

HON RON MARK, MINISTER OF DEFENCE

Proposal to Continue New Zealand's Contribution to Afghanistan Army Training

March 2019

This publication provides documents supporting Cabinet's June 2018 decision to extend New Zealand's deployment to the Afghanistan National Army Officer Academy for three months to 30 September 2018, in order to take into account other regional deployment decisions.

The pack comprises the following documents:

- June 2018 Cabinet minute entitled *Proposal to Continue New Zealand's Contribution to Afghanistan Army Training* [CAB-18-MIN-0272]
- Cabinet paper entitled *Proposal to Continue New Zealand's Contribution to Afghanistan Army Training* [CAB-18-SUB-0272].

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 international organisation [section 6(b)(ii)].

Information is also withheld in order to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials [section 9(2)(f)(iv)]. It is not considered that the public interest in this information outweighs the need to protect it.



Cabinet

CAB-18-MIN-0272

Copy No: 24

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.

Proposal to Continue New Zealand's Contribution to Afghanistan Army Training

Portfolios: Foreign Affairs / Defence

On 11 June 2018, Cabinet:

- 1 **noted** that New Zealand's objectives in Afghanistan include:
 - 1.1 playing New Zealand's part to ensure that Afghanistan is not used again as a safe haven for terror groups to plot, launch and inspire global terror attacks;
 - 1.2 supporting the maintenance of the international rules-based (and regional) order;
 - 1.3 maintaining alignment with key security partners, cognisant of the direct national security threats they face emanating from Afghanistan;
 - 1.4 ensuring that the whole-of-government investment in Afghanistan supports international efforts to achieve long-term peace, stability and prosperity;
- 2 **noted** that New Zealand best meets these objectives through its contribution in support of NATO's strategy to build the capacity and capability of the Afghanistan National Defence and Security Forces, enabling them to sustain sufficient pressure on the Taliban insurgency to force the negotiation of a peace settlement;
- 3 **noted** the challenging security situation in Afghanistan and the importance of a continued, explicit commitment by the international community to support the government of Afghanistan and the Afghanistan National Defence and Security Forces, as outlined in the paper under CAB-18-SUB-0272;
- 4 **noted** the positive impact of New Zealand's contribution to the Afghanistan National Army Officer Academy (the Officer Academy), as outlined in the paper under CAB-18-SUB-0272;
- 5 **noted** that the unmitigated operational threat for New Zealand Defence Force (NZDF) personnel in Afghanistan s6(a) and that the Operational Risk Management Strategies apply to the mission;
- 6 **noted** that the legal basis for New Zealand's involvement in Resolute Support Mission is through the Arrangement between New Zealand and NATO and the Status of Forces Agreement between NATO and Afghanistan, and that the Mission is endorsed by UNSCR 2189;

7 **agreed** to extend New Zealand’s deployment to the Officer Academy for three months to 30 September 2018 in order to take into account other regional deployment decisions;

8 **s6(a)**
 9 [Redacted]

10 **noted** that the Cabinet mandate for two NZDF personnel deployed to Resolute Support Mission Headquarters will expire on 30 June 2019 [ERD-17-MIN-0024], and that advice will be provided on these roles ahead of time;

Financial implications

11 **noted** that the total estimated cost of the deployment for three months to 30 September 2018 agreed to in paragraph 7 above is assessed as \$0.601 million;

12 **noted** that there is a shortfall of \$0.601 million in 2018/19 that is not able to be met within existing baselines;

13 **approved** the following changes to appropriations to give effect to the decision in paragraph 7 above, with a corresponding impact on the operating balance:

	NZ \$m – increase / (decrease)				
	2017/18	2018/19	2019/20	2020/21	2021/22 & outyears
Vote Defence Force Minister of Defence					
Multi-Category Expenses and Capital Expenditure					
Operations Contributing to New Zealand’s Security, Stability and Interests MCA					
Departmental Output Expense:					
Military Operations in Support of a Rules-Based International Order (funded by revenue Crown)	-	0.601	-	-	-

14 **agreed** that the additional expenses required in 2018/19 under paragraph 13 above be a charge against the tagged Operating contingency established as part of Budget 2017 for Military Operations in Support of a Rules-based International Order;

15 **agreed** that the change to appropriations for 2018/19 above be included in the 2018/19 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply;

16 **s6(a)**
 17 [Redacted]

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18

s6(a)

Michael Webster
Secretary of the Cabinet

Secretary's note: [redacted] s6(a) [redacted] It has been distributed
in hard copy to those listed on the distribution list below.

