

**New Zealand Police Association
ICPRA CONFERENCE 2010**

New Zealand Police Involvement in Overseas Deployments

New Zealand Police is currently involved in five major international policing deployments. Total personnel numbers currently deployed are around 80, with the majority being stationed in Timor Leste and Solomon Islands. Current missions comprise a mix of operational policing support, and capacity building aimed at strengthening rule of law through development of effective local policing and justice institutions.

Current overseas deployments

Afghanistan: "Operation Highlands"

The first contingent of New Zealand police officers was deployed to Afghanistan in March 2003 to help rebuild and educate the local police service, as part of a German-led policing reform project.

The New Zealand Police unit is co-located with the New Zealand Defence Force's NATO-led Provincial Reconstruction Team (PRT) mission in Bamyan province, in the central highlands of Afghanistan, hence the name 'Operation Highlands'. Currently three Police personnel are deployed.

New Zealand Police is part of a multi-national group that includes police officers, advisors and contracted experts from the United States, England, Sweden, Finland, Korea and Japan to assist in police reform in Afghanistan.

General tasks

Operation Highlands is essentially a capacity-building mission aimed at fostering rule of law through strengthening the Afghan police service.

Prior to the establishment of the international assistance mission, local police in Afghanistan received no formal training. A large proportion of the police force was illiterate and, in general, their skill level was very low.

NZ police are working as part of a countrywide police reform project led by the German government to:

- Instil professionalism into the police and turn the focus to combating drug cultivation, drug processing and drug trafficking
- Assist in the training of Police recruits
- Establish the Police Academy

Currently the New Zealand police are managing the Police Training Centre in Bamyan Province. They are working to up-skill local trainers in all areas of general policing, improve their training techniques and ensure that all members of

police adhere to the curriculum training standards developed by the US Police Training Project.

Timeline

- September 2003 - The New Zealand Defence Force enters Bayman Province, in central Afghanistan as part of a NATO-led Provincial Reconstruction Team.
- March 2005 - Two New Zealand Police officers arrive in Bayman Province as part of a German-led police reform project. The NZ project is named 'Operation Highlands'.
- December 2005 - The deployment of three New Zealand officers arrive in Bayman Province.

Bougainville: Community Policing Project

Bougainville is New Zealand Police's longest-running deployment. In 1999, New Zealand Police entered Bougainville as part of the Bougainville Community Policing Project (BCPP) to formally establish community-based policing in this autonomous region of Papua New Guinea.

The joint NZAID/AusAID project involved the recruitment and subsequent training of suitable candidates to the newly established Community Auxiliary Police (CAP). New Zealand Police designed the training syllabus specifically for the CAP and drew heavily on indigenous conflict-resolution techniques.

NZAID identified the need for such a project after Bougainville emerged from a long period of civil war and sought to establish itself as an autonomous state from Papua New Guinea. At that time, there was no visible and effective law and justice systems in place.

In 2001, the BCPP project was ceased after the successful establishment of the Community Auxiliary Police, however the project was re-started again in April 2005 to allow the establishment of effective court and penal systems. In this stage of the project, New Zealand police are working at village-level with a council of elders and village board to establish a restorative justice system.

The BCPP now comprises 10 staff (7 NZ Police, 2 Vanuatu Police and 1 NZAID employee). About 70 staff have been deployed there since the project began.

General tasks

The Bougainville deployment is a capacity-building project aimed at strengthening rule of law through establishment of effective local policing and justice institutions.

The broad goals of the BCPP project are to:

- successfully recruit candidates for the Community Auxillary Police
- develop and maintain a training programme for local police recruits.
- increase the capability of the community police service
- develop effective, 'home-grown' law and justice systems

Timeline

- 1999 - New Zealand police enter Bougainville as part of the Bougainville Community Policing Project
- 2001 - After the successful establishment of Community Auxillary Police, NZ police withdraw from Bougainville
- 2002 - Bougainville Peace Agreement Act implemented, providing greater autonomy for Bougainville and laying the foundations for referendum on independence in 10-15 years time
- April 2005 - New Zealand police return to Bougainville to help develop indigenous law and justice systems

Solomon Islands: RAMSI

In 2003, the New Zealand police joined a fifteen country international assistance programme (RAMSI) to restore law and order in the Solomon Islands.

