



**Te Kāwanatanga o Aotearoa**  
New Zealand Government



# *Secure Together*

*Tō Tātou Korowai Manaaki*

NEW ZEALAND'S NATIONAL SECURITY STRATEGY **2023-2028**  
TE RAUTAKI WHAKAMARU Ā-MOTU O AOTEAROA 2023-2028

# Everyone is welcomed to gather under our korowai manaaki of national security.


It is a cloak of protection that uplifts the mana of us all. The harakeke fibre threads that weave together our korowai represent a desire for us all to work together to protect and offer shelter to each other, now and into the future.

The waving hukahuka (tassels) on the korowai manaaki signify ancestors that have

since passed away. Here, 51 hukahuka strands represent the shuhada of the 15 March terrorist attack on Christchurch mosques. We acknowledge them, their whānau, and survivors and witnesses of the attacks.

Kia ora tātou katoa





Tuia i runga	Weave from above
Tuia i raro	Weave from below
Tuia i roto	Weave from within
Tuia i waho	Weave from the surrounding environment
Tuia te muka tangata	Weave to connect the people
Ka rongo te pō	Through the peace of night
Ka rongo te ao	Through the peace of day
Hāumi e	Join!
Hui e	Gather!
Tāiki e	Unite!

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# Ngā ihirangi

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# Kupu Takamua nā te Pirimia

## Foreword from the Prime Minister

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**National security is fundamental to our country and our people. Our wellbeing and prosperity depend on our ability to protect ourselves from threats at home while being able to advance our interests globally. This has always been the case for New Zealand, but we now have a new sense of urgency and a need to grow our capability. Recent events and global trends have shown that we have to be better prepared for a shifting world and new challenges at home.**

The horrific events of 15 March, 2019 changed our country forever. They shattered not only the lives of those directly affected, but also our sense that our geographical location might protect us from the gravest security threats. In response, the Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques (the Royal Commission) underscored the need for stronger leadership, clearer direction and better accountability to the public on national security. It challenged government to develop a new conversation with New Zealanders about the national security challenges we face.

We are making changes. Working with our communities, Australia, Pacific nations and other close partners, we are building a secure and resilient nation that contributes to a more peaceful and stable world. In doing so, we need to improve our ability to anticipate challenges and protect the things we value most.

To guide us in this, we have developed New Zealand's first ever National Security Strategy, *Secure Together*. It embeds the lessons of the Royal Commission and sets a vision for our national security that promotes a focused and integrated approach—one that positions us to act early to prevent threats whenever possible.

We do things our own way in New Zealand, and our approach to national security is no different. *Secure Together* reflects our unique geography, history and values as a basis for how we can navigate a more contested and disrupted world.

The Strategy underscores the importance to New Zealand of a peaceful, stable, and resilient Pacific, and recognises the value that close international partnerships contribute on every security challenge we face. It acknowledges our commitment to human rights, the rule of law, and te Tiriti o Waitangi/the Treaty of Waitangi.

National security is one part of our collective aspiration for New Zealand and our future. It sits alongside other significant measures to improve the lives of New Zealanders as we tackle issues such as climate change, strengthen social cohesion and build economic prosperity.

As our first ever National Security Strategy, *Secure Together* provides a foundation from which we can face the challenges ahead and seize opportunities to better protect our country.



**Chris Hipkins**  
Prime Minister and  
Minister for National  
Security and Intelligence



# Tirohanga Whānui

## Overview

**National security is about protecting New Zealand from threats that would do us harm. It is the foundation for New Zealand's overall prosperity and wellbeing.**

New Zealand is a liberal democracy based on a bicultural relationship and te Tiriti o Waitangi/the Treaty of Waitangi. Our connections to the world have brought opportunity, prosperity, and a more diverse New Zealand. They are a source of strength and resilience. And yet these connections also mean New Zealand is exposed to global trends and **an increasingly disrupted and contested world** with direct implications at home.

This new level of challenge, as well as the need to embed the lessons from the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques, means it is time to update our approach to national security.

This Strategy puts in place an approach focused on **acting early and working together** to create a more secure New Zealand, now and into the future.

### APPROACH

#### VISION

At the heart of our national security approach is a **whole-of-society vision**:

**A secure and resilient Aotearoa New Zealand—  
one that is protected as a free, open, and  
democratic society for future generations**

Our open society and democratic values enable New Zealanders' diverse ways of life and pursuit of opportunities. We advance this vision by working together across New Zealand society, with our Australian ally, and international partners.