Distribution:

- Prime Minister
- Chief Executive, DPMC
- Deputy Chief Executive, Policy, DPMC
- Deputy Chief Executive, Security and Intelligence, DPMC
- Foreign Affairs Advisor, PAG, DPMC
- Minister of Foreign Affairs
- Secretary of Foreign Affairs and Trade
- Minister of Finance
- Secretary to the Treasury
- Minister in Charge of the New Zealand Security Intelligence Service
- Director, NZSIS
- Director, GCSB
- Minister of Defence
- Secretary of Defence
- Chief of Defence Force
- Controller and Auditor-General

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Chair

Cabinet

PROPOSAL TO CONTINUE NEW ZEALAND'S CONTRIBUTION TO AFGHANISTAN ARMY TRAINING

Proposal

This paper seeks Cabinet's agreement to continue New Zealand's 11 person contribution to the Afghanistan National Army Officer Academy, as part of the NATO Resolute Support Mission, until June 2019 at which point Cabinet would review the deployment again. This is one of New Zealand's two contributions to the NATO mission in Afghanistan.

s6(a)

Executive summary

2. The international community is still working to support the Afghanistan government and its security forces against the Taliban insurgency and other international terrorist groups. New Zealand plays a small but important part in that effort, training the next cadre of Afghan military leadership. Our current contribution is part of an ongoing multi-phased investment in Afghanistan by New Zealand with the purpose of achieving the following strategic objectives:

- a. to play our part in the global collective security effort to ensure that Afghanistan is not used again as a safe haven for terror groups to plot, launch and inspire global terror attacks;
- b. to play our part in supporting the maintenance of the international rules based (and regional) order;
- c. to maintain alignment with key security partners, cognisant of the direct national security threats they face emanating from Afghanistan; and
- d. to ensure that our whole of government investment in Afghanistan supports international efforts to achieve long term peace, stability and prosperity.

3. There has been some real progress in Afghanistan since an international coalition launched military operations in 2001. In the last 10 years, a series of presidential and parliamentary elections s6(a) and social and development indicators have improved.

4. However, there is an acknowledgement from international partners that there is no short term or easy win for Afghanistan. s6(a)

s6(a) It also faces a long-term terrorist insurgency waged by the Taliban with other groups such as Al Qaeda and ISIS's Afghan affiliate, Islamic State in Khorasan Province, also vying for permanent influence in the country.

5. New Zealand's contribution since 2001 has reflected the different stages of development in the country, from our immediate contribution to combat operations through the Special Air Service, to the establishment of the Provincial Reconstruction Team – first New Zealand Defence Force (NZDF) and then civilian-led, to our current role (since September 2013) training young officers in the Afghanistan National Defence and Security Forces (ANDSF) via the Afghanistan National Army Officer Academy (hereafter "Officer Academy"). Each phase has reflected changes in the international coalition's strategy towards Afghanistan and the evolving needs of the Afghan government and its people.

6. New Zealand's current military contributions in Afghanistan are delivered as part of the North Atlantic Treaty Organisation (NATO) Resolute Support Mission. The NATO mission's strategy sits alongside the ANDSF's Roadmap. The Roadmap is the Afghan Government's four year plan for improving its security forces out to 2020 and seeks a long-term security commitment from the international community to support and develop ANDSF capability. The international community complements its military support with multi-billion dollar Overseas Development Assistance contributions which aim to strengthen and sustain government institutions and reinvigorate the Afghanistan economy. This security and development effort in Afghanistan has been endorsed by the United Nations, most directly through UN Security Council Resolution 2189 (from December 2014).

7. Since 2013 (when New Zealand wound up its Provincial Reconstruction Team) our own approach has been to make a small but meaningful contribution to the international coalition's efforts in a way which best achieves New Zealand's strategic objectives. Principally, this is achieved through the deployment of 11 NZDF trainers to train the future leadership of the ANDSF at the UK-led Officer Academy in Kabul. The Officer Academy plays a key role in leadership development of the ANDSF.

8. [REDACTED] s6(a) [REDACTED] It supports a strategy in Afghanistan that while facing (significant) challenges also provides the current best offering to the people and government of Afghanistan while warding off a terrorist threat that goes well beyond Afghan borders. It is a financially sustainable mission and one that ensures, to the extent possible, the safety and security of the New Zealand personnel deployed offshore.

