



Proactive Release

The following Cabinet material has been proactively released by the Department of the Prime Minister and Cabinet (DPMC), on behalf of Rt Hon Jacinda Ardern, Minister for National Security and Intelligence:

**Charting a New Path for Aotearoa New Zealand's National Security:
Developing our first National Security Strategy**

The following documents have been included in this release:

Title of paper: *Charting a new path for Aotearoa New Zealand's national security:
Developing our first National Security Strategy (ERS-22-SUB-0028)*

Title of minute: *Charting a New Path for Aotearoa New Zealand's National Security:
Developing the first National Security Strategy (ERS-22-MIN-0028)*

Title of minute: *Report of the Cabinet External Relations and Security Committee:
Period Ended 22 July 2022 (CAB-22-MIN-0268)*

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

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- Section 6(a), to protect the security or defence of New Zealand or the international relations of the Government of New Zealand;
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Office of the Minister for National Security and Intelligence

Cabinet ERS Committee

Charting a new path for Aotearoa New Zealand's national security

Paper 1 of 2: Developing our first National Security Strategy

Proposal

- 1 Aotearoa New Zealand's inaugural National Security Strategy will be an important step in cultivating a more open, accessible, and mature conversation with the public on national security. The Strategy will also better position the national security system to address a more challenging strategic environment, and to contribute to a thriving, secure, and resilient nation.
- 2 Following Cabinet agreement in March 2021 to a long-term work programme responding to recommendations of the Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (the Royal Commission), this paper proposes a set of revised national security policy settings for agreement in principle (CAB-21-MIN-0049). This would form the basis of National Security Strategy development. These settings would remain in draft in order to be shaped by further public and Māori engagement and would be finalised as part of a report back to Cabinet on a Strategy in April 2023.
- 3 The Strategy will support the delivery of a number of the recommendations of the Royal Commission. These include:
 - 3.1 Options on a new national security agency (recommendation 2), and ministerial and governance arrangements (recommendations 1 and 3).
 - 3.2 Building on the work of the Public Service Commission, driving efforts to increase national security workforce diversity associated with recommendation 33 (and recommendation 35, to the extent that it applies to national security agencies).
 - 3.3 Enhancing transparency to assist in implementing recommendation 15 on improving public understanding of preventing, detecting, and responding to current and emerging national security threats facing New Zealand, at the system level.
- 4 The Strategy will also help to fulfil the broader intent of the Report of the Royal Commission.

Executive Summary

- 5 In the Speech from the Throne, the Government committed to responding to the Report of the Royal Commission to eradicate violent extremism and foster a truly inclusive society for people from every culture, faith and background.

- 6 To give effect to the intent of the Royal Commission, and to position Aotearoa New Zealand to meet the demands of a dynamic strategic environment, Cabinet has directed a review of our national security strategic policy settings (the Policy Review), to culminate in a strategy (CAB-21-MIN-0049 refers).
- 7 The Policy Review process has revealed a strong appetite to build greater effectiveness and trust with communities. It has also informed findings on the scope of national security. Policy Review engagements underscored the need:
- 7.1 for a national security vision;
 - 7.2 to be proactive in advancing our national security interests;
 - 7.3 to develop a more inclusive and open approach to national security;
 - 7.4 to reflect te Tiriti o Waitangi (te Tiriti); and
 - 7.5 for stronger system-wide strategic guidance.
- 8 Based on the Policy Review's findings, this paper proposes a set of new draft national security strategic policy settings (vision, interests, priorities for system change, and principles). The paper also seeks Cabinet's agreement to use these as the basis for developing a National Security Strategy (the Strategy).
- 9 I will return to Cabinet in April 2023 with a proposed Strategy. The Strategy will reflect the results of Māori engagement and broader public engagement processes and incorporate the finalised national security policy settings. An overview of the proposed approach to engagement, and a Terms of Reference for the Strategy, are appended to this paper (see Appendices E and F).
- 10 Machinery of government changes, including options for a national intelligence and security agency and new governance arrangements, will enable the delivery and implementation of the National Security Strategy. This work is the subject of the companion Cabinet paper entitled *Strengthening the Design of Our Machinery of Government*. Based on the Royal Commission recommendations and the Policy Review, this companion paper describes the principles and scope for a work programme to strengthen machinery of government arrangements for national security.
- 11 This paper is organised into five main Parts:
- 11.1 Part One: provides an overview of the feedback received during the Policy Review process.
 - 11.2 Part Two: articulates the Policy Review findings.
 - 11.3 Part Three: sets out the proposed new draft strategic policy settings, based on the Policy Review findings.

- 11.4 Part Four: describes two key enablers for development of the Strategy—the Terms of Reference and the Māori and public engagement processes—and includes a high-level timeline for completion of the Strategy.
- 11.5 Part Five: discusses the implications of the Policy Review for national security system change.

Background: There are strong drivers for change in the national security system

Giving effect to the intent of the Royal Commission of Inquiry

- 12 The Royal Commission identified “ensuring that there is better leadership of, and support for, intelligence and security in New Zealand” as a priority for action.
- 13 In particular, the Royal Commission concluded that strong government leadership and direction are required, including a need to strengthen functions such as system stewardship, performance monitoring, horizon scanning, and alignment between intelligence, policy, and decision-makers. The Royal Commission also prioritised more engaged and accountable government decision-making, including the way in which the national security system engages with the people it serves.
- 14 In March 2021, officials advised that in order to give full effect to the Royal Commission’s intent, it is necessary to expand our view beyond the Royal Commission’s principal focus on counter-terrorism and consider its recommendations at a broader system level, across the range of risks, threats and opportunities New Zealand faces.
- 15 To do this, Cabinet noted the need to undertake a review of national security strategic policy settings (the Policy Review), and that this work would culminate in a strategy for how government will pursue national security aims in partnership with the public (CAB-21-MIN-0049 refers).

Ensuring our policy settings can meet the demands of the current and future strategic environment

- 16 New Zealand’s physical and economic security, and its political and social institutions, face growing threats from forces and interests that would do us harm. The range of challenges spans terrorism and violent extremism, strategic competition in the Pacific, foreign interference, cyber attacks, and more.
- 17 Addressing these dynamic and adaptable threats in New Zealand’s strategic environment requires that the national security system sharpens its focus. New Zealand’s existing national security policy settings (Appendix A) are between 10-20 years old, reflecting different points in time. These need to evolve to address the findings of the Royal Commission and to meet the

demands of our more challenging strategic environment. The Policy Review has sought to ensure we develop settings that meet these requirements.

- 18 New Zealand's international partners are also grappling with this increasingly challenging strategic environment, as well as with similar imperatives to enhance trust in institutions through transparency and other mechanisms. Appendix B summarises partners' National Security Strategy approaches, including where new strategies are currently in development and have recently been released.

Revised national security policy settings will form the basis of the National Security Strategy

- 19 The Policy Review findings are the foundation of the proposed new national security policy settings and the first step towards the development of a National Security Strategy. The settings identify what we want to achieve as a country. The Strategy will detail how we plan to do that.
- 20 A Strategy built upon relevant and robust policy will set a course for future generations by creating a more effective national security system that New Zealanders trust. It will do this by:
- 20.1 encouraging a more open, accessible, and mature conversation with New Zealanders on national security;
 - 20.2 providing a strong and clear articulation of New Zealand's national security vision, interests and priorities;
 - 20.3 providing a coherent logic for activity and investment advice, and allowing measurement of performance;
 - 20.4 providing overarching guidance across a growing number of individual issue/sector strategies;
 - 20.5 recognising the connections between national security and other important areas, like climate change and social cohesion; and
 - 20.6 reflecting te Tiriti o Waitangi and the role of Māori in national security.
- 21 A Strategy will also meet New Zealand's commitment under the Boe Declaration and its Action Plan for all Pacific Island Forum members to develop their own national security strategies.
- 22 The Strategy will be an overarching document, intended to build overall national security system coherence. It is intended to complement (not duplicate) and guide (not direct), other issue-focused strategies across the system (Diagram 1). My officials are keeping in close contact with other issue-based strategies and reviews currently in development, including the Border Strategy, Space Policy Review, the Strategic Framework for Preventing and Countering Violent Extremism, and the Defence Policy Review.

Diagram 1

National Security Strategy

a capstone document that provides overarching guidance to foster greater coherence



- 23 The new policy settings will feature in the Strategy alongside a number of other core components. These include a strategic outlook (which will align with other assessments recently undertaken in the sector, for example the Defence Assessment); thematic sections detailing New Zealand's top security challenges and efforts to prevent, mitigate and respond to them; and a programme of action across categories such as system leadership and accountabilities (machinery of government), workforce, and partnerships / working together. The Strategy will also set out key measures against which the system can test its effectiveness.
- 24 The Strategy will spur further work, including a refresh of the current National Security System handbook, which will lay out a comprehensive overview of system roles and responsibilities once the machinery of government work is complete.
- 25 Overall, the Strategy will be drafted in a manner that provides appropriate high-level guidance, allowing the system to be flexible in response to new and emerging challenges. I have asked officials to outline options for me, as part of the Strategy development process, for how and when a Strategy should be updated and what mechanisms we may have for flexibility and priority setting in between updates.

The Policy Review and Strategy will drive broader system change

- 26 The Policy Review findings underpin work to analyse machinery of government arrangements in the national security system—including governance, accountabilities, and system architecture—in response to the Royal Commission (see Paper 2, *Strengthening the Design of Our Machinery of Government*). This machinery of government work will develop options for how the national security system should be configured to best deliver the Strategy and its system priorities, once finalised.