#### INTERESTS

**Protecting New Zealand from threats that would do us harm means safeguarding:**

- Our people, land, and waters
- Our independence and freedom of action
- Our democracy and social fabric
- Our national economic security
- Our connections to the world, both physical and digital
- A peaceful and resilient Pacific
- A strong rules-based international system in the Indo-Pacific and beyond
- A robust network of partnerships within and beyond New Zealand

## OUTCOMES AND PRIORITIES

Working towards our vision requires efforts focused on three outcomes:

### New Zealand protected from threats

**PRIORITY:** Acting early to prevent national security threats and build New Zealand's resilience

### A resilient society, informed and engaged on national security challenges

**PRIORITY:** Working together to foster collective understanding and approaches

### An effective national security system

**PRIORITY:** Leading an integrated approach

The Strategy's **Programme of Action** describes how government will advance these priorities over the next two years. It includes two major initiatives: reform of the national security system, and fostering a public conversation on national security.

It is important for New Zealanders to be empowered with information about the challenges we face, what government is doing to protect New Zealand, and what role they can play. While government is responsible for national security, New Zealanders can contribute to our collective security and resilience. New Zealand's strong network of international partners is also integral to our national security.

Every day the national security community works on the issues that most directly affect New Zealand's national security interests.

These **core national security issues** include:

- Strategic competition and the rules-based international system
- Emerging, critical, and sensitive technologies
- Disinformation
- Foreign interference and espionage
- Terrorism and violent extremism
- Transnational organised crime
- Economic security
- Pacific resilience and security
- Maritime security
- Border security
- Cyber security
- Space security

## EVERYONE CAN PLAY A ROLE

New Zealanders make contributions to our national security every day, protecting whānau and communities.



- Being aware and informed
- Taking measures to protect yourself and those around you
- Lending your expertise and knowledge
- Leading in your community
- Contacting government if concerned

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# Kupu Whakataki

## Introduction

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1. **New Zealand is deeply engaged in our region and the world. With this connection comes opportunity, prosperity, and a more diverse country. Our openness to the world is part of our identity—one of our greatest strengths and sources of resilience.**

2. But like other countries, New Zealand is affected by global trends and an increasingly complex international security environment. Where we as New Zealanders once saw ourselves as largely protected from threats by geography, we now experience a virtual distance measured in seconds and keystrokes. **Threats are reaching New Zealanders more directly.**

3. In recent years, New Zealand communities have seen and felt the impacts of national security events first hand. Horrific terrorist attacks, growing disinformation, and cyber-attacks on critical national infrastructure have all left indelible marks. Other harms, such as foreign interference, may be less visible but are no less harmful to our security. These challenges demonstrate that **threats to our security can have international or domestic origins and, increasingly, these two elements are intertwined.**

4. This is just as true for our Blue Ocean Continent, Te Moana-nui-a-Kiwa. Together with our Pacific neighbours through the 2018 Boe Declaration we have recognised an array of challenges to regional security, including external interference and coercion, cyber vulnerabilities, and transnational crime, as well as the threat of climate change to all aspects of the Pacific's way of life. We must continue to work together on these shared challenges.

5. Our national security depends on the rules-based international system—the institutions, rules, and norms that shape how New Zealand works with the world, how our voice is heard, and our interests realised.

6. The rules-based system is under sustained pressure from several sources. This makes it more difficult to foster international cooperation on emerging challenges and to prevent cross-border threats. These threats are not future challenges—they are already impacting the lives of New Zealanders and New Zealand's national security today.

### Meeting the challenge on our terms

7. These challenges mean it is time to update our approach to national security—that we need a new level of focus on **protecting New Zealand from threats that would do us harm.**
8. Government's approach to national security is based on New Zealand's unique character and values. This starts with affirming the foundation of te Tiriti o Waitangi/the Treaty of Waitangi. This Strategy reflects government's duty, under kāwanatanga (governance), to protect all New Zealanders. It is a starting point for forging a stronger relationship between Māori and the Crown in national security—a korowai (cloak) of protection that both parties can weave together. We are committed to developing a national security community that promotes:
  - A **partnership** where both parties act honourably, reasonably, and in good faith, and where the Crown makes informed decisions in areas of national security that impact Māori interests.
  - Better understanding of, and ability to address, the threats faced by Māori in order to **actively protect** Māori interests, which are broad and nuanced, extending from Māori themselves, to property and culture, to the integrity of New Zealand's democratic institutions.
  - The **participation** of Māori in the national security workforce, and the valuing of te ao Māori in national security policy and practice.
9. New Zealand is a liberal democracy that upholds human rights and civil liberties, and is committed to being a good global citizen, supporting the rules-based system, and working with our international partners.
10. Even in a disrupted world, we seek opportunities. We cut an independent path and at the same time make common cause with those who share our interests and values. Our partnerships are vital to being able to protect the national security of New Zealand and to promote our national security interests regionally and globally.