9. That said, should Cabinet prefer, New Zealand could seek alternatives to our current Officer Academy contribution. [REDACTED] s6(a)

[REDACTED]

10. Outside a military contribution, Afghanistan remains dependent on the international community with around two-thirds of its budget funded by foreign donors. New Zealand concluded its development programme in 2017. Currently we provide a modest financial contribution to the United National Development Programme's Law and Order Trust Fund for Afghanistan (USD\$6 million over the last three years). However, given that even significant additional funding from New Zealand would likely be small compared to the massive contributions made by Afghanistan's other donors, we are not recommending further financial support at this time (over and above our contributions to the Trust Fund).

responsible for providing security in Afghanistan. Also in this period New Zealand directly provided security and development assistance in Bamyán with the Provincial Reconstruction Team from 2003 to 2013.

16. Following the end of the NATO International Security Assistance Force mission in December 2014 which transferred security responsibility from the international community to the ANDSF, New Zealand's military commitment in Afghanistan has been delivered under the NATO's successor mission, NATO Resolute Support Mission, a non-combat mission currently comprising 39 NATO partners and allies. Annex [A] (**attached**) provides a summary of the nature of our various commitments.

17. The Resolute Support Mission's purpose is to support Afghanistan's security forces and institutions to develop their capacity through providing training, advice and assistance activities. The mission also complements broader institutional capacity-building and stabilisation efforts that are designed to shape the conditions for future political reconciliation between the Afghanistan Government and the Taliban. The Resolute Support Mission does not currently have a set end date but NATO has endorsed the ANDSF Four Year Roadmap to lift the capability and performance of the ANDSF out to 2020. The mission will however continue beyond this time period to an end date determined by conditions on the ground i.e. it is conditions-based.

Recent relevant Cabinet decisions

18. In 2013, the previous Government agreed to contribute eight personnel to the Officer Academy [CAB Min (13) 43/17 refers]. In May 2016 Cabinet agreed to extend the NZDF contribution to the Officer Academy until 30 June 2018 and increase the size of New Zealand's contribution to 10 [Cab Min (15) 11/16 refers]. In August 2017, Cabinet approved an additional increase of one NZDF person bringing the total to 11 NZDF personnel. [CAB Min (17) 04/37 refers].

19. The August 2017 Cabinet also decided that New Zealand contribute two NZDF personnel to the NATO Resolute Support Mission Headquarters in Kabul to 30 June 2019. One role oversees planning related to future NATO training activities, the second is subject matter expert on training who advises the Head of the Mission's Training Branch.

Comment

International commitment to Afghanistan

20. The NATO Resolute Support Mission operates in Afghanistan at the invitation of the Afghanistan Government. In 2014 the UN Security Council unanimously adopted resolution 2189, welcoming the agreement between NATO and the Afghan Government to establish a post-2014 non-combat mission in that country to aid national defence and security forces (NATO's Resolute Support Mission).

21. Key coalition members, including the US, UK, Australia and EU members see that an explicit long-term, conditions-based (as opposed to time-bound) commitment to Afghanistan is vital to i) continue to develop the capability and capacity of the Afghan security forces so they can protect the Afghan population and pressure the Taliban on the battlefield; and ii) [REDACTED] s6(a), s6(b)(ii)

22. The Resolute Support Mission is also complemented by the international community's efforts to continue to lift Afghanistan's governance and development performance, as well as by the US counter-terrorism mission, which targets Taliban leaders and other terrorist groups, in particular Al-Qaeda and ISIS' local franchise s6(a)

23. The main strategic driver for this significant commitment is to ensure that Afghanistan cannot, once again, be used as a safe haven from which to inspire, plan or launch global terrorism. In addition to the Taliban, a significant number of terrorist and insurgent groups are concentrated in Afghanistan; s6(a)

Islamic State in Khorasan Province (ISIS's local affiliate) and Al-Qaeda. Afghanistan's prolonged insecurity poses risks for regional and global security and, should the Taliban be able to return to power – or simply control large population centres – this would create the conditions for groups with a demonstrated capability and explicit intent to carry out a global terrorist agenda to reassert themselves.

24. Other drivers for the ongoing international commitment include: the recognition of i) what a return to Taliban control would mean for the security and human rights for the people of Afghanistan, s6(a)

25. The US and NATO are planning an increased operational tempo in Afghanistan over the coming year, including with more US military capability s6(a). The US has, therefore, increased personnel deployed to the Resolute Support Mission in Afghanistan to 8475 over the last year. The US also has other personnel deployed in Afghanistan in support of their combat, counter-terrorism mission. The UK and Australia have also lifted their numbers to 500 and 300 respectively. Germany, a key barometer of the strength of European commitment to the coalition, has recently increased troop numbers to 1300. See Annex [A] for further details on the commitments of coalition members.