The Regional Assistance Mission Solomon Islands (RAMSI) was established after the Solomon Islands government called for international assistance to eliminate corruption from its public institutions and help re-build the country's crumbling social and economic infrastructure.

At this time, the Royal Solomon Islands Police (RSIP) was incapable of restoring order. Corrupt police members, so called 'special constables', would frequently extort money from cabinet ministers with the use of high-powered military style weapons stolen from the police armoury.

New Zealand police were deployed under RAMSI to act as part of an international police force to help in the conviction and arrest of several corrupt police members in top levels of police management.

Since then, they have worked in an operational policing capacity alongside the RSIP, and are now involved in capacity-building. 35 staff are currently deployed on six-month rotations. In addition, NZ Police has three senior staff seconded to the Solomon Islands police force on a bilateral arrangement outside of RAMSI.

Prior to the establishment of RAMSI, New Zealand and Australian police were involved in the Solomon Islands Policing Project (SIPP). SIPP was created after a short civil war in 2001 that was triggered by an ethnic conflict. It is estimated that approximately 1000 people died in the armed conflict.

General tasks

The Solomon Islands mission, through SIPP and RAMSI, has been lengthy and moved through a progression of tasks. Early tasks included operational policing and policing support for the restoration of law and order, including by addressing corruption in the local police. Since 2005, the mission has moved into a capacity-building phase to strengthen the local rule of law institutions, particularly the police.

The agreement between the Solomon Islands government and fifteen contributing countries involved in RAMSI established the following goals:

- Repair and reform the machinery of government, improve government accountability and improve the delivery of services in urban and provincial areas
- Improve economic governance and strengthen the government's financial systems
- Help rebuild the economy and encourage sustainable broad-based growth
- Build strong and peaceful communities

Timeline

- 2000 - The Australian and New Zealand Defence Forces enter into the Solomon Islands to restore order after armed conflict erupts
- Nov 2000 - An unarmed Australia/New Zealand International Peace Monitoring Team is established following a peace settlement between the combatants. The team, which consists of Police and Defence staff, commences the restoration of peace and public confidence in the Solomon Islands
- 2001 - The New Zealand Police enters the region under the Solomon Island Policing Project
- 2003 - Operation Galaxy is launched. The first significant police contingent is deployed to the Solomon Islands under the RAMSI agreement
- Jan 2005 - RAMSI moves into policing capacity development role

Timor Leste: Operation Tuituia

New Zealand police officers were deployed to Timor Leste in July 2006 to quell unrest in the region, at the request of the Timorese government. This followed the disintegration of the local police force (PNTL) in the capital Dili and surrounding areas.

The deployment of NZ police followed years of civil unrest and international administration of Timor Leste since 1999. In 2005, the UN reached the final stages of a three-year project to prepare the country for independence and began to reduce numbers.

Nine months later, however, a serious rift developed within the 1400-strong Timorese military resulting in 600 members being sacked. Riots broke out in April 2006, after a rally in support of the sacked soldiers turned violent. When youth gangs joined in security forces fired into crowds. Five people died and 21,000 inhabitants of Dili fled their homes.

The NZ police contingent is currently working closely with the New Zealand Defence Force, in the area of Becora, east of Dili, to restore order to the country. It is currently making the transition from a military 'green' led operation to a 'blue' police led operation. 25 staff are currently deployed on six-month rotations.

General tasks

The Timor Leste mission involves a mix of operational policing and policing support tasks, with some training and development aimed at long term capacity building.

After the April 2006 riots, New Zealand police joined the International Assistance Force (IAF), which contains members from the Royal Malaysian Police, Australian Federal Police, Australian Defence Force, NZ Defence Force and Portugal's paramilitary police to undertake the following tasks -

- crime prevention and community safety
- investigations and operations
- training and development
- administration, oversight and strategy including financial, human resource and logistics and asset management.