PART ONE: WE HEARD A STRONG APPETITE FOR CHANGE DURING THE POLICY REVIEW

- 27 The proposed new strategic policy settings (Part Three of this paper) are informed by a series of conversations and workshops undertaken as part of the Policy Review – with the current broad range of national security agencies and their Chief Executives, academics (including Māori academics), Kāpuia (the Ministerial Advisory Group on the Government's Response to the Royal Commission), and international partners.
- 28 The feedback during the course of these engagements reflected concerns that:
- 28.1 the current national security policy settings are reactive, outdated and do not reflect New Zealand's priorities in a dynamic security environment where domestic and international lines are increasingly blurred;
 - 28.2 the system needs stronger strategic vision and a set of clearly articulated national security interests that we can work towards actively protecting;
 - 28.3 the current definition of national security is too broad. Its fulfilment requires an all-of-government effort that reaches far beyond the national security system and risks "securitising" other issue areas;
 - 28.4 the current 'all hazards, all risks' scope of national security generates a long list of risks that are difficult to prioritise, and extends beyond the reach and levers of the national security system;
 - 28.5 the system needs to be positioned to identify emerging national security threats earlier and act to influence New Zealand's security environment and advance our interests;
 - 28.6 following the findings of the Royal Commission, New Zealand needs a more inclusive concept of national security that involves a greater degree of openness and public engagement.
- 29 Kāpuia has also signalled its support for the work, and a desire to see greater momentum given the role the Policy Review and the Strategy will play in shaping the machinery of government work, including options for a new

national intelligence and security agency. Members have emphasised that clarity and specificity with respect to what the new policy settings might mean in practice will be critical to their effectiveness.

- 30 This range of discussions, supported by internal analysis, also revealed a number of other elements missing from our current policy settings, including recognition of New Zealand's place in the Pacific, the importance of our maritime region, the Crown's relationship with tangata whenua under te Tiriti o Waitangi (te Tiriti), meaningful guiding principles, and clear roles and accountabilities at the agency, sector, and system level.

PART TWO: POLICY REVIEW FINDINGS REFLECT EXTENSIVE FEEDBACK AND THE FINDINGS OF THE ROYAL COMMISSION

- 31 The Policy Review engagements informed a set of findings (described here and summarised in Appendix C) that were considered and endorsed by the Security and Intelligence Board in December 2021. The findings, which reflect some core themes from the Royal Commission, relate to:

- 31.1 Leading with vision
- 31.2 Acting early to protect New Zealand's national security interests
- 31.3 Taking an inclusive approach

Leading with vision

- 32 This theme reflects the critical importance of providing clarity and direction to New Zealand's policy positions in a more challenging and rapidly changing strategic environment. This theme relates in particular to our national security scope, vision, and interests.
- 33 In proceeding to a National Security Strategy (CAB-21-MIN-0049 refers), Ministers have already taken the first fundamental step toward a national security system with stronger strategic vision and guidance.

Honing the definition and scope of national security in the proposed settings

- 34 The current national security system is largely premised on emergency management concepts with three inter-locking features (see Appendix A for current policy settings):
- 34.1 a broad national security definition
 - 34.2 an 'all hazards, all risks' scope; and
 - 34.3 the National Risk Register and Approach

- 35 **The Policy Review's findings reflect a general consensus that New Zealand's current national security definition is too broad.**
- 36 This lack of focus makes it difficult to distinguish between national security specifically and all of the things that government is expected to provide as part of its broader social contract with New Zealanders. This breadth also raises questions about whether national security can achieve everything implied under this definition.
- 37 Reflecting the breadth of the definition, the scope of national security is currently defined by an 'all hazards, all risks' framework which encompasses a wide-ranging set of 42 nationally significant risks, managed through a National Risk Approach.
- 38 This framework has proven useful for our system in some respects, particularly in regards to national crisis management through the existing ODESC framework.
- 39 **However, there are challenges associated with extending 'all hazards, all risks' to national security. In particular, the long list of risks that it generates makes it difficult to prioritise or identify trade-offs, and leads to a dilution of focus on malicious threats and effective frameworks for their treatment.**
- 40 'All hazards, all risks' defining the scope of national security also stands apart from international best practice. The OECD recommends that 'all hazards' be used as a framework for emergency management, and most OECD countries apply it in this way.
- 41 **The Policy Review findings therefore suggest New Zealand adopts a concept that focuses on malicious threats to our national security interests.**
- 42 This construct would also acknowledge that some issues, in exceptional circumstances, may generate national security implications through their scale and magnitude, and their impact on the integrity of the state, including its ability to govern at home and influence overseas. This construct would provide Ministers and senior officials with a degree of flexibility in applying the label of national security.
- 43 This approach depends upon having clearly articulated national security interests that New Zealand can focus on actively protecting (discussed more fully in paragraphs 75-87).
- 44 This "lead with vision" theme aligns with the Royal Commission's recommendations on the need for greater strategic guidance and direction from the centre.

Acting early to protect New Zealand's security interests

- 45 Feedback during the Policy Review reinforced the Royal Commission's emphasis on the importance of acting early and ensuring threats are managed at the right time, in the right place.
- 46 New Zealand has an opportunity now to move to a more proactive stance, identifying new and emerging threats early, shaping and influencing our environment, and generating options for government to act in support of our interests before threats eventuate.

The national security system needs a new focus on shaping and influencing the environment

- 47 The current 'all hazards, all risks' framework—an internationally recognised emergency management concept—has provided valuable lessons and should continue to underpin the approach of the hazard risk system, s6(a) [REDACTED]. The national security and hazard risk (formerly known as emergency management) systems are complementary and will need to continue working closely together, even as they both mature.

- 48 The current 'all hazards, all risks' framework places little focus on shaping and influencing, given its emphasis on events over which we have little to no control. Hazards are subject to scientific prediction and risk management through hardening resilience and response, with no ability to deter, disrupt or prevent.

- 49 **This 'all hazards, all risks' framework is no longer fit-for-purpose as our guiding approach for national security in the context of increasingly dynamic, adaptive threats. Human threat actors with deliberate intent to adversely impact New Zealand's national security are continuously changing their methods. We need a system-wide approach that can manage, influence, and respond to these threats to protect the nation.**

- 50 Uncertainty, complexity, and rapid change in the strategic environment mean our ability to identify and provide rapid alerting of emerging issues is critical. s9(2)(f)(iv) [REDACTED]

- 51 **Earlier, proactive interventions can be both more effective and less costly. In the face of threats from those who would do us harm, this early focus is critical, and should be integrated with a resilience-building approach.**

- 52 This “acting early” theme responds to the Royal Commission’s recommendations that officials engage in discussions of emerging threats, vulnerabilities and opportunities to help guide priorities and resource decisions across the system.

Taking an inclusive approach

- 53 The inclusiveness theme sets the broader intention for how the national security system should go about its work. It recognises the importance of working together, and acknowledges that this requires, where appropriate, both continued efforts towards greater transparency by government agencies as noted by the Royal Commission, but also greater accessibility and engagement.

- 54 **New Zealand needs a more inclusive approach to national security that enables all New Zealanders to participate and contribute, where they are willing and able to do so.**

- 55 This includes promoting a more open, accessible and mature public conversation on national security issues and discussion of the respective roles and responsibilities of the government, individuals, communities, and the private sector in keeping New Zealanders secure. It is also a conversation that should acknowledge that different communities have had unequal experiences of national security in the past.

- 56 **National security policy settings need to reflect who we are as a nation, including our unique constitutional arrangements and our historical and cultural ties to our wider region. In particular, they should reflect te Tiriti and te ao Māori, as well as our Pacific identity.**

- 57 While on its own the Strategy will not deliver inclusiveness or partnership, it will set an explicit pathway forward for the system in its programme of action. It will demonstrate an ambition for how we as a system – and as a country – intend to work more collaboratively. The theme of inclusiveness features across the proposed new policy settings.

- 58 This theme speaks to the Royal Commission’s recommendations on the need for greater public discussion of national security threats and risks with New Zealanders.

PART THREE: PROPOSED NEW POLICY SETTINGS BUILT ON FINDINGS

59 The Policy Review findings described in Part Two inform the proposed new national security strategic policy settings, summarised at Appendix E.

The proposed new settings are designed to sharpen the focus and effectiveness of the system...

60 The proposed policy settings are presented below. Taken collectively, these settings represent a mindset shift in our approach to national security, towards a more proactive posture that seeks to actively protect our national security interests. The key proposed settings are the national security:

- Vision;
- Interests;
- Priorities for system change; and
- Principles.

61 The common thread throughout the policy settings is an ambition to work together – with a range of partners, from communities to the private sector to international partners – to enhance the national security of New Zealand and its people, now and into the future.

Reflecting te Tiriti o Waitangi

62 National security is a fundamental responsibility of the Government, with the duty to protect all New Zealanders at its core.

63 However, New Zealand's current national security policy settings do not expressly reference te Tiriti or what role Māori could play. Given the significance of te Tiriti, the critical importance of the Māori-Crown relationship, and the substantive role iwi/hapū and whānau Māori continue to play in major responses and recoveries, consideration is being given to whether our policy settings appropriately reflect te Tiriti relationship.

Further work is required to reflect te Tiriti in the national security context

64 The proposed policy settings were developed in consultation with Māori scholars. However, this is only a starting point. The national security system is on a journey to work to consider how our policy settings could appropriately reflect te Tiriti. The system is committed to honouring the principles of te Tiriti and to appropriately understanding iwi and Māori interests in the national security context. The Strategy will need to provide clear guidance for the national security system on its relationship with tangata whenua under te Tiriti. The draft settings should therefore be tested further as part of broader engagement with Māori. This engagement should also focus on questions about what a national security policy that reflects te Tiriti should look like in practice. The approach to the principle of partnership – the mutual obligations of good faith and reasonableness underpinning the relationship – in particular will need further development:

- 64.1 recognising the Government's specific duty (through the principle of kāwanatanga), to protect all New Zealanders, including Māori; and
- 64.2 noting there may be practical limits to the expression of tino rangatiratanga in national security.
- 65 This engagement will focus on national-level Māori organisations and interested iwi, as the starting point for a longer-term conversation with Māori on national security—one that extends beyond the development of the Strategy. Further detail on the proposed engagement with Māori is provided in Appendix G.

The proposed new settings reflect a more focused concept of national security

What we mean by national security

Actively protecting Aotearoa New Zealand from malicious threats to our national security interests, from those who would do us harm.