Progress is slow but normalisation takes time

26. The last 17 years has seen some successes, notably the prompt removal of the Taliban from power, and driving Al-Qaeda into hiding and significantly hampering its capability. However, progress since then has been slow and gradual, characterised by fits and starts, a pattern that is typical of one of the world's most challenging security environments.

27. s6(a) the Taliban now holds more territory across Afghanistan than at any time since their removal from power in 2001. However, there are signs of positive, albeit slow, progress. With the training and advice being provided by the NATO Mission enabling improvements in ANDSF capability, Taliban gains in 2017 were limited compared to previous years. Combined with increased US counter-terrorism activities, this helped to protect cities and important infrastructure. s6(a)

s6(a)

28. s6(a)

29. Since the Taliban's removal from power in 2001, (a group widely noted for its fundamentalist and repressive social policies), there has been some social progress in Afghanistan. Whilst Afghanistan remains one of the most conservative societies in the Muslim world, student numbers have grown from 900,000 boys in 2001 to 9,000,000 students today (3,600,000 of whom are girls). 57% of the population have access to basic healthcare, increasing from 9% in 2002. Independent media was non-existent in 2001, and there are now around 75 different news agencies in Afghanistan helping to enshrine freedom of speech in Afghan society. The UN Mission in Afghanistan also works to pursue economic development and to lift Afghan citizens' quality of life.

30. However, Afghanistan's social progress is not universal. Woman's rights in Afghanistan remain underdeveloped. While we may not yet be seeing significant and widespread social progress in Afghanistan, as long as democratically-elected governments remain in power and are able to provide security, there is the potential for Afghanistan to continue on its current course of gradual social progress.

The plan from here for the Resolute Support Mission and the Afghan Government

31. Afghanistan and its international partners acknowledge that a military solution to the conflict is likely unachievable. The Resolute Support Mission's operational plan is designed to support the ANDSF s6(a) with political and diplomatic pressure s6(a) to force the group to the negotiating table. This operational plan supports the ANDSF Four Year Roadmap which began in 2017 and ends in late 2020. The Afghan Government made a public offer to the Taliban in late February to start negotiations but thus far the Taliban continue to refuse to engage. s6(a)

New Zealand's current commitments in Afghanistan: Officer Academy

32. Over the past five years, following the withdrawal of the New Zealand-led Provincial Reconstruction Team, the contribution to Officer Academy has been regarded as the most efficient and effective means to achieve New Zealand's strategic objectives of:

- a. playing our part to ensure that Afghanistan is not used again as a safe haven for terror groups to plot, launch and inspire global terror attacks;
- b. supporting the maintenance of the international rules-based (and regional) order;
- c. maintaining alignment with key security partners, cognisant of the direct national security threats they face emanating from Afghanistan; and
- d. ensuring that our whole of government investment in Afghanistan supports international efforts to achieve long term peace, stability and prosperity.

33. The Officer Academy is a key part of the overall capacity building strategy. It focusses on delivering training and mentoring to the Afghan Army to train future Afghan military leaders, and develop the skills that will enable Afghanistan to take responsibility for its own defence. As of 9 May 2018, 3359 Afghan Officer Cadets have been trained through this effort. In an important step in the development of the ANDSF, 147 of these graduates are female.

34. To date, the NZDF training and mentoring contribution has enabled the Officer Academy to progress from an instructional model to a train-the-trainer model, with Afghan Army instructors now acting as lead instructors in their own right, supported by the mentorship of Coalition personnel. NZDF mentors and instructors constitute 12% of the Officer Academy staff establishment, alongside Denmark s6(a), Australia s6(a) and the United Kingdom s6(a).

35. New Zealand receives consistently positive feedback from Resolute Support Mission leadership and the Government of Afghanistan for this particular contribution. New Zealand is recognised for its skills and cultural empathy in providing security training. It is a capability that is well applied in Afghanistan, adding real value to the development of the ANDSF leadership.

36. The Officer Academy is a well-scoped, self-contained and largely secure mission which generates good outcomes. Compared to other options for military participation in Afghanistan, it is relatively low cost, simple, and low risk, given its position in a secure compound within a well-established institution. It's on this basis that the paper contains an option for continuation for a further 12 months, with the ability to review the form (both military and non-military) of New Zealand's contribution at that point.

s6(a)

37. s6(a)

New Zealand's current commitments in Afghanistan: the Law and Order Trust Fund for Afghanistan

38. Beyond the Officer Academy, the New Zealand Government has also provided USD\$6 million in overseas development assistance over the last three years to the United Nations Development Programme-managed Law and Order Trust Fund for Afghanistan. Our contribution provides financial support to the Ministry of Interior to manage a transparent, accountable, auditable and efficient payroll system for the Afghanistan National Police and the Central Prisons Department personnel and is essential to the ongoing sustainment of the ANDSF.