Timeline

- 1999 - NZ Police joins the United Nations Transitional Authority in East Timor (UNTAET) to help prepare Timor for independence
- 2001 - NZ Police withdraw from East Timor after the UNTAET operation comes to an end
- May 2002 - East Timor becomes an independent nation under President Xanama Gusmao. It is re-named Timor Leste
- 2005 - The UN reduces numbers in the region
- 2006 - NZ Police are redeployed to Timor Leste following riots in the capital of Dili

Tonga

In November 2006, rioting broke out in the Tongan capital Nuku'alofa, causing widespread and severe damage to buildings and vehicles. A 45-strong contingent of New Zealand police officers was deployed to provide an efficient and effective contribution to the recovery efforts, to help investigate crimes committed during the rioting, and also to provide support to frontline police in the community. Since then, a small contingent of four NZ police has been maintained in and around Nuku'alofa to help support Tonga Police with specialist policing skills.

In late May 2008, the deployment transitioned to the Tonga Police Development Programme, a three to five-year Australia, New Zealand and Tonga programme of assistance to the Tongan police force. NZAID funds the New Zealand Police's contribution to the programme.

The Tonga deployment is essentially an operational policing and policing support mission.

Other programmes

Alongside the major commitments outlined above, the Police worked towards developing a programme of long-term assistance to the Cook Islands police, and a package of community policing assistance for Papua/West Papua, Indonesia.

NZ Police was also involved in a range of offshore programmes and projects to benefit New Zealand's national security, including:

- the Pacific Prevention of Domestic Violence Programme
- the Pacific Police Dog Programme

- the Philippines Model Police Station Project
- Clandestine Laboratory Training (Indonesia)
- Crime Scene Investigation Training (Malaysia)
- the Police Armoury Redevelopment (Tonga).

Historical overseas deployments for New Zealand Police staff

Cyprus (1964- 67)

- Following a request from United Nations, New Zealand furnished a volunteer force of 20 police officers for peace-keeping duties in Cyprus. The unit was stationed in Limassol, where it acted as liaison between the Greek Cypriot and Turkish Cypriot police and aided with investigations.

Antarctica (1979 - 80)

- Operation Overdue was the New Zealand Police response to the Air New Zealand TE901 crash on Mt Erebus on 28 November 1979. A police team was deployed to Antarctica to recover the bodies of all passengers and crew. The Disaster Victim Identification operation continued at Auckland mortuary until February 1980.

Namibia (1989-90)

- New Zealand military engineers and members of New Zealand Police were deployed as part of the United Nations Transition Assistance Group (UNTAG).

Timor-Leste (1999-2001)

- The United Nations requested that New Zealand Police be available for the United Nations Transitional Authority in East Timor (UNTAET). NZ Police initially contributed eight personnel for a 6 month period, which was later followed by the deployment of two further contingents.

Phuket, Thailand (2005 - 2006)

- Over one hundred New Zealand Police officers were deployed to Phuket, in rotations of varying size, to support the process of identifying victims of the Asian tsunami.

Strategic impact of deployments

Development of NZ Police overseas deployments infrastructure

The NZ Government is committed to involvement in peacekeeping and strengthening post-conflict capacity in a number of parts of the world. Whereas the defence force has traditionally been the primary focus for deployment in these roles, attention has increasingly turned to using civilian police, recognising the need for a stable law and order environment for the achievement of other civil infrastructure development, including aid delivery.

It was soon recognised that this had become a core role for NZ Police, and continuing to approach the scoping and management of each new mission in an

ad hoc way was inefficient, and detrimental to development of specialist expertise which could improve the effectiveness of missions.

Investment in strengthening NZ Police's capability to perform this role was boosted in 2005 through establishing a specialist International Services Group within New Zealand Police to manage requests for assistance, and enable more effective responses to regional security operations.

Selection and training

Deployed personnel continue to be selected, on the basis of merit, from volunteers from the general Police workforce. Selection aims to match skill sets to mission requirements. The nature of deployment missions means the majority are drawn from frontline policing positions. There is no specialist division or qualification involved. Deployments are generally on 6-month rotations.