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11. **Our vision for national security is positive and intergenerational.** It is about building a secure and resilient society that enables New Zealanders’ diverse ways of life and pursuit of opportunities.
  12. Government’s approach to national security focuses on **prevention**—to the greatest degree possible, getting ahead of threats to New Zealand whether they have domestic or international origins. **Acting early** at home and overseas is critical to protecting our security. Treating threats early results in less harm for the whole of New Zealand. This complements a consistent focus on building **resilience and readiness** when prevention is not possible.
  13. We can all play a role in national security. **Working together** is essential. This includes cooperation across New Zealand society as well as internationally. While government is responsible for national security, New Zealanders, our communities, iwi and hapū, the private sector, academia, media, central and local government, and our ally and international partners all contribute to a more secure New Zealand.
  14. Working together across New Zealand society means talking to people more openly about national security. This begins with enhanced transparency from government where possible. While some information should remain classified to protect New Zealand’s interests, sources, and methods, government can make more information available and accessible to New Zealanders. **A more informed society is a more resilient society**, and this Strategy serves as a foundation for developing this conversation.
  15. The national security community must also be more joined-up. This involves stronger leadership and clearer ways to hold government to account.

This Strategy is an **overarching approach** for national security. It complements a number of existing strategies and policies, which remain in effect, with updates to be guided by the National Security Strategy. These include the:

- Countering Terrorism and Violent Extremism Strategy
- Cyber Security Strategy
- Maritime Security Strategy
- Transnational Organised Crime Strategy
- Pacific Resilience Strategy
- Mass Arrivals Prevention Strategy
- Defence Policy Statements and White Papers
- National Space Policy
- Border Security Strategy

### **What is in this Strategy**

16. New Zealand’s first National Security Strategy adopts a new approach, incorporating the lessons of the Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques. It also takes a significant step forward in **transparency**, openly describing the national security challenges we face and the work of the national security community.
17. **Part I** describes New Zealand’s **security outlook** and a **new approach to national security**. This includes outcomes and priorities, with a **Programme of Action** that sets out steps towards meeting these priorities.
18. **Part II** describes government’s work in protecting New Zealanders through examination of 12 dynamic and evolving **core issues**—those issues that have the greatest impact on our national security interests. It also recognises broader drivers of insecurity—**connected issues**—which can have national security implications.
19. We will adapt to a changing world and build a more secure New Zealand together.

# Wāhanga I

## Part I



# Tirohanga Rautaki

## Security Outlook

20. **New Zealand faces a fundamentally more challenging security outlook.**

21. **We live in an era of disruption.** Climate change poses an existential challenge, especially for our Pacific partners. Existing and emerging technologies like artificial intelligence (AI) provide opportunities, but also amplify threats from both countries and criminals.

22. **We live in a more contested world.** Who has power, and even more importantly how they exercise it, will continue to have consequences for New Zealand, the Pacific, and our global interests. Russia’s invasion of Ukraine continues to have far-reaching consequences, from exacerbating food and energy insecurity to stoking global inflation.

23. **Pressure is likely to grow for countries like New Zealand, whose security and prosperity depend on a cooperative landscape.** Countries are seeking to advance competing visions for regional and global orders. **This strategic competition is increasingly out in the open, including in the Pacific** and other areas where strategic interest is growing, like space and Antarctica.

24. **Democracies also face challenges at home.** This includes growing feelings of distrust and disenfranchisement, rooted in rising economic inequality and discontent. Disinformation and foreign interference exacerbate these trends.

25. **These kinds of threats reach New Zealanders more directly.** This is why it is important for New Zealanders to be empowered with information, to increase risk awareness and resilience.

26. **Our security outlook is defined by the intersection of three key challenges:**  
 1) strategic competition and a rules-based international system under pressure,  
 2) transboundary challenges, and  
 3) challenges to democracy.

27. These trends will all impact us significantly in their own right, but it is the dynamic and unpredictable ways in which they interact that may have the most profound effects. This is likely to include less multilateral cooperation on some of the most pressing issues of our time, and pose unique challenges for open societies like ours.