39. New Zealand's financial commitment runs until the end of 2018. We have received and will consider a request for further contributions of a similar quantum for the 2019-2021 period. This funding, and securing ongoing partner contributions, will be a headline priority for the NATO Summit in July.

s9(2)(f)(iv)

40. s9(2)(f)(iv)

s6(a)

41. s9(2)(f)(iv)

42. s9(2)(f)(iv)

s6(a)

43. s6(a)

44. s6(a)

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

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

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

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

Operational Risk and Risk Management Strategies, including security and force protection arrangements

49. The unmitigated operational threat level for Afghanistan is assessed by Defence Intelligence [REDACTED] s6(a) In order to mitigate the risk to NZDF personnel deployed to the region, a range of physical security measures are employed (discussed below), coupled with the completion of an increased level of operational training and preparedness by personnel, prior to deployment.

50. The Officer Academy is located approximately 10 kilometres from central Kabul. NZDF mentors and support staff operate from working and domestic accommodation within the Coalition Force Facility, referred to as Camp Qargha. The Officer Academy and Camp Qargha are collocated within the Marshal Fahim National Defence University.

51. The Marshal Fahim National Defence University has an external perimeter surrounded by barbed wire fences, and is monitored and patrolled by the Afghan National Army. [REDACTED] s6(a)
[REDACTED]
[REDACTED]

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

53. UK and Australian forces provide force protection to all partners at the Officer Academy. During periods of instruction and training, the United Kingdom and Australian force protection personnel provide dedicated, personal security to instructors/mentors.

54. NZDF personnel regularly travel between Camp Qargha and the Officer Academy, and occasionally travel between the Officer Academy and other training locations in Kabul. Mentors and Real Life Support personnel may be required, on occasion, to travel to the Resolute Support Mission Headquarters, the New Kabul Complex and Bagram Air Field in the course of their duties. [REDACTED] s6(a)

s6(a)

55. s6(a)

56. Medical support is comprehensive within Kabul and is provided by Coalition Forces. This support includes a robust aero-medical evacuation capability.

Logistical Support

57. Logistical support is provided for NZDF personnel in Afghanistan through the New Zealand National Support Element s6(a). Logistical support is also provided from the UK as part of a Technical Arrangement between the United Kingdom Ministry of Defence and the NZDF.

Legal Framework

58. The overarching legal framework for the Resolute Support Mission is provided by a NATO – Afghanistan Status of Forces Agreement. This defines the terms and conditions under which NATO forces are deployed, as well as the activities they are authorised to carry out. The mission is endorsed by the United Nations Security Council Resolution 2189 of 12 December 2014.

59. The formal mechanism for New Zealand's participation in the Resolute Support Mission is an Arrangement signed on 24 December 2014 between New Zealand and NATO, which approved the participation of New Zealand as an operational partner. This was refreshed via exchanges of letters between the NATO Secretary General and New Zealand Ambassador to NATO in Brussels when New Zealand agreed to increase its Officer Academy the contribution from eight to 10 personnel (in October 2016) and from 10 to 11 personnel (in October 2017).

Consultation

60. This paper has been prepared by the Ministry of Foreign Affairs and Trade, the Ministry of Defence and the NZDF. The Department of The Prime Minister and Cabinet (NAB, SIG, PAG) and the Treasury were consulted.

Financial Implications

Financial implications of a 12 month extension

61. The estimated cost of the deployment is \$2.405M

62. There is a shortfall in funding available from current appropriations of \$2.405M because funding for Vote Defence Force: Operations Contributing to New Zealand's Security, Stability and Interests is fully committed for 2018/19 as a result of existing mandated missions.¹ The additional funding required of \$2.405M is proposed to be

¹ The mandated missions include Building Partner Capability in Iraq, Maritime Security and Support Operations in the wider Middle East region, the United Nations Missions in South Sudan, South Korea, Israel and Mali.

charged against the tagged Operating Contingency established as part of Budget 17 for Military Operations in Support of a Rules-based International Order.