- 66 New Zealand's increasingly dynamic and complex strategic environment demands a concept of national security with a sharper focus. Some of our international partners have brought many inter-related policy areas under the national security system, creating a large national security apparatus. I advise against this approach. Given our values as New Zealanders, and a more challenging strategic environment that warrants focused attention on threats, we should pursue a concept of national security that takes a more deliberate and careful approach in deciding what constitutes a national security issue.
- 67 This approach aligns with the Government's interest in avoiding a disproportionately large security sector. Even with this focused concept, the capabilities that reside in agencies of the national security system may still be called upon to support any national response, as is true across all of government.
- 68 New Zealand's national security is linked to several other policy areas, including social cohesion and stability, economic prosperity, health, public safety, environmental stewardship, and more. All of these come together to produce broader national outcomes, including wellbeing and New Zealanders' ability to go about their daily lives with confidence.
- 69 To better understand the relationships between national security and these other policy areas – and to identify when some issues might have national security implications – a more focused concept of national security should be accompanied by an approach that establishes connections with other sectors. This approach should build relationships at home and overseas to facilitate the more effective exchange of information, early warning, the development of policy, and regulatory and operational response.
- 70 The proposed concept recognises that some issues are national security by their very nature – for example a malicious act that undermines the functioning of government. In exceptional circumstances, however, others

may generate national security implications through scale and magnitude, and their impact on the integrity of the state to govern at home and influence overseas (for example, large scale civil unrest). This formulation affords discretion to appropriate agencies across government, in consultation with Ministers and senior officials in what they decide to label a national security issue.

- 71 In all cases, whether a hazard or threat, ODESC will continue to function as it currently does in bringing together appropriate agencies from across government when needed.

Our vision: declaring what New Zealand wants to achieve

Vision	
Working together to protect and advance the national security of Aotearoa New Zealand and its people, today and into the future.	

- 72 New Zealand has not previously articulated a vision for its national security. This is a missed opportunity. A vision statement is where the nation can declare what it wants to achieve on national security over the long term and will provide the system with clear, overarching direction.
- 73 The proposed vision statement underscores the importance of working together (mahitahitahi) in unity (kotahitanga), to protect (whakamaumarū) the security of all and shape the environment around us in our collective interest. It sets out an enduring vision for today and the long term and reflects a Māori world view of stewardship and the protection of New Zealand for future generations.
- 74 Further work will be undertaken as part of the Strategy's Māori and public engagement programme to ensure any proposed approach is practical and sustainable over the long term. This engagement will also provide an opportunity to test this vision with New Zealanders, and to understand what outcomes the public might expect from a national security strategy.

National security interests: providing strategic guidance for decision-making

National security interests

Safeguarding Aotearoa New Zealand's national security means actively protecting:

- New Zealanders at home and abroad
- Our sovereignty and territorial integrity
- Our democratic institutions and norms, including universal human rights and te Tiriti o Waitangi
- Our national economic security
- Our wider maritime region and connections to the world, both physical and digital
- A peaceful, stable, prosperous, and resilient Pacific underpinned by strong regionalism and in which New Zealand has the freedom to act in support of shared interests and values
- A strong international rules-based system in the Indo-Pacific and beyond, centred on multilateralism, liberal democratic values, and the promotion of peace
- A strong network of partnerships within and beyond New Zealand

- 75 Taken collectively, our national security interests help define the scope of national security. These should be enduring interests that lay out what New Zealand seeks to protect and advance as a country. National security interests sit alongside and support other national interests, including social cohesion and stability and economic prosperity.
- 76 Articulating national security interests signifies a shift to a forward-looking approach. It also forms a logic for our actions and will provide a basis for strategic policy guidance in an increasingly challenging national security environment.
- 77 The proposed national security interests carry over some important themes from the current national security objectives from 2011 (see Appendix A) as well as addressing some notable gaps.
- 78 Central to New Zealand's national security is the protection of New Zealanders at home and overseas from threats that would cause them harm. This includes protecting New Zealanders from terrorism – a national security threat that we have experienced first-hand as a nation and that we remain committed to addressing.
- 79 These interests continues to recognise the need to protect New Zealand's sovereignty and territorial integrity – the bedrock sources of our independence and the fundamental conditions of statehood in the international system. This includes protecting New Zealand from threats to our integrity as a nation, including from foreign interference, as well as malicious attacks on critical national infrastructure (e.g., transportation, telecommunications, energy).

- 80 Our interests include explicit reference to our democratic resilience and the active protection of an open, inclusive society grounded in te Tiriti and a respect for universal human rights. This includes protection of our democratic institutions and processes, such as elections, from deliberate interference and creating a national security system that is open, accessible, and can be trusted by all New Zealanders.
- 81 This reference to all New Zealanders is deliberately broad, recognising the need for a more inclusive approach to national security, and acknowledging the different experiences communities have had in their past engagements with the national security system.
- 82 Our national security interests also recognise the importance of New Zealand's economic security to the state's ability to carry out its functions. Protecting the economic security of New Zealand requires guarding against and responding to malicious attacks that threaten the viability of the national economy or disrupt critical supply lines. It also requires taking action to mitigate the risk of other countries using economic levers as tools of coercion and statecraft.¹
- 83 The interests also recognise our vital stake in protecting New Zealand's wider maritime region,² and wider connections to the world, both physical and digital, from malicious threats. This includes ensuring the continued security of our supply chains, trade routes, undersea cables, our connections to space, and our information and communication technology.
- 84 The proposed interests reflect New Zealand's context as a country in and of the Pacific. In line with the Government's Pacific Resilience policy, we recognise the importance of a peaceful, stable, prosperous, and resilient Pacific, underpinned by strong regionalism, for New Zealand's national security. This includes our freedom to act, in cooperation with partners, and detecting, deterring, disrupting, mitigating, and responding to risks introduced by malicious actors in the region, such as illicit trafficking and threats to maritime resources.
- 85 The proposed interests underscore the significance of the international rules-based system to New Zealand's national security. This system of institutions, norms, and collective arrangements helps protect New Zealand from coercion, confrontation, and conflict, and provides opportunities for our voice to be heard and to work collectively.
- 86 Finally, the interests highlight the importance of working together – a common thread that runs through all of the new settings – to underscore the value of relationships at home and with New Zealand's partners overseas in providing for its national security. This includes having a clear understanding of the

¹ Economic security is related to but distinct from economic prosperity, a national interest in its own right. Whereas economic security focuses on measures to mitigate risks or threats (and therefore is more defensive in nature), economic prosperity requires government to seek opportunities and often entails embracing risk.

² This includes, but is not limited to, protecting New Zealand's search and rescue area of responsibility, Exclusive Economic Zone, as well as New Zealand's interests in the sub-Antarctic Islands and Ross Dependency.

interests and priorities of our international partners, and when New Zealand may seek to realise its interests by working through partners.

- 87 Interests are not guarantees. The Government would at all times maintain discretion in how it chooses to protect these national security interests, and how it manages potential trade-offs between these and other national interests.

National security system priorities: driving the change required

How the national security system will change to achieve this – national security system priorities

The national security system will achieve the vision and actively protect New Zealand's national security interests through the following system priorities:

- **Deliver a system approach that builds capability, accountability, and resilience**

Building capabilities, connections, and system structures to promote a more strategic approach to national security that effectively prevents and mitigates threats and builds resilience. This will require clear leadership and accountability at the agency, sector and system level.

This priority reflects the Māori concept of tokungatanga (seeking expertise for the benefit of all) and rangatiratanga (leading with integrity).

- **Prevent and mitigate national security threats by acting early**

Anticipating and identifying national security threats to enable government to take a proactive approach, and to respond effectively where prevention is not possible.

This priority reflects whakaārai (expose to view), whakahōtaetae (prevent), and takatū (readiness to respond).

- **Work together to foster collective understanding and approaches**

Working with tangata whenua, broader New Zealand society, and international partners to better understand, prepare for and respond effectively to national security threats.

This priority reflects whanaungatanga (relationships and connectedness) and māramatanga (understanding), as well as mahitahitahi (working together).

- **Prepare our workforce for the future**

Developing the skills, capability, capacity and diversity of the national security workforce to better serve and reflect all of New Zealand.

This priority reflects whakahaukaha (strengthening) and kanorautanga (diversity). It also resonates with the whakataukī “He aha te mea nui o te ao? He tangata, he tangata, he tangata”.

- 88 Achieving the vision and creating a more effective national security system that is trusted by and works with New Zealanders will require change. The proposed national security priorities build explicitly on the themes highlighted by the findings of the Royal Commission and the Policy Review, and will enable the national security system to meet the demands of a more challenging strategic environment. These priorities also link closely with the proposed new national security principles.
- 89 Structuring the top areas for system change as “priorities” will prevent duplication and potential confusion over differing levels of objectives, with the system’s issue and sector strategies in particular. The Strategy will include short sections on issue-based topics (e.g., counter-terrorism, transnational organised crime, cyber security, maritime security) to include the objectives from these relevant issue-based strategies.
- 90 In the future, as part of their regular update cycles, agencies will consider how to align their issue strategies with these high-level system priorities, where appropriate and practicable, recognising many issues strategies span beyond national security. This will promote greater cohesion across the system through complementary levels of strategy. These high-level priorities should also flow to capability development and legislative and operational settings.
- 91 While the other national security settings in this paper (vision, interests, principles) are designed to be enduring, the system priorities should therefore be reviewed at intervals as the system matures and as new challenges arise.

Principles: guiding how the system will act as it performs its duties

Principles³

The national security system will be guided by:

- **Whanaungatanga** (*Relationship, kinship, or sense of family connection*)
In this context, this means a commitment to relationships, connectedness, and a shared sense of humanity. It reflects a commitment to respecting and protecting universal human rights, civil liberties, and to carrying forward New Zealand’s responsibilities in the Pacific and as a good global citizen.
- **Māramatanga** (*Insight and understanding*)
This refers to a commitment to understanding, knowledge, and insight.
- **Matatika** (*Being ethical and fair*)
This means a commitment to openness, accessibility, and accountability to all people of New Zealand.
- **Whakapai** (*Improvement*)
This reflects a commitment to listening, learning, and fostering a culture of adaptability and continuous improvement.

³ These principles and their application in this context were developed with advice from Māori scholars. They will be further tested with experts at the next stage of the engagement process.

- 92 The proposed principles are the overarching values that inform system priorities and guide behaviour in the collective interest of all New Zealanders. They outline how the national security system will act in carrying out its duties. The principles flow through the new draft policy settings and reflect the themes derived from our key considerations (see Appendix D).
- 93 The system will be committed to respecting the universal human rights and civil liberties of all New Zealanders, an important affirmation in recognition of the unique powers of the state and our duty to acknowledge communities' different experiences of national security. The concept of whanaungatanga (relationship, kinship, or sense of family connection) informs our ambition to work together, and to lead a system approach that builds collective capability.
- 94 The principles underscore the move towards greater openness, accessibility and accountability (matatika) on national security issues with the New Zealand public, and to increase trust and confidence in our ability to deliver for the nation. Trust in institutions by those who are governed is recognised as a crucial element of a socially cohesive society.
- 95 Finally, the principles offered here emphasise the importance of insight and understanding in guiding the national security system (māramatanga), as well as a commitment to listening, learning and fostering a culture of adaptability and continuous improvement (whakapai).