### Strategic competition and the rules-based international system

28. **The rules-based system is fundamental to our national security.** It has meant stability and predictability, has largely reflected our liberal democratic values and interests, and enabled cooperation on a range of issues.

29. **Strategic competition** emerges out of the dynamic between those countries seeking to challenge and reshape aspects of the current rules-based system and those that seek to uphold it. Though the United States and China are often considered to be at the forefront of this competition, it is by no means limited to these countries. Others can also be influential in shaping the future.

30. If strategic competition intensifies, New Zealand may face a less predictable, more contested international system that is less aligned with our values and interests on issues like human rights.



31. **Supporting the present rules-based system is more important than ever.** This includes support for the rules-based system in the Pacific, which has real impacts on how we and our Pacific partners are able to pursue our interests and protect our people.

#### ***Geopolitical change and rules at risk***

32. Some of the most significant challenges to the rules-based system come from authoritarian countries violating rules and norms—including undermining the sovereignty of smaller countries—and efforts to change, erode, or reinterpret the rules themselves.
33. **Russia’s invasion of Ukraine** is a direct challenge to the United Nations Charter and state sovereignty, and the source of great human suffering. But even before this invasion, we witnessed Russia challenging other states’ sovereignty, engaging in globally disruptive cyber-attacks, and seeking to undermine democratic elections in Europe and the United States. The impacts of its efforts to spread disinformation around the world have been seen in New Zealand and the Pacific. All of these actions create significant and wide-reaching disruptions.
34. **China’s rise is a major driver of geopolitical change.** China can play a significant role in addressing global challenges and is an important relationship for New Zealand. Our national interests require continued engagement with China, and cooperation where our interests converge. At the same time, China has become more assertive and more willing to challenge existing international rules and norms. We have seen the building of military bases in disputed areas of the South China Sea, and the use of economic coercion. Chinese state-sponsored actors have exploited cyber vulnerabilities in New Zealand in ways that undermine our security.

#### ***Strategic competition raises the risk of conflict***

35. Our wider **Indo-Pacific region** is at the centre of strategic competition. There are concerns over potential flashpoints including Taiwan, the South China Sea, and the East China Sea. North Korea continues to destabilise the Korean Peninsula. In any of these instances, **even tensions that fall**

**short of full conflict could have unpredictable but significant impacts** on trade and supply chains, with global effects, including for New Zealand and the rules-based international system.

36. More broadly, the erosion of the arms control, disarmament, and non-proliferation architecture has negatively impacted strategic stability.

#### ***Pressures in the Pacific***

37. **Climate change** is the single greatest threat to the livelihoods, security, and wellbeing of Pacific peoples, with increasingly severe impacts including sea-level rise, more extreme weather events, freshwater shortages, pressure on food stocks, and migration—both internal and cross-border.
38. Additional **challenges in the Pacific** come together as compounding pressures, including development challenges, demographic and resource pressures, economic issues like indebtedness and inflation, transnational threats, and more. This layering of challenges also reduces the region’s resilience to the negative effects of strategic competition.
39. **Increasing great power attention** to the region brings opportunity in terms of finance and investments. But how these investments are made matters. We encourage countries from beyond the region to work through existing architecture, support Pacific priorities, and to be transparent with their intentions.
40. China’s development cooperation has become a key lever to achieve its long-term ambitions in the Pacific. Its efforts to develop ports and airports in the region bring the possibility that these could become dual-use facilities (serving both civilian and military purposes) or fully fledged military bases in the future, which would fundamentally alter the strategic balance in the region. The 2022 China-Solomon Islands security agreement and ongoing attempts to create new groupings in the Pacific demonstrate China’s ambition to link economic and security cooperation, create competing regional architectures, and expand its influence with Pacific Island countries across policing, defence, digital, and maritime spheres.

## THE PACIFIC REGION



### **Challenges to cooperation in a more fractured world**

41. Sustained engagement by the United States and other like-minded nations in the Indo-Pacific and the Pacific is critical for New Zealand's security.
42. Unfolding competition is likely to continue to promote increased cooperation among smaller groupings of like-minded countries, such as the Quadrilateral Security Dialogue, which includes Australia, India, Japan, and the United States, and the AUKUS security partnership among Australia, the United Kingdom, and the United States.
43. As the number of groupings in the Indo-Pacific continues to grow, New Zealand remains committed to working closely with a range of partners to preserve an **open, inclusive, stable, and prosperous Indo-Pacific**, both through opportunities to deepen our cooperation with close partners and by upholding ASEAN (Association of Southeast Asian Nations) centrality.
44. These challenges to cooperation mean it will be **difficult to create new rules of the road for emerging issues**, from ethical standards around AI, to norms on geo-engineering in response to the climate crisis, among others.