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

Vote Defence Force	NZ \$million				
	2017/18	2018/19	2019/20	2020/21	Total
Estimated cost of proposed deployment	-	2.405	-	-	2.405
Total funded from existing appropriation: Operations Contributing to New Zealand's Security, Stability and Interests	-	-	-	-	-
Additional Funding Required	-	2.405	-	-	2.405

64. The following table sets out the impact for this deployment on the tagged Operating contingency established as part of Budget 17 for Military Operations in Support of a Rules-based International Order:

Vote Defence Force	NZ \$million				
	2017/18	2018/19	2019/20	2020/21	Total
Balance of tagged Operating contingency	2.420	20.000	20.000	-	42.420
Previously approved deployments	(3.410)	(5.809)	-	-	(9.219)
Funding for this mission	-	(2.405)	-	-	(2.405)
Remaining tagged operating contingency balance	(0.990)	11.786	20.000	-	30.796

s6(a)

65. s6(a)

66. s6(a)

67. s6(a)

s6(a)

68. s6(a)

69. s6(a)

s6(a)

70. s6(a)

s6(a)

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Publicity

71. If Cabinet approves the deployment, we intend to issue a joint press release outlining New Zealand's continued commitment.

72. Following the joint press release, a redacted version of this Cabinet paper will be released.

Recommendations

73. The Ministers of Foreign Affairs and Defence recommend that Cabinet:

- a. **note** New Zealand's objectives in Afghanistan include:
 - i. playing our part to ensure that Afghanistan is not used again as a safe haven for terror groups to plot, launch and inspire global terror attacks;
 - ii. supporting the maintenance of the international rules-based (and regional) order;
 - iii. maintaining alignment with key security partners, cognisant of the direct national security threats they face emanating from Afghanistan; and
 - iv. ensuring that our whole of government investment in Afghanistan supports international efforts to achieve long term peace, stability and prosperity.
- b. **note** New Zealand best meets these objectives through its contribution in support of NATO's strategy to build the capacity and capability of the Afghanistan National Defence and Security Forces, enabling them to sustain sufficient pressure on the Taliban insurgency to force the negotiation of a peace settlement;
- c. **note** the challenging security situation in Afghanistan and the importance of a continued, explicit commitment by the international community to support the Government of Afghanistan and the Afghanistan National Defence and Security Forces;
- d. **note** the positive impact of New Zealand's contribution to the Afghanistan National Army Officer Academy;
- e. **note** the unmitigated operational threat for NZDF personnel in Afghanistan s6(a) and the Operational Risk Management Strategies applied to the mission;
- f. **note** the legal basis for New Zealand's involvement in Resolute Support Mission through the Arrangement between New Zealand and NATO and the Status of Forces Agreement between NATO and Afghanistan, and that the Mission is endorsed by UNSCR 2189;

g. **agree:**

- i. to continue NZDF's contribution of 11 personnel to the Afghanistan National Army Officer Academy out to 30 June 2019 at which time Cabinet would review the deployment again;

AND

- ii. invite Ministers to report back to Cabinet in April 2019 on a full range of s6(a) options available s6(a)

s6(a)



- h. **note** that the Cabinet mandate for two NZDF personnel deployed to Resolute Support Mission Headquarters will expire on 30 June 2019 [CAB Min (17) 04/37 refers] and that advice will be provided on these roles ahead of time;

- i. **note** the total estimated cost of the 12 month deployment is assessed as \$2.405M;

- j. **note** that for the 12 month deployment none of the estimated costs for 2018/19 can be met from within the existing funding for Operations Contributing to New Zealand's Security, Stability and Interests;

- k. s6(a)

- l. s6(a)

- m. s6(a)

- n. **approve** the following changes to appropriations to give effect to the policy decision in recommendation 73 g above with a corresponding impact on the operating balance;

Vote Defence Force Minister of Defence	NZ \$m – increase / (decrease)				
	2017/18	2018/19	2019/20	2020/21	2021/22 & out-years
Multi-Category Expenses and Capital Expenditure Operations Contributing to New Zealand's Security, Stability and Interests MCA					
Departmental Output Expense: Military Operations in Support of a Rules-Based International Order (funded by revenue Crown)	-	2.405	-	-	-

- o. **agree** that the additional expenses required in 2018/19 under recommendation **73 n** above be a charge against the tagged Operating contingency established as part of Budget 17 for Military Operations in Support of a Rules-Based International Order; and,
- p. **agree** that the proposed change to appropriations for 2018/19 above be included in the 2018/19 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply.

