoid arrogance. Strong leadership, solid training, Kiwi ingenuity and resourcefulness characterise New Zealand deployments. The New Zealand Defence Force has shown itself to be a highly professional organisation, well suited to the international peace support role.
13. New Zealand recognizes that peace support and peacekeeping operations are increasingly multi-dimensional, requiring a wider range of capabilities for more complex mandates, integrating political, administrative, security and humanitarian components. Armed forces are but one aspect of this equation. As our Minister of Defence has said, “Without security, development is impossible, and without development security by itself cannot achieve economic and social progress.”
14. The Regional Assistance Mission in Solomon Islands, is an example of an integrated and measured intervention in a fragile state. RAMSI was launched in July 2003 at the request of the Solomon Islands Government following economic collapse, the breakdown of law and order, and ethnic conflict.
15. The mission is a comprehensive integrated package of assistance with elements addressing law and justice, governance, and economic

development. The military component is a subset of the police component, which in turn belongs to the law and justice element.

### Future trends

16. Peace support operations will remain a core part of the NZDF's business for the foreseeable future. It is also fair to expect that the factors underpinning our focus on the South Pacific and Middle East will remain compelling.
17. These substantial commitments absorb a good proportion of New Zealand's resources, but we also recognize that there are areas warranting greater attention. Africa is chief among these. An enhanced New Zealand contribution would, however, be contingent on additional contributions by our traditional partners, and the availability of resources given our other priorities.
18. One of those priorities is the extensive modernization underway across the New Zealand Defence Force. A range of new ships, new land vehicles, and new and upgraded aircraft are substantially improving the force's mobility, firepower, and force protection.

### Current commitments

19. Currently about 400 NZDF personnel are deployed on 14 peace support missions. New Zealand's focus is on multiple, small-scale, niche deployments, rather than the bulk supply of personnel and equipment. New Zealand's largest missions are in Timor-Leste, Afghanistan, Solomon Islands, and the Sinai. New Zealand also has deployments in Bougainville, Tonga, Korea, Bosnia, Kosovo, Israel, Lebanon, Syria, Iraq, and Sudan.
20. By far the majority of New Zealand's deployments are to non-UN operations (e.g. ISAF in Afghanistan, MFO in Sinai and RAMSI in Solomon Islands). New Zealand currently contributes 15 NZDF personnel and 25 NZ Police to 6 UN missions<sup>1</sup> (Afghanistan, Iraq, Sudan, UNTSO, Kosovo and Timor-Leste). New Zealand's rank on the UN Troop contributors list has averaged around 92nd, but with the recent 'blue hating' of the New Zealand Police contingent in Timor-Leste, New Zealand is ranked 78th. The UN's quantitative ranking does not however reflect the quality of New Zealand's contributions - the skills and experience of our personnel are especially valued by the UN Department of Peace Keeping Operations (DPKO).
21. New Zealand has been a leading contributor to the **Regional Assistance Mission to Solomon Islands** since its establishment in 2003. We currently contribute a NZDF platoon of up to 50 personnel, including the Deputy military commander, 35 Police and a number of civilian personnel including the Deputy Special Coordinator. New Zealand also provides substantial NZAID assistance to the Solomons (\$18 million in 2005-06), which includes

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<sup>1</sup> New Zealand's contribution to the UN mission in Lebanon is not included because it is with the UN Mine Action Service rather than the formal UN mission in Lebanon (UNIFIL).

support for RAMSI. We deployed an additional NZDF company (up to 125 personnel) and 30 NZ Police to the Solomons in response to the April election-related violence. New Zealand will continue to deploy military personnel to RAMSI, in rotation with Australia and other military contributors (PNG and Vanuatu). In response to civil unrest in Nuku'alofa in 2006, New Zealand deployed a contingent of 45 NZ Police and 60 military personnel to support Tonga in maintaining the rule of law. Currently, 10 NZ Police officers remain providing capacity building and mentoring. NZ Police expect to continue to have a presence in Tonga (size and composition to be determined) in the medium to long term. Five NZ Police are also in **Bougainville** providing training to the Bougainville Community Auxiliary Police. A further contribution of up to five Police (probably comprising three NZ Police and two from Pacific Island police forces) to assist the Bougainville Regular Police has recently been approved.