Broader Issues that may have National Security Implications

- 96 There are some issues that while not national security concerns in their own right, have the potential to generate national security implications through scale, magnitude, and chain of events. Some examples of these issues include:
- 96.1 Low levels of **social cohesion and stability**, for example, can generate national security implications by encouraging disengagement, societal fragmentation, and eroding trust in institutions that may generate vulnerability to foreign interference and become the breeding ground for more extreme behaviours.
 - 96.2 Widespread **mis-information** can have similar effects on eroding trust in institutions and lead to radicalisation.
 - 96.3 The impact of **climate change** on pre-existing social and political instability can generate greater competition for resources, opportunities for transnational-organised crime, and other issues of national security concern.
- 97 The root causes of these issues, however, lie in societal and environmental conditions that reach beyond the expertise and capability of the national security system and are better addressed, for example, by social and environmental policy. Rather than subsuming these issues within an expanding national security system, a careful, deliberate balance is needed to

ensure that the national security system's tools are used appropriately and only when required.

- 98 To achieve this, I propose an approach that relies upon building more mechanisms of connection between sectors to help identify – through monitoring and intelligence – when trends are shifting and when issues need to be addressed by the national security system. If agreed, what these mechanisms of connection look like in practice will be developed in more detail through the machinery of government work.

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PART FOUR: ENABLING THE STRATEGY

- 99 The Strategy will support the delivery of a number of the recommendations of the Report of the Royal Commission, including options on a new national security and intelligence agency (recommendation 2), and ministerial and governance arrangements (recommendations 1 and 3).
- 100 Building on the work of the Public Service Commission, the Strategy will drive efforts to increase national security workforce diversity associated with recommendation 33 (and recommendation 35, to the extent that it applies to national security agencies), as well as efforts to increase transparency and improve public understanding of preventing, detecting, and responding to current and emerging national security threats facing New Zealand at the system level, in support of recommendation 15. The Strategy will also help to fulfil the broader intent of the Report of the Royal Commission.

Draft Terms of Reference for the Strategy

- 101 Ministers are invited to endorse the draft Terms of Reference for the Strategy, included in this paper as Appendix F.

Māori and Public Engagement

- 102 I propose officials undertake Māori engagement (building on the targeted engagement with Māori academics that has already been undertaken), and public engagement, from July to September. This engagement will shape the draft settings and inform the development of the Strategy. An overview of the proposed approach to these engagements, developed using the Policy Community Engagement Tool, is included as Appendix G.

Next steps: Report back on the National Security Strategy by April 2023

- 103 On completion of the Māori and public engagement, and policy processes, I will report back to Cabinet with final advice on a National Security Strategy by April 2023. The high-level timeline for the completion of the Strategy work is set out in Table 1 below.

Table 1

What	When
Cabinet agrees to initiate Strategy development	July 2022
Formal period of engagement with Māori and the wider public	July-September
Writing and agency consultation, Agencies submit budget bids in support of initiatives in the Strategy (where appropriate)	October 2022- January 2023
Minister for National Security and Intelligence receives final Strategy ready for consultation with ministerial colleagues	February-March

Cabinet considers draft Strategy	April
Engagement with international partners	April-May
s9(2)(f)(iv) [REDACTED]	April-May
Strategy is published	May-June

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PART FIVE: IMPLICATIONS FOR SYSTEM CHANGE

- 104 The new draft settings represent a shift in approach that envisions a national security system focused on protecting our national security interests from malicious threats, alongside a system focused on building resilience against all hazards (e.g., a hazard risk system). This would require changes to current governance arrangements (both the Security and Intelligence Board and the Hazard Risk Board), as well as national crisis management and National Risk Approach structures.
- 105 This clarity in approach would enable both systems to focus resources and activities on the areas over which they have most influence and impact.
- 105.1 For the national security system this means focusing more effort on shaping and influencing the security environment to deter and prevent malicious threats from arising, in addition to building resilience and responding.
- 105.2 For a move towards a hazard risk system, the emergency management system would continue focus on building resilience to be better prepared for, and address the consequences of hazards when they occur.
- 106 At a broader level, the simultaneous separation and maturing of the national security and hazard risk systems will enable both to provide clearer strategic guidance on objectives, priorities, and to drive investments where it is most needed. This change will also help to clarify roles and responsibilities across both systems, thereby contributing to greater transparency with the public and building trust and confidence in government.

The National Risk Approach

- 107 The National Risk Approach should continue to form a critical foundation for national security risk governance as well as broader all-of-government management of nationally significant risks. However, in its current form, the National Risk Approach is conflated with national security.
- 108 National security risks should instead be one subset of the overall National Risk Approach. That is, the National Risk Approach should be truly national and not bound by national security.⁴ This would give the all-of-government the opportunity to contribute to the Risk Approach, and to include risks beyond national security, even as it is currently broadly defined.
- 109 It is not necessary to securitise this broad range of all-of-government risks (that is, to assume that national security tools are the most appropriate remedy). Less securitisation of nationally significant risks aligns with our values, and places national security in context as one area of national policy –

⁴ This is how the other OECD countries organise their national risk approach, which often include a broader range of risks than we currently do.

alongside others, including social, economic and environmental policy – that contribute to the wellbeing of New Zealanders.

110 **On the basis of the Policy Review findings, I therefore recommend a transition to a national security system that manages the subset of national security risks, complemented by a hazard risk system and supported by an all-of-government National Risk Approach and strategic crisis management mechanism.**

111 This change would enable more effective use of the National Risk Register, by improving oversight across all nationally significant risks and a cohesive approach to risk management across government, while still ensuring sectors govern and manage risks according to their mandate and expertise. It would also support improved engagement with the public across the full spectrum of nationally significant risks facing New Zealand society.

Officials are exploring the system implications of these changes

112 If Cabinet agrees, the machinery of government work now underway – in addition to analysing options for a new national security and intelligence agency to deliver stronger strategic leadership – will examine options around:

112.1 Who is best placed to lead and coordinate the National Risk Approach (including for those risks that no longer fall under the banner of ‘national security’). With a National Risk Approach wider than national security, a national security unit or agency may no longer be the most appropriate steward for this function. There will need to be careful consideration of the appropriate arrangements for the management of all risks, with clear accountabilities at the agency, sector and/or system level.

112.2 Establishing and systematising mechanisms of connection with a range of other policy areas, noting the national security implications that flow from a range of wider social, environmental and economic issues (further detail on these connections is set out in paras 96-98).

112.3 Ensuring there is a well-resourced all-of-government national crisis management mechanism (as embodied in the current ODESC system) for national security and emergency management and determine where this is best situated in government.

Financial Implications

113 s9(2)(f)(iv)



Legislative Implications

114 There are no legislative implications associated with this paper.

Impact Analysis

Population Implications

115 At this stage, the proposals in this paper are not expected to directly impact any population groups. However, officials will use the public engagement process to examine the population impacts more fully, and will report back on these in April 2023. The public engagement process will focus on:

- Māori; reflecting the status of te Tiriti, and the substantial role Māori play alongside the Crown in protecting communities; and
- Youth; recognising the intergenerational impact of strategic policy decisions taken now.

116 Muslim representative, inter-faith and ethnic groups will also be engaged recognising the relationship between this work and the Government's ongoing response to the Royal Commission.

Human Rights

117 No inconsistencies with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993 have been identified in this paper's proposals.

Consultation

118 The following departments were consulted in the development of this paper: New Zealand Police, Ministry of Defence, New Zealand Defence Force, Ministry of Foreign Affairs and Trade, Government Communications Security Bureau, New Zealand Security Intelligence Service, the New Zealand Customs Service, Te Arawhiti the Office for Māori-Crown Relations, The Treasury, National Emergency Management Agency, Ministry of Business, Innovation and Employment, Ministry of Transport, Ministry of Health, Ministry of Social Development, Ministry for Primary Industries, Ministry for the Environment, Department of Internal Affairs, Fire and Emergency New Zealand, Te Kawa Mataaho Public Service Commission and the Crown Law Office. The Department of the Prime Minister and Cabinet (Policy Advisory Group) have been informed.

119 Groups outside of central government, including Kāpuia, academics, and some international partners, have also been engaged on a targeted basis as part of the Policy Review.

Communications

- 120 Should Cabinet agree to the recommendations in this paper, DPMC will publish on its website that it is developing a National Security Strategy and will conduct Māori and public engagement processes.⁵

Proactive Release

- 121 This paper will be proactively released within 30 business days, consistent with the provisions of the Official Information Act 1982.

Recommendations

I recommend that the Committee:

- 1 **Note** in March 2021, Cabinet noted that undertaking a strategic review of national security settings culminating in a strategy for how government – in partnership with the public – will pursue national security aims, is critical to giving effect to the intent of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (the Royal Commission) (CAB-21-MIN-0049 refers);
- 2 **Note** the Strategy will support the delivery of a number of the recommendations of the Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain, including:
 - 2.1 Options on a new national security and intelligence agency (recommendation 2), and ministerial and governance arrangements (recommendations 1 and 3).
 - 2.2 Building on the work of the Public Service Commission, driving efforts to increase national security workforce diversity associated with recommendation 33 (and recommendation 35, to the extent that it applies to national security agencies).
 - 2.3 Enhancing transparency to assist in implementing recommendation 15 on improving public understanding of preventing, detecting, and responding to current and emerging national security threats facing New Zealand at the system level.
 - 2.4 The Strategy will also help to fulfil the broader intent of the Report of the Royal Commission.
- 3 **Note** since the last update of New Zealand's national security policy settings in 2001 and 2011, the country has faced growing threats to its physical and economic security, and political and social institutions from forces and interests that would do us harm;
- 4 **Note** that Policy Review engagements revealed a strong appetite for change, and informed findings on the scope of national security, including the need for

⁵ This information is already publicly available through the pro-active release of the March 2021 Cabinet paper on the Government's response to the Royal Commission (CAB-21-MIN-0049 refers).

a vision and stronger strategic guidance, to act early to advance our interests, to build a more inclusive national security system, and to reflect te Tiriti o Waitangi;

Scope of National Security

- 5 **Agree** to a more focused concept of national security based on actively protecting Aotearoa New Zealand from malicious threats to our national security interests from those that would do us harm. This concept avoids the unnecessary securitisation of issues and communities, replacing the previous 'all hazards, all risks' scope. It is accompanied by an approach that builds connections with other sectors, to monitor and address the national security implications that flow from other issue areas (e.g., social, environmental, and economic);

National Security Strategic Policy Settings

- 6 **Agree in principle**, subject to the report-back referred to in recommendation 10, and the engagement process, to the national security strategic policy settings proposed in recommendations 6.1- 6.4:

6.1 **Vision**

Working together to protect and advance the national security of Aotearoa New Zealand and its people, today and into the future.