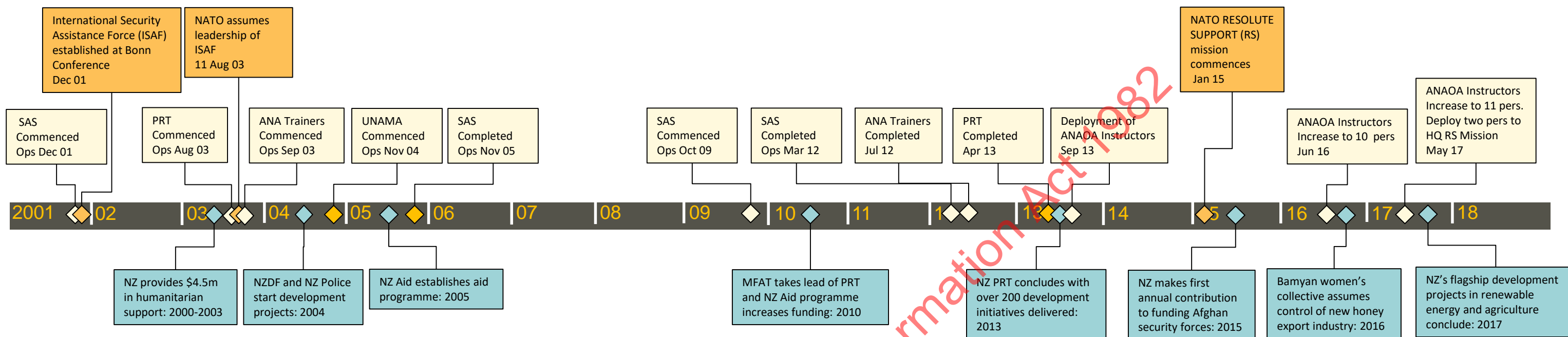
Authorised for lodgement

Rt Hon Winston Peters
MINISTER OF FOREIGN AFFAIRS

Hon Ron Mark
MINISTER OF DEFENCE

Annexes:
A. NZ in Afghanistan – Timeline
B. Map of NZDF locations in Afghanistan

NZ IN AFGHANISTAN TIMELINE



NZ Military Activities and Dates of Significance

- December 2001 – deployment of SAS to Kandahar.
- August 2003 – deployment of the NZ Provincial Reconstruction Team (PRT) to Bamyán.
- September 2003 – deployment of NZDF NCOs to provide command and training to Afghan National Army (ANA) Personnel.
- November 2004 – deployment of LTCOL(E) to the UN Assistance Mission Afghanistan (UNAMA). Deployment completed 2013.
- November 2005 – SAS deployment complete and return to NZ.
- October 2009 – deployment of NZSAS personnel to Kabul.
- March 2012 – SAS deployment complete and return to NZ.
- July 2012 – ANA Trainers complete and return to NZ.
- April 2013 – PRT complete and returned to NZ.
- September 2013 – Deployment of Instructors/Mentors (eight pers) with the UK training team to the Afghan National Army Officer Academy (ANAOA).
- June 2016 – Instructors/Mentors at ANAOA increases to ten pers.
- May 2017 – Instructors/Mentors at ANAOA increases to 11. Additionally, two pers are deployed to HQ RS Mission.

Acronym Key:
 SAS – Special Air Service (New Zealand's Special Forces)
 PRT – Provincial Reconstruction Team
 ANA – Afghan National Army
 UNAMA – United Nations Assistance Mission Afghanistan
 ANAOA – Afghan National Army Officer Academy