Members' jobs are held for them while on deployment. They have the right to return to the same job. Positions are filled by relieving staff while they are away, rather than filled by replacement appointments.

Pre-deployment training is usually two weeks fulltime. Training aims to augment core police skills with mission-specific skills, such as mentoring training; additional firearms training; four-wheel drive training; marine skills (if required), and so on.

Training also cover theatre-specific matters such as health, cultural orientation, intercultural skills training, mission briefings, jungle survival, etc.

Training does not result in formal certification; however, experience and demonstrated skills in theatre may increase a member's chances of being selected for a further deployment to the same or similar theatre.

NZ Police Association observations

NZ Police involvement in overseas deployments has, on balance, been very positive from the Association perspective.

Career impacts

Deployment does not negatively impact on careers, and in fact is usually positive for them.

Deployment is particularly good for members at mid/late career, who have not advanced in rank – i.e., experienced police, rather than senior police. Deployment offers a new perspective on policing, shows members that policing skills that may be taken for granted in New Zealand are highly valued, and thus reinvigorates and refreshes morale. Involvement in deployments may therefore encourage the retention of core skills and experience in Police, as well as developing the range of skills possessed by members.

While in theatre, members receive a temporary boost of one step in rank. This reflects the higher average level of skills and experience brought by New Zealand Police as generally compared to local police, and some partner country personnel.

Our observation is that personnel are best suited to deployment, and can offer the best mix of skills, at 5-10+ years service. Marital status is not a pre-determinant of success. Police ensures members have a 2-week holiday out of theatre, at mid-point in a deployment, for R&R with the member's spouse/partner.

In addition, on return members are encouraged to take 2 weeks of deferred days off accrued while they on deployment to reconnect with families prior to resuming normal duties.

Financial impacts

Members are not financially disadvantaged by deployment. They generally retain all their normal allowances. In addition, the UN Subsistence Allowance is paid to them, albeit that the rigid mechanisms operated by the UN in this regard create some administrative difficulties to channel the allowance into a members' payroll.

Health impacts

Members are generally well supported with specialised health care pre-deployment, in theatre and on return. Some members have suffered longer-term health consequences of contracting malaria and other tropical diseases. Psychological debriefings are also available, however the nature of recent deployments has not generally required these.

Impact on policing

While it is possible that drawing members from shifts could put pressure on local policing services, particularly in smaller centres, NZ Police has generally managed this potential well. Members are not unfairly denied opportunities for deployment, and gaps on the frontline are generally covered adequately. The increase in staff since 2005 has made this covered more reliable.

Experience for members

On debriefing by the Association, approximately 80% of staff say they would like to be redeployed to the same theatre; 95% would like to be redeployed somewhere. Very few do not wish to be redeployed again.

High performers in the deployment environment are frequently re-selected. This particularly true for O/Cs and 2ICs (often inspector rank). Because of their importance to mission success, proven experience is highly valued. This has led to some suggestion that there is now emerging a de facto specialist international policing division or subgroup within NZ Police.

Problems

There is observable inconsistency in the quality of personnel deployed from other countries, with whom NZ Police staff are required to work.

For some personnel from the developing world, the UN allowance represents an extremely significant amount of money. This can manifest in an unwillingness to place themselves in harm's way in carrying out their duty, lest they be injured and sent home. This can make them unreliable in a crisis situation.

Personnel from the developing world also often lack the core skills and training of developed world police. Norms of engagement with civilians also differ. This limits their capability to perform some mission-related tasks.

Police culture also differs. This means some countries' personnel appear at times to be unwilling to challenge assumptions or 'rock the boat', and can lack initiative and creativity in problem solving.

One of the most difficult issues for NZ Police personnel is navigating UN systems and processes in theatre – such as communications support. While in most cases the reasons for UN procedures are rational, they can appear inflexible and bureaucratic, and seem to get in the way of 'getting the job done'. NZ staff prefer to establish their own support structures as much as possible, to reduce the need to rely on UN systems.