6.2 **Interests**

Ensuring Aotearoa New Zealand's national security means actively protecting:

- 6.2.1 New Zealanders at home and abroad
- 6.2.2 Our sovereignty and territorial integrity
- 6.2.3 Our democratic institutions and norms, including universal human rights and te Tiriti o Waitangi.
- 6.2.4 Our national economic security
- 6.2.5 Our wider maritime region and connections to the world, both physical and digital
- 6.2.6 A peaceful, stable, prosperous, and resilient Pacific underpinned by strong regionalism and in which New Zealand has the freedom to act in support of shared interests and values
- 6.2.7 A strong international rules-based system in the Indo-Pacific and beyond, centred on multilateralism, liberal democratic values, and the promotion of peace

- 6.2.8 A strong network of partnerships within and beyond New Zealand

6.3 Priorities

- 6.3.1 *Deliver a system approach that builds capability, accountability, and resilience*

Building capabilities, connections, and system structures to promote a more strategic approach to national security that effectively prevents and mitigates malicious threats and builds resilience. This will require clear leadership and accountability at the agency, sector and system level.

- 6.3.2 *Prevent and mitigate national security threats by acting early*

Anticipating and identifying national security threats to enable government to take a proactive approach, and to respond effectively where prevention is not possible.

- 6.3.3 *Work in partnership to foster collective understanding and approaches*

Working with tangata whenua, broader New Zealand society, and international partners to better understand, prepare for and respond effectively to national security threats.

- 6.3.4 *Prepare our workforce for the future*

Developing the skills, capability, and diversity of the national security workforce to better serve and reflect all of New Zealand.

6.4 Principles

- 6.4.1 **Whanaungatanga** (Relationship, kinship, or sense of family connection): In this context, this means a commitment to relationships, connectedness, and a shared sense of humanity. It reflects a commitment to respecting and protecting universal human rights, civil liberties, and to carrying forward New Zealand's responsibilities in the Pacific and as a good global citizen.

- 6.4.2 **Māramatanga** (Insight and understanding): This refers to a commitment to understanding, knowledge, and insight.

- 6.4.3 **Matatika** (Being ethical and fair): This means a commitment to openness, accessibility, and accountability to all people of New Zealand.

6.4.4 **Whakapai** (Improvement): This reflects a commitment to listening, learning, and to fostering a culture of adaptability and continuous improvement.

- 7 **Agree** that officials progress the development of a National Security Strategy, using these proposed policy settings as the basis, subject to feedback from public engagement;
- 8 **Endorse** the attached overview of National Security Strategy Māori and public engagement, with the main activities to be undertaken from July to September 2022;
- 9 **Endorse** the attached National Security Strategy Terms of Reference;
- 10 **Direct** that officials from the Department of the Prime Minister and Cabinet will report on the results of the Māori and public engagement processes on the Strategy, and will provide final advice on a National Security Strategy, s9(2)(f)(iv) [REDACTED], in April 2023. Cabinet approval of a Strategy will be the mechanism to finalise new national security strategic policy settings, which will replace current settings.

National Risk Approach and National Crisis Management Mechanism

- 11 **Agree** to transition to a national security system that manages national security risks, as a subset of a broader set of nationally significant risks, complemented by a hazard risk system and supported by an all-of-government National Risk Approach; and
- 12 **Agree** to transition to a national crisis management mechanism that enables the national security and hazard risk systems to be better prepared for, and respond effectively to all hazards and national security threats; and
- 13 **Note** the accompanying paper *Strengthening the Design of Our Machinery of Government* that describes the principles and scope for a work programme to strengthen machinery of government arrangements for national security, will develop options for changes that will effectively implement the national security strategy;

Financial implications

- 14 s9(2)(f)(iv) [REDACTED]

Authorised for lodgement

Rt Hon Jacinda Ardern

Minister for National Security and Intelligence

Appendices

- A: Current National Security Strategic Policy Settings
- B: Overview of International Partners' National Security Strategy Strategies
- C: Findings of the National Security Strategic Policy Review
- D: Core Considerations for New Draft National Security Strategic Policy Settings
- E: Proposed New National Security Strategic Policy Settings
- F: National Security Strategy Terms of Reference
- G: National Security Strategy Public Engagement and Māori Engagement Overview

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Appendix A: Current National Security Strategic Policy Settings

The following national security strategic policy settings are published in the National Security System Handbook, which was last updated in August 2016:

- 1 **Definition of national security** (from 2011): National security is the condition which permits the citizens of a state to go about their daily business confidently free from fear and able to make the most of opportunities to advance their way of life.
- 2 **Scope of national security** (from 2001): 'All Hazards, All Risks': This approach acknowledges New Zealand's particular exposure to a variety of hazards as well as traditional security threats, any of which could significantly disrupt the conditions required for a secure and prosperous nation.
- 3 **Approach** (since 2001): the National Risk Approach, which focuses on the identification and management of nationally significant risks. This includes 42 risks across five domains: environmental, social, technological, economic, and security. The approach utilises the 4 R's framework: reduction, readiness, response and recovery.
- 4 **National security objectives** (since 2011):
 - a. Ensuring public safety. Providing for, and mitigating risks to, the safety of citizens and communities (all hazards and threats, whether natural or man-made).
 - b. Preserving sovereignty and territorial integrity. Protecting the physical security of citizens, and exercising control over territory consistent with national sovereignty
 - c. Protecting lines of communication. These are both physical and virtual and allow New Zealand to communicate, trade and engage globally.
 - d. Strengthening international order to promote security. Contributing to the development of a rules-based international system and engaging in targeted interventions offshore to protect New Zealand's interests.
 - e. Sustaining economic prosperity. Maintaining and advancing the economic well-being of individuals, families, businesses and communities.
 - f. Maintaining democratic institutions and national values. Preventing activities aimed at undermining or overturning government institutions, principles and values that underpin New Zealand society.
 - g. Protecting the natural environment. Contributing to the preservation and stewardship of New Zealand's natural and physical environment.

5 **Principles** (since 2011):

- a. The National Security System should address all significant risks to New Zealanders and the nation, so that people can live confidently and have opportunities to advance their way of life;
- b. National security goals should be pursued in an accountable way, which meets the Government's responsibility to protect New Zealand, its people, and its interests, while respecting civil liberties and the rule of law;
- c. Decisions should be taken at the lowest appropriate level, with coordination at the highest necessary level. Ordinarily those closest to the risk are best able to manage it;
- d. New Zealand should strive to maintain independent control of its own security, while acknowledging that it also benefits from norms of international law and state behaviour which are consistent with our values, global and regional stability, and the support and goodwill of our partners and friends."

6 Current settings do not include:

- a. A vision – a succinct narrative on our ambition for New Zealand's national security.
- b. National security interests – apart from a statement anticipating trade-offs among various interests ("The New Zealand Government's responsibility for national security involves balancing many competing interests, including short-term and long-term, domestic and external, public and private, and financial and non-financial".).
- c. System priorities – how the national security system will protect and advance national security interests.

Appendix B: Overview of international partners' national security strategies

s6(a)





s6(a)



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Appendix C: Findings of the National Security Strategic Policy Review

New Zealand's existing national security strategic policy settings are between 10-20 years old. They need to evolve to address the findings of the Royal Commission of Inquiry and to meet the demands of a more challenging strategic environment.

A strong appetite for change

The Policy Review process included engagement with national security system agencies, academics (including Māori academics), Kāpuia (the Ministerial Advisory Group on the Government's Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques), and international partners.

These discussions revealed a strong appetite for change, and informed findings on national security scope and approach.

In alignment with the Royal Commission findings, these engagements also underscored the need for a national security vision and stronger system-wide strategic guidance, the need to be proactive in advancing our national security interests, and to build a more inclusive national security system.

The Policy Review findings inform the proposed new national security strategic policy settings (Appendix D).

lead with vision

This theme reflects the importance of providing clarity and direction to New Zealand's policy positions in a more challenging and rapidly changing strategic environment.

In proceeding to a National Security Strategy, Ministers will have already taken the first fundamental step toward a national security system with stronger strategic vision.

The current national security system is largely premised on emergency management concepts, with a broad definition and scope.

New Zealand should adopt a concept that characterises national security in terms of the impact on its national security interests, and is focused on malicious threats.

It should also be flexible enough to acknowledge that some issues may have national security implications through scale and magnitude.

act early

New Zealand has the opportunity to move to a more proactive stance, by identifying new and emerging threats early, shaping and influencing our environment, and generating options for government to act in support of our interests.

Earlier, proactive interventions can be both more effective and less costly. In the face of threats from those who would do us harm, this early focus is critical, and should be integrated with a resilience-building approach.

The current 'all hazards, all risks' framework places little focus on shaping and influencing, given its focus on hazards over which we have little to no control. The framework is no longer an accurate reflection of the threats facing the national security system today. This framework's application to national security stands apart from international best practice.

be inclusive

The inclusiveness theme sets the broader intention for how the national security system should go about its work.

It recognises the importance of working together, and acknowledges that this requires continued transparency by government agencies, but also, where appropriate, and greater accessibility and engagement.

A more inclusive approach includes promoting a more open, accessible and mature public conversation on national security issues.

The new concept of national security needs to reflect who we are as a nation, including our unique constitutional arrangements and our historical and cultural ties to our wider region. In particular, it should reflect te ao Māori and te Tiriti, as well as our Pacific identity.