### **Transboundary challenges**

45. New Zealand has long had to protect itself from a variety of global transboundary challenges that have the potential to cross our border and impact individuals, iwi and hapū, our communities, businesses, and both central and local government. **Transboundary threats increasingly intersect** with each other in complex ways, and technology can extend their reach.
46. As we know from the tragic terrorist attacks on our own soil, New Zealand is not immune from the threat of **violent extremism and terrorism**. The overall trend in developed countries is towards smaller-scale attacks by lone actors using easily obtainable weapons. There is no single pathway

to radicalisation and then violence. In the online environment, individuals will continue to engage with content that reinforces personal grievances, normalises violence, and exposes them to violent extremist material.

47. **Disinformation** will continue to pose ongoing threats to democracy and social cohesion around the world, with the potential to undermine the integrity of elections and the peaceful transition of power.
48. **Foreign interference**—an act by a foreign state, often acting through a proxy, that is intended to influence, disrupt or subvert national interests by deceptive, corruptive or coercive means—and **espionage** will remain a major challenge for liberal democracies worldwide. New Zealand and our Pacific neighbours are and will remain targets of foreign interference and espionage, with some countries likely to keep trying to penetrate our government networks, acquire sensitive research, co-opt influential figures, monitor dissidents, and influence media for their own benefit. Known interference activities have been targeted at New Zealand’s political, academic, media and private sectors, and communities.
49. Powerful global suppliers remain focused on growing the illicit drug market in New Zealand. We will continue to be exposed to networks dealing in illicit firearms, human trafficking and people smuggling, and other forms of **transnational organised crime**. Technologies will enable these groups and networks to engage in illicit activities and transactions with growing anonymity, skill, and ease.
50. The cyber domain is increasingly a theatre for strategic competition and profit. The likelihood and disruptive impacts of **malicious cyber activities** impacting information systems, telecommunication networks, and information technology infrastructures is growing.
51. **Emerging technologies** such as AI, biotechnologies, robotics, and quantum computing are developing rapidly and create opportunities, but can also be used to enable or commit harmful activity and have the potential to create highly disruptive social and economic changes. Countries will face stark choices related to research and supply chains.
52. New Zealand has an expansive maritime area of responsibility and faces a variety of challenges in **maritime security**, including threats to freedom of navigation and overflight, and maritime claims that are inconsistent with the United Nations Convention on the Law of the Sea (UNCLOS). Competition for marine resources in our region is increasing, exacerbated by climate change, marine pollution, biosecurity threats, and over-exploitation.

### Challenges to democracies

53. This dynamic mix of strategic competition and transnational threats forms a challenging context. **Many of these trends disproportionately affect open societies.**
54. Globally, there is a sense that governments are not able to solve the most pressing issues of our time, from immigration to economic inequities. This has led to **populist movements**, which have moved several democracies towards more illiberal approaches. Disinformation is an exacerbating factor, becoming relevant where vulnerabilities already exist.
55. New Zealand is not immune from the root causes undermining democracy elsewhere, including **growing wealth inequality, decreasing trust in institutions, and a decreasing sense of belonging**, including among young people and those historically marginalised.
56. The pandemic has demonstrated that the exercise of state powers in ways that affect people’s daily lives can produce extreme reactions. This cycle may well play out again in countries around the world with regards to climate change policies, and responses to other emerging threats that may require changes to our ways of life.
57. Even in the face of new challenges, we believe that democracy is the most resilient form of government, and we will continue to protect our open society for future generations.

# Te Whāinga

## Approach

58. **National security is fundamental to New Zealand’s prosperity and wellbeing. To sustain strong foundations, we need a clear sense of what we want to protect at home and abroad—a positive, intergenerational vision and a set of interests that reflect who we are as a country, including our unique history, culture, and values.**

National security is about protecting New Zealand from threats that would do us harm.

59. The agencies of the national security community bring together a range of tools—diplomacy, defence, intelligence, law enforcement, and more—to promote and protect these interests.
60. To work towards our vision of a secure and resilient New Zealand requires protecting New Zealand from threats (Outcome 1), a resilient society that is informed and engaged on national security challenges (Outcome 2), and an effective national security community