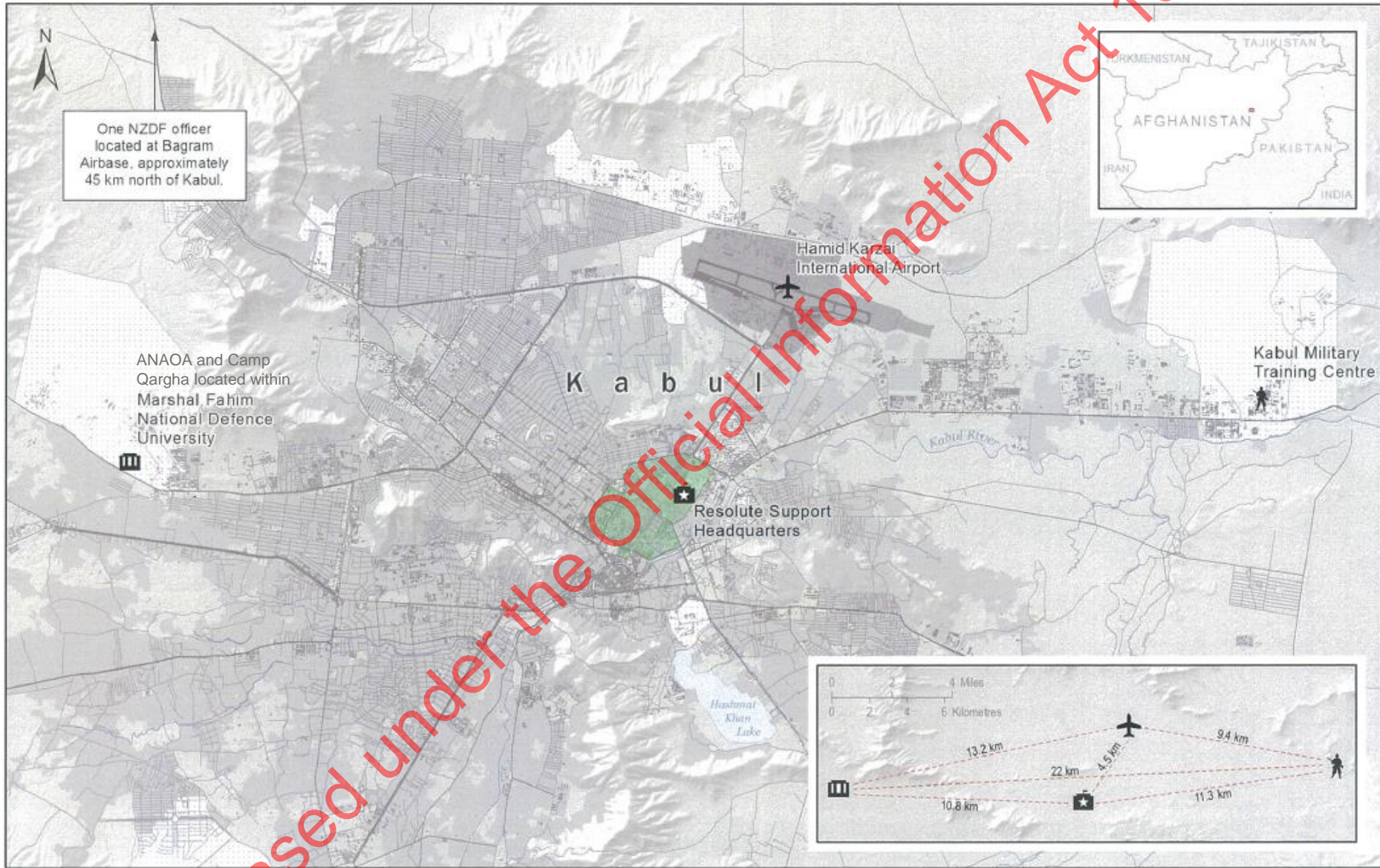
NZ Civilian Activities and Dates of Significance

- 2000 to 2003 – \$4.5 million humanitarian and immediate health support to mitigate the unfolding crisis.
- 2004: NZDF and NZ Police start to deliver development projects by training police and rebuilding critical infrastructure in Bamyán; restoring damaged transport links (bridges) and water sources
- 2005: NZ Aid establishes Afghanistan programme (\$5 million pa). MFAT leads PRT from 2010 when governance and development becomes a key focus. Development budget increases to \$9m p.a
- 2013: By the conclusion of the PRT, NZ delivers over 200 development initiatives (>\$80 million) improving the lives of tens of thousands through better education, health, governance, agriculture and power supply e.g. increased school attendance in Bamyán from only 312 students in 2006 to 2,700, and construction of 7 primary health clinics enabling vaccination of infants.
- 2015: NZ makes first annual US\$2 million contribution to help sustain the funding of the Afghan security forces
- 2016: Bamyán women's collective assumes full control of the new women-led honey production and international export industry
- 2017: NZ's flagship economic development investments in renewable energy and agriculture conclude. Over 4,000 Bamyán households have access to reliable power from the NZ funded 1MW solar array and improved distribution networks. Over 40 community owned, self-sustaining, farming cooperatives increased incomes by 35%, wheat yields by 80%, potato yields by 29% and decreased livestock mortality by 68%

Current Troop Contributing Nations (as at May 2018)

Nation	Numbers	Nation	Numbers
United States	8,475	Georgia	872
Italy	895	Germany	1,300
Romania	679	United Kingdom	500
Turkey	588	Mongolia	120
Czech Republic	230	Poland	247
Australia	300	Portugal	10
Albania	83	Bulgaria	158
Denmark	155	Azerbaijan	120
Croatia	106	Hungary	93
Netherlands	100	Armenia	121
Bosnia Herzegovina	60	Norway	54
Finland	29	Belgium	78
Macedonia	39	Lithuania	50
Spain	8	Latvia	36
Slovakia	34	Montenegro	20
Sweden	29	Austria	18
New Zealand	13	Ukraine	11
Greece	6	Slovenia	8
Estonia	5	Iceland	2
Luxembourg	1		

Afghanistan: Kabul



Green Zone Military Base

0 2 4 Miles
0 2 4 6 Kilometres

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