Appendix D: Core Considerations for New Draft National Security Strategic Policy Settings

- 1 The March 2021 Cabinet paper on the Government response to the Royal Commission into the terrorist attack on Christchurch masjidain (CAB-21-MIN-0049 refers) describes three areas that should be reflected in national security strategic policy settings: the more dynamic strategic environment, the Royal Commission and other system reviews, and Government priorities and values.
- 2 An evaluation of current policy settings against these considerations formed the basis of the Policy Review's findings. These considerations translate into broad themes that should thread through new settings:

Considerations for new policy settings	Key themes we would expect to see reflected
1. A more dynamic and challenging strategic environment	<ul style="list-style-type: none">• A focus on articulating clear national security interests⁶• A need to identify and mitigate emerging risks and opportunities early and “upstream”• A need to be more proactive in approach in pursuit of our interests and to focus on threats to those interests
2. The Royal Commission and past system reviews	<ul style="list-style-type: none">• Stronger system-wide strategic guidance and forward vision⁷• A need for the government to be more open with the public on national security• Clarity in roles and responsibilities across government and society• Effective leadership, strong governance and accountable decision-making• Clarity in the purpose and role of the national security system in the broader context of government• A focus on inclusivity and embracing our nation's growing diversity
3. Government priorities and values, and the New Zealand context	<ul style="list-style-type: none">• Focus on protecting New Zealanders of all backgrounds• A reflection of te Tiriti and te ao Māori in our policy settings• A desire to cultivate a new conversation on national security, and be more with the public about national security risks and opportunities• Respect for international law and universal human rights• The priority placed on Pacific resilience• The protection of our maritime area of responsibility• The importance for New Zealand of working with partners, including our international allies and partners• Desire for an open, fair, and inclusive society

⁶ Noting that interests are grounded in national values.

⁷ Noting the need for greater clarity in accountabilities across the system, sector and agency levels.

Appendix E: Proposed New National Security Strategic Policy Settings

National security means actively protecting Aotearoa New Zealand from malicious threats to our interests from those who would do us harm.

In light of a more challenging strategic environment, we need a **more focused concept** of national security that seeks to protect our country, its people, and our democratic values from threats.

Taken collectively, these proposed new settings represent a mindset shift in our approach to national security, towards a more proactive posture that seeks to actively protect our **national security interests**.

The common thread throughout the policy settings is an ambition to **work together** – with a range of partners, from communities to the private sector to international partners – to enhance the national security of New Zealand and its people, now and into the future.

Vision

Working together to protect and advance the national security of Aotearoa New Zealand and its people, today and into the future

The proposed vision statement is an action-oriented statement that emphasises the need to protect (whakamaumaru) the security of all and shape the environment around us in our collective interest. It sets out an enduring vision for today and the long-term and reflects a Māori world view of stewardship and the protection of New Zealand for future generations.

Articulating national security interests signifies a shift to a forward-looking approach. It also forms a logic for our actions and will provide a basis for strategic policy guidance in an increasingly challenging national security environment.

Taken collectively, our national security interests help define the scope of national security. These should be enduring interests that lay out what New Zealand seeks to protect and advance as a country.

National security interests sit alongside and support other national interests, including social cohesion and economic prosperity.

Interests are not guarantees. The Government would at all times maintain discretion in how it chooses to protect these national security interests, and how it manages potential trade-offs between these and other national interests.

National security interests

Safeguarding Aotearoa New Zealand's national security means actively protecting:

- New Zealanders at home and abroad
- Our sovereignty and territorial integrity
- Our democratic institutions and norms, including universal human rights and te Tiriti o Waitangi
- Our national economic security
- Our wider maritime region and connections to the world, both physical and digital
- A peaceful, stable, prosperous, and resilient Pacific underpinned by strong regionalism and in which New Zealand has the freedom to act in support of shared interests and values
- A strong international rules-based system in the Indo-Pacific and beyond, centred on multilateralism, liberal democratic values, and the promotion of peace
- A strong network of partnerships within and beyond New Zealand

National security system priorities

The national security system will achieve the vision and actively protect New Zealand's national security interests through the following system priorities:

- **Deliver a system approach that builds capability, accountability, and resilience**

Building capabilities, connections, and system structures to promote a more strategic approach to national security that effectively prevents and mitigates threats and builds resilience. This will require clear leadership and accountability at the agency, sector and system level.

This priority reflects the Māori concept of tokungatanga (seeking expertise for the benefit of all) and rangatiratanga (leading with integrity).

- **Prevent and mitigate national security threats by acting early**

Anticipating and identifying national security threats to enable government to take a proactive approach, and to respond effectively where prevention is not possible.

This priority reflects whakaārai (expose to view), whakahōtaetae (prevent), and takatū (readiness to respond).

- **Work together to foster collective understanding and approaches**

Working with tangata whenua, broader New Zealand society, and international partners to better understand, prepare for and respond effectively to national security threats.

This priority reflects whanaungatanga (relationships and connectedness) and māramatanga (understanding), as well as mahitahitahi (working together).

- **Prepare our workforce for the future**

Developing the skills, capability, capacity and diversity of the national security workforce to better serve and reflect all of New Zealand.

This priority reflects whakahaukaha (strengthening) and kanorautanga (diversity). It also resonates with the whakatauki "He aha te mea nui o te ao? He tangata, he tangata, he tangata".

The proposed national security priorities build explicitly on the themes highlighted by the Royal Commission and the Policy Review, and will enable the national security system to meet the demands of a more challenging strategic environment.

The national security system will be committed to respecting the universal human rights and civil liberties of all New Zealanders, an important affirmation in recognition of the unique powers of the state and our duty to acknowledge communities' different experiences of national security. The concept of whanaungatanga informs our ambition to work together, and to lead a system approach that builds connections and collective capability.

The principles underscore the move towards greater openness, accessibility and accountability (matatika) on national security issues with the New Zealand public, and to increase trust and confidence in our ability to deliver for the nation. Trust in institutions by those who are governed is recognised as a crucial element of a socially cohesive society.

Finally, the principles offered here emphasise the importance of insight and understanding in guiding the national security system (māramatanga), as well as a commitment to listening, learning and to fostering a culture of adaptability and continuous improvement (whakaako mai).

Principles

These values describe how the system will act in carrying out its duties. The national security system will be guided by:

- **Whanaungatanga (Relationship, kinship, or sense of family connection)**

In this context, this means a commitment to relationships, connectedness, and a shared sense of humanity. It reflects a commitment to respecting and protecting universal human rights, civil liberties, and to carrying forward New Zealand's responsibilities in the Pacific and as a good global citizen.

- **Māramatanga (Insight and understanding)**

This refers to a commitment to understanding, knowledge, and insight.

- **Matatika (Being ethical and fair)**

This means a commitment to openness, accessibility, and accountability to all people of New Zealand.

- **Whakapai (Improvement)**

This reflects a commitment to listening, learning, and to fostering a culture of adaptability and continuous improvement.

Appendix F: National Security Strategy Terms of Reference

Purpose

- 1 With Cabinet's endorsement, the Minister for National Security and Intelligence issues the following Terms of Reference to the Department of the Prime Minister and Cabinet (DPMC) to begin developing Aotearoa New Zealand's (New Zealand's) inaugural National Security Strategy (the Strategy).
- 2 This document provides context around why a Strategy is needed and what it will contain. It also outlines the governance, advisory and oversight arrangements for developing the Strategy, how Māori and public engagement will inform this process, and includes an expected timeline for completion.

Why we need a National Security Strategy

- 3 The Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (the Royal Commission) recommended improvements to its functions and changes to how the national security system engages with the people it serves.
- 4 In March 2021, Cabinet agreed to a review of national security strategic policy settings to give effect to the Royal Commission's broader intent and to ensure that any improved approach to national security is developed in response to the range of national security risks and concerns facing New Zealand communities. Cabinet further noted that the policy review would culminate in a strategy for how government will pursue national security aims in partnership with the public.
- 5 There are important reasons to undertake a national security strategy at this point in time. The national security threats New Zealand faces have changed since current settings were adopted approximately 10 and 20 years ago. Our geographic distance and small size no longer protect us in the same way they once did.
- 6 The range of malicious threats spans terrorism and violent extremism, strategic competition in the Pacific, foreign interference, challenges to cyber security, and more. Addressing these threats requires that the national security system sharpens its focus.
- 7 The Strategy will articulate a clear, forward-looking vision for New Zealand and position us to protect and advance our national security interests at home and overseas.

What a Strategy will deliver

- 8 It is important for the Strategy to reflect our unique context in New Zealand. The new National Security Strategy will:
- Provide a **strategic outlook** examining the range of national security challenges we face, both domestically and internationally, over the next five years.
 - Include a set of revised **strategic policy settings** to align with our more challenging strategic environment, lessons from the Royal Commission and past system reviews, government priorities and values, and New Zealand's context. These settings include (but are not limited to) a vision statement, national security interests, priorities, and principles.
 - Outline **work** across our most important national security challenges, including but not limited to counterterrorism, foreign interference, maritime security, and our role in the Pacific.
 - Outline a **programme of action** to be taken across key areas to implement the strategic approach.
 - Include **measures of effectiveness** to align with an expectation that the national security system should be more open, accessible, and accountable.
- 9 The Strategy is a document providing overarching, high-level guidance, rather than specific direction, to the national security system. The Strategy will not duplicate existing issue and sector strategies, nor will it provide operational-level guidance. It will prompt further work, including a likely refresh of the National Security System Handbook and a capability review.

Engaging Māori

- 10 DPMC is committed to engaging with Māori. As an initial step, officials consulted Māori researchers to understand how proposed policy settings can best reflect te Tiriti. Officials will now engage further with iwi/Māori in an ongoing conversation about national security and Strategy development. Active engagement with Māori is crucial and will be complemented by ongoing advice from Māori academics.
- 11 Alongside this Terms of Reference is a Māori and Public Engagement Overview. It sets out how and when the public and Māori will be engaged on the development of the Strategy, in the context of ongoing national security engagement with the public on a range of national security issues and workstreams.
- 12 This will be done while recognising the Government's specific duty (through the principle of kāwanatanga), to protect all New Zealanders, including Māori; and noting there may be practical limits to the expression of tino rangatiratanga in national security.

Broader public engagement

- 13 The ultimate ambition for a national security strategy is to ensure that the national security system contributes to a thriving, secure, and resilient Aotearoa New Zealand, and fosters pursuit of our national security interests as inclusively and openly as possible.
- 14 Developing a Strategy gives us the opportunity to engage with the public to:
 - 14.1 support a more open, accessible, and mature public conversation about national security
 - 14.2 talk about the roles we all can play in protecting one another
 - 14.3 listen to and understand New Zealanders' experiences of national security issues.

Governance and oversight arrangements

- 15 The Minister for National Security and Intelligence is responsible for the overall direction and development of the Strategy. Officials will keep the Minister for National Security and Intelligence informed as required through reports and briefings.
- 16 The Chief Executive of the Department of the Prime Minister and Cabinet (CE DPMC) is the Chair of the Officials Committee for Domestic and External Security Coordination (ODESC) and is directly accountable to the Minister for National Security and Intelligence for the Strategy.
- 17 Within DPMC, it is the Deputy Chief Executive of the National Security Group (DCE NSG) who has overall responsibility for the management of the strategy development process. Dedicated staff resourcing has been established within NSG for the purposes of developing the Strategy. All costs and personnel requirements relating to the Strategy will be covered by DPMC within baseline funding.
- 18 The Security and Intelligence Board will serve as the primary governance group for the Strategy. CE DPMC and DCE NSG will also be supported by experts from both within and outside the national security system:
 - 18.1 a reference group including a group of Chief Executives, Deputy Chief Executives, and other representatives with interests in the Strategy, and
 - 18.2 an independent academic advisory panel composed of experts from outside of government.
- 19 Officials will continue to engage with other public service agencies, both within and outside the national security system, to inform the development of the Strategy. Officials will also continue to engage with a range of individuals and groups to explore their interests in and views on the Strategy, including Māori as partners under te Tiriti. Key stakeholders include Kāpuia – the Ministerial

Advisory Group on the Government's Response to the Royal Commission, academics, the private sector, and the wider New Zealand public.

- 20 Once finalised, the Strategy will be implemented through the national security system. The Minister for National Security and Intelligence will be responsible for overall Strategy implementation. The Chief Executive governance board of the national security system will govern the implementation of the Strategy, and the National Security Group of DPMC (or future agency equivalent) will lead its implementation.

Timeframe for completion

- 21 It is expected that the Strategy will be considered by Cabinet in April 2023, s9(2)(f)(iv)

Indicative timeframes for completion of the Strategy are set out in **Table 1** below:

What	When
Cabinet agrees to initiate Strategy development	July 2022
Formal period of engagement with Māori and the wider public	July-September
Writing and agency consultation, Agencies submit budget bids in support of initiatives in the Strategy (where appropriate)	October 2022-January 2023
Minister for National Security and Intelligence receives final Strategy	February-March
Cabinet considers draft Strategy	April
Engagement with international partners	April-May
s9(2)(f)(iv)	April-May
Strategy is published	May-June

Other matters

Changes to these Terms of Reference

- 22 Changes to these Terms of Reference after first publication can be made by the Minister for National Security and Intelligence, including on advice from officials. Any changes would be reflected by way of an update on the DPMC website.

Public communications about the Strategy

- 23 All public communications related to the Strategy, including press releases and responses to media requests, will be routed through DPMC's communications team.

Authorisation

- 24 These Terms of Reference have been approved by Cabinet [cite reference].

PROACTIVELY RELEASED

Appendix G: Public Engagement and Māori Engagement on the National Security Strategy Overview

Kaupapa and objectives

- 1 New Zealand's first National Security Strategy (the Strategy) will be strengthened by asking New Zealanders—whose wellbeing and interests the strategy is designed to help protect—the vision they have for national security and what they expect from the national security system. The Strategy engagement process is an opportunity to support a public conversation on national security issues, and in particular for New Zealanders to:
 - shape a new national security policy;
 - begin building a shared understanding of the respective aspirations, roles and responsibilities of the government, individuals, Māori, communities, and the private sector in keeping New Zealanders secure;
 - support a more open, accessible, and mature conversation about national security challenges.
- 2 Engagement on the Strategy is also part of a broader commitment to relationships between the national security system and communities following the Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (the Royal Commission).

Core period of engagement to run from July to September 2022

- 3 Engagement on Strategy development will be one of many areas of national security and Royal Commission-related engagement with the public. The Strategy work will learn and benefit from the range of ongoing and recent engagements across the national security system, and has tailored this approach in such a way as to avoid engagement fatigue.
- 4 The proposed engagement process will build upon the early external engagement officials have already undertaken with academics, Māori academics, and Kāpuia⁸ to inform the Review of National Security Strategic Policy Settings (the Policy Review).
- 5 Over this period, engagement will consist of:
 - an online submissions process via the DPMC website; and
 - a series of kanohi-ki-te-kanohi (face to face) hui and workshops in New Zealand's main centres.
- 6 Following on from the Policy Review, and to ensure the groundwork for engagement is set, some early outreach to these groups has already begun.

⁸ The Ministerial Advisory Group on the Government's Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques.

Engagement on the Strategy will focus on core groups and organisations

- 7 In addition to opportunities for the wider population to participate in this engagement, there will be a strong focus on engaging more directly with specific organisations and individuals. A high priority will be placed on engaging those groups/organisations and individuals that:
- 7.1 have multiple, cross cutting interests in the Strategy work; and/or
 - 7.2 constitute gaps in previous national security engagement because they have been marginalised from the discourse in the past; and/or
 - 7.3 have an influential voice in the national security context.
- 8 Based on these considerations, and taking into account time and resourcing realities, the proposed main groups of focus for this engagement are:
- 8.1 Māori (through national level organisations and interested iwi);
 - 8.2 Youth;
 - 8.3 Kāpuia, and particular groups closely involved with the Royal Commission response who demonstrate a particular interest in the Strategy work; and
 - 8.4 Academics.
- 9 Engagement with these groups will be undertaken at the “involve” end of the IAP2 engagement spectrum⁹, while the wider public will be consulted.

Universities a key mechanism for reaching youth, including rangatahi

- 10 Engaging across universities ensures geographic spread across New Zealand, and extends the engagement reach into the academic and youth communities, including rangatahi via campus marae.
- 11 Work is now well underway, with support from the academic community, to plan workshop or focus-group style engagements across different universities.

Engagement with iwi/Māori: start point for a longer conversation that endures beyond Strategy development

- 12 The purpose of engaging Māori on elements of the National Security Strategy is to build on the initial engagement with academics to:
- 12.1 better understand the nature and extent of iwi/Māori interests in national security, and exploration of national security challenges of interest to Māori;

⁹ International Association for Public Participation (IAP2) spectrum of engagement.

- 12.2 seek views on the proposed policy settings, and in particular how te Tiriti should be reflected in national security policy;
- 13 Time constraints mean wider public engagement on the Strategy will be conducted in parallel with iwi/Māori engagement. However, this engagement will be treated as distinct to reflect the status of tangata whenua and the importance of the Māori-Crown relationship.
- 14 The Strategy, alongside the Long-term Insights Briefing (LTIB), will be a start point for a longer-term relationship between iwi/Māori and the system that sits above and endures beyond the development of the Strategy.
- 15 Iwi/Māori have been traditionally marginalised from national security discourse, despite playing a role in responses and recovery from significant events since 1840. This reinforced concerns, raised during the Policy Review, of Māori academics, other academics, and national security agencies about a lack of recognition of te Tiriti in New Zealand's national security policy settings.
- 16 With the help of a small number of Māori academics, revised draft policy settings have been developed that seek to address this gap. Officials now have a responsibility to engage more widely with Māori to test this thinking, explore questions about what a partnership could look like, and to better understand the nature and extent of iwi/Māori interest in this work more generally. This will be done while recognising the Government's specific duty (through the principle of kāwanatanga), to protect all New Zealanders, including Māori; and noting there may be practical limits to the expression of tino rangatiratanga in national security.
- 17 There is therefore a need to balance the responsibility to gauge reactions to the revised policy settings, and to do this in a manner that is practical, is within our means, and keeps the door open for continuing conversations.

Proposed approach

- 18 To balance these factors, the following approach to engaging iwi/Māori on the Strategy is proposed:
- 18.1 Building upon, and where appropriate, formalising existing relationships with key Māori academics.
- 18.2 Gauge iwi/Māori interest at the national level, and undertaking focussed engagement with national level bodies ^{s9(2)(g)(ii)} [REDACTED] and iwi representative organisations that may have an interest in engaging with us ^{s9(2)(g)(ii)} [REDACTED]
- 18.3 Seeking wider engagement via campus marae and youth representative bodies.

- 18.4 Keeping our doors “open” for those that may have an interest, but may not yet be in a position to engage. This means that in practice officials take an approach that offers flexibility on timing and approach (for example, by extending deadlines where this is possible).

Engagement focussed on tangible components of the Strategy

- 19 Rather than engaging on a fully formed Strategy document, the engagement will focus on particular draft elements of the Strategy. In general, efforts will be concentrated around the key elements of the proposed Strategy programme of action, including machinery of government.
- 20 This approach takes into account the targeted external engagement with certain groups on foundational aspects of the work already undertaken as part of the Policy Review. It also reflects the reality that, in the main, the tangible elements of the Strategy are more likely to attract public interest than abstract policy settings.
- 21 In general engagement will focus on four core questions. Using case studies to provide appropriate context and bring national security “to life” for different audiences, officials intend to seek views on:
- 21.1 the vision for national security;
 - 21.2 New Zealand’s top security challenges;
 - 21.3 what role (if any) individuals, communities, the private sector, and other groups see for themselves in national security;
 - 21.4 public expectations of government and outcomes in national security (for example, this is an opportunity to explore views around the role and function of a new national security and intelligence agency, and/or shape of the national security workforce).
- 22 In some cases, the focus questions will be more tailored to certain settings. For example, the engagement with Māori should explicitly test how proposed new policy settings reference te Tiriti and draw from te ao Māori and explore the concept of partnership.

Engagement on the Strategy will be shaped by a set of principles

- 23 The engagement principles below have been adapted from the Policy Community Engagement Tool, and drawn from experiences with engagements for the Government’s response to the Royal Commission and the LTIB. Engagement on the Strategy will demonstrate:
- 23.1 **A commitment to strengthening and deepening the Māori-Crown relationship in light of the significance of te Tiriti o Waitangi.** Engagements should begin by acknowledging the Māori-Crown relationship and the status of Iwi/Māori as te Tiriti partners. Engagement materials should also be shaped using this approach.

- 23.2 **Openness and accessibility.** Officials will be clear about who they are and their kaupapa. They will also be responsive, ensuring what is heard during engagements is reflected in publicly accessible summaries.
- 23.3 **Authenticity and manaakitanga.** Hui should create an āhurutanga (safe space) for ethnic, faith-based, demographic, and socially diverse groups to freely engage and share insights. These engagements are an opportunity for mutual benefit and learning for both the Government and those being engaged.
- 23.4 **An understanding that community engagement is not one size fits all.** Wherever possible, engagements will be accessible, inclusive and appropriately tailored to ensure people can engage in multiple ways. This will include translating material into different languages and adopting multiple engagement tools.
- 23.5 **A coordinated approach, where this is appropriate.** At any one time, there may be different workstreams undertaking engagement on national security issues or aspects of Royal Commission response. While this may be necessary, there is a risk that efforts will generate fatigue and confusion among communities. It may not always be appropriate for teams to engage the public “jointly”, however officials will actively maintain visibility of who is being engaged, when, and on what, to ensure messages are consistent and any pressure on communities is minimised.

Relationship with other national security engagements: translating engagement principles into practice

- 24 Public engagement on other national security work areas has been undertaken over the last year, including on the LTIB, as part of the continuing response to the Royal Commission, and in more specific areas like cyber security. This will continue into 2022, and in some cases will overlap with engagement on the Strategy.
- 25 Clear and coordinated public messaging will be developed to avoid potential confusion. In addition, officials will manage the risk of engagement fatigue and ensure they reflect and incorporate feedback from other engagements by:
- 25.1 acknowledging what has been heard already, and building this into the approach; and
 - 25.2 coordinating among engagement workstreams, where this makes sense.

Key engagement timeframes

- 26 The table below sets out an overview of the key phases of the public engagement and Māori engagement, and an indicative schedule for the most intensive period scheduled to run from July-September. The schedule is still under discussion with key groups and therefore subject to change.

Key Phases of Public Engagement and Māori engagement on the National Security Strategy

Phase 1: Initial outreach to New Zealanders	
From March (underway)	<ul style="list-style-type: none"> Follow up from targeted engagements undertaken with Māori academics and Kāpuia during the Policy Review
July (following Cabinet agreement)	<ul style="list-style-type: none"> Notify general public the submissions process formally open Engagement material posted on website
Phase 2: A mix of targeted and general engagement	
August	<ul style="list-style-type: none"> A mix of public and targeted engagement meetings across key centres, face to face where possible Centred around universities/campus marae, with support from other venues where needed Engagements with Māori (with contractor support)
Phase 3: Final follow up / virtual	
September	<ul style="list-style-type: none"> Opportunity to conduct follow up engagements, undertake hui not able to be scheduled in July-August, or where unexpected opportunities arise Engagements with Māori Ongoing engagement with Kāpuia
Phase 4: Completing the feedback loop	
October-November	<ul style="list-style-type: none"> Synthesis of feedback and publication of final summary on DPMC website (and providing feedback via other means as appropriate) Sharing our experience / lessons learned



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.

Charting a New Path for Aotearoa New Zealand's National Security: Developing the First National Security Strategy

Portfolio **National Security and Intelligence**

On 19 July 2022, the Cabinet External Relations and Security Committee:

- 1 **noted** that on 8 March 2021, Cabinet noted that undertaking a strategic review of national security settings culminating in a strategy for how government – in partnership with the public – will pursue national security aims, is critical to giving effect to the intent of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (the Royal Commission) [CAB-21-MIN-0049];
- 2 **noted** that the proposed National Security Strategy will support the delivery of a number of the recommendations of the Royal Commission's Report, including:
 - 2.1 options on a new national security and intelligence agency (recommendation 2), and Ministerial and governance arrangements (recommendations 1 and 3);
 - 2.2 building on the work of the Public Service Commission, driving efforts to increase national security workforce diversity associated with recommendation 33 (and recommendation 35, to the extent that it applies to national security agencies);
 - 2.3 enhancing transparency to assist in implementing recommendation 15 on improving public understanding of preventing, detecting, and responding to current and emerging national security threats facing New Zealand at the system level;
 - 2.4 helping to fulfil the broader intent of the Royal Commission's Report;
- 3 **noted** that since the last update of New Zealand's national security policy settings in 2001 and 2011, the country has faced growing threats to its physical and economic security, and political and social institutions from forces and interests that would do the country harm;
- 4 **noted** that policy review engagements have revealed a strong appetite for change, and have informed findings on the scope of national security, including the need for a vision and stronger strategic guidance, to act early to advance New Zealand's interests, to build a more inclusive national security system, and to reflect te Tiriti o Waitangi;

Scope of national security

- 5** **agreed** to a more focused concept of national security based on actively protecting Aotearoa New Zealand from malicious threats to national security interests from those that would do the country harm:
- 5.1** this concept avoids the unnecessary securitisation of issues and communities, replacing the previous ‘all hazards, all risks’ scope;
 - 5.2** it is accompanied by an approach that builds connections with other sectors, to monitor and address the national security implications that flow from other issue areas (e.g., social, environmental, and economic);

National security strategic policy settings

- 6** **agreed in principle**, subject to the report-back referred to in paragraph 10 below, and the engagement process, to the national security strategic policy settings referred to in paragraphs 6.1 – 6.4 below:

6.1 Vision

Working together to protect and advance the national security of Aotearoa New Zealand and its people, today and into the future;

6.2 Interests

Ensuring Aotearoa New Zealand’s national security means actively protecting:

- 6.2.1** New Zealanders at home and abroad;
- 6.2.2** New Zealand’s sovereignty and territorial integrity;
- 6.2.3** democratic institutions and norms, including universal human rights and te Tiriti o Waitangi;
- 6.2.4** national economic security;
- 6.2.5** wider maritime region and connections to the world, both physical and digital;
- 6.2.6** a peaceful, stable, prosperous, and resilient Pacific underpinned by strong regionalism and in which New Zealand has the freedom to act in support of shared interests and values;
- 6.2.7** a strong international rules-based system in the Indo-Pacific and beyond, centred on multilateralism, liberal democratic values, and the promotion of peace;
- 6.2.8** a strong network of partnerships within and beyond New Zealand;

6.3 Priorities

- 6.3.1** *Deliver a system approach that builds capability, accountability, and resilience:* Building capabilities, connections, and system structures to promote a more strategic approach to national security that effectively prevents and mitigates malicious threats and builds resilience. This will require clear leadership and accountability at the agency, sector and system level;
- 6.3.2** *Prevent and mitigate national security threats by acting early:* Anticipating and identifying national security threats to enable government to take a proactive approach, and to respond effectively where prevention is not possible;
- 6.3.3** *Work in partnership to foster collective understanding and approaches:* Working with tangata whenua, broader New Zealand society, and international partners to better understand, prepare for and respond effectively to national security threats;
- 6.3.4** *Prepare the workforce for the future:* Developing the skills, capability, and diversity of the national security workforce to better serve and reflect all of New Zealand;

6.4 Principles

- 6.4.1** *Whanaungatanga (relationship, kinship, or sense of family connection):* In this context, this means a commitment to relationships, connectedness, and a shared sense of humanity. It reflects a commitment to respecting and protecting universal human rights, civil liberties, and to carrying forward New Zealand's responsibilities in the Pacific and as a good global citizen;
- 6.4.2** *Māramatanga (insight and understanding):* This refers to a commitment to understanding, knowledge, and insight;
- 6.4.3** *Matatika (being ethical and fair):* This means a commitment to openness, accessibility, and accountability to all people of New Zealand;
- 6.4.4** *Whakapai (improvement):* This reflects a commitment to listening, learning, and to fostering a culture of adaptability and continuous improvement;

- 7** **agreed** that officials progress the development of a National Security Strategy, using the policy settings referred to above as the basis, subject to feedback from public engagement;
- 8** **endorsed** the National Security Strategy Terms of Reference, attached as Appendix F to the paper under ERS-22-SUB-0028;
- 9** **endorsed** the overview of Māori and public engagement on the National Security Strategy, attached as Appendix G to the paper under ERS-22-SUB-0028, with the main activities to be undertaken from July to September 2022;

- 10 **directed** the Department of the Prime Minister and Cabinet to report back on the results of the Māori and public engagement processes on the Strategy, and to provide final advice on a National Security Strategy, s9(2)(f)(iv), in April 2023 (Cabinet approval of a Strategy will be the mechanism to finalise new national security strategic policy settings, which will replace current settings);

National risk approach and national crisis management mechanism

- 11 **agreed** to transition to a national security system that manages national security risks, as a subset of a broader set of nationally significant risks, complemented by a hazard risk system and supported by an all-of-government National Risk Approach;
- 12 **agreed** to transition to a national crisis management mechanism that enables the national security and hazard risk systems to be better prepared for, and respond effectively to all hazards and national security threats;
- 13 **noted** that the accompanying paper *Charting a New Path for Aotearoa New Zealand's National Security: Strengthening the Design of the Machinery of Government* under ERS-22-SUB-0029:
- 13.1 describes the principles and scope for a work programme to strengthen machinery of government arrangements for national security;
- 13.2 proposes the development of options for changes that will effectively implement the national security strategy;

Financial implications

- 14 **noted** that:

14.1 s9(2)(f)(iv)

14.2 s9(2)(f)(iv)

Janine Harvey
Committee Secretary

Present:

Rt Hon Jacinda Ardern (Chair)
Hon Grant Robertson
Hon Andrew Little
Hon David Parker
Hon Nanaia Mahuta
Hon Stuart Nash
Hon Peeni Henare
Hon Michael Wood
Hon Dr David Clark
Hon Kieran McAnulty

Officials present from:

Office of the Prime Minister
Officials Committee for ERS



Cabinet

Minute of Decision

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Report of the Cabinet External Relations and Security Committee: Period Ended 22 July 2022

On 25 July 2022, Cabinet made the following decisions on the work of the Cabinet External Relations and Security Committee for the period ended 22 July 2022:

ERS-22-MIN-0028 **Charting a New Path for Aotearoa New Zealand's National Security: Developing the First National Security Strategy** CONFIRMED
Portfolio: National Security and Intelligence

ERS-22-MIN-0029 **Charting a New Path for Aotearoa New Zealand's National Security: Strengthening the Design of the Machinery of Government** CONFIRMED
Portfolio: National Security and Intelligence

Not related to this release

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CONFIRMED

CONFIRMED

Rachel Hayward
Acting Secretary of the Cabinet