22. New Zealand is a key participant in the current stabilisation force in **Timor-Leste**. With the Australian Defence Force, we were involved in the mission planning and a New Zealand platoon of 42 Defence personnel was on the ground soon after the Timorese request for assistance. Currently 148 NZDF personnel are serving under the Australian-led Combined Joint Task Force and two providing training to the Timorese defence forces. In addition two NZDF officers are serving in the UN Integrated Mission in Timor-Leste (UNMIT) including the Chief Military Liaison Officer (colonel-level). 25 NZ Police are also with UNMIT.
23. Ministers are shortly due to consider a proposal to deploy a helicopter detachment to **Timor Leste** to support the UN and the Combined Joint Task Force. A New Zealand officer will also assume the post of Deputy Force Commander.
24. New Zealand was one of the first countries to send military forces to **Afghanistan** as part of the international campaign against terrorism. New Zealand has committed three rotations of special forces to Operation Enduring Freedom (OEF) in Afghanistan. New Zealand has contributed frigates 2002/2003 and maritime patrol aircraft 2003 to the Multinational Interdiction Operation in the Arabian Sea.
25. New Zealand is a significant contributor to stability and development in **Afghanistan**. New Zealand has provided more than NZ\$130 million in military and development assistance to Afghanistan between 2001 and 2006. 114 NZDF personnel and three New Zealand Police officers are based there over winter. New Zealand's Provincial Reconstruction Team (PRT) was established in Bamyan Province, in the central highlands, in 2003 and is now serving under the NATO-led International Security Assistance Force (ISAF). It is widely recognised as a model PRT. In addition, New Zealand provides a number of staff officers to ISAF headquarters, trainers for the Afghan National Army, and a military liaison officer with United Nations Assistance Mission in Afghanistan (UNAMA). On 12 March, Cabinet approved extension of all current New Zealand deployments to September 2008 and additional contributions of up to two medical staff with Canadian Forces in

Kandahar for 12 months and a frigate as part of OEF in the Gulf for one month.

26. In 2003, at the urging of the United Nations and consistent with Security Council Resolution 1483, New Zealand deployed a Defence Force light engineer group alongside UK forces to work on humanitarian and reconstruction tasks in southern **Iraq** for a period of twelve months. Currently, a New Zealand Defence Force officer works as part of the United Nations Assistance Mission for Iraq (UNAMI).
27. New Zealand is a longstanding and respected contributor to both the **United Nations Truce Supervisory Organisation (UNTSO)** in Israel, Lebanon and Syria (seven personnel) and the non-UN Multinational Force and Observers (MFO) in the Sinai (26 personnel). We recently held the position of UNTSO Head of Mission for just over two years - Major General Clive Lilley who returned in December. A niche contribution of a 4-person munitions team and a 6-person technical advice team to assist in the clearance of unexploded ordnance deployed in February 2007 to Lebanon to work with the UN Mine Action Service.
28. New Zealand's contribution of three officers to the UN Mission in **Sudan** (UNMIS) is currently our only mission in Africa. The stability of the Balkans region remains a priority for the EU and its member states. New Zealand contributes 3 staff officers and an 8-person Liaison and Observation Team to the EU mission in **Bosnia**. (**NB:** Officials are recommending that as the international military dimension of operations in Bosnia has decreased New Zealand withdraw this year as the EU draws their troops down. Cabinet is expected to make a decision in the next month). One New Zealand staff officer is deployed with the UN Mission in **Kosovo**. New Zealand maintains a commitment of three officers to the UN Command Military Armistice Commission (UNCMAC<sup>2</sup>) in **Korea**.

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<sup>2</sup> Although affiliated to the UN through the armistice, UNCMAC is not managed by the UN Department of Peacekeeping Operation or Department of Political Affairs and thus is not considered a UN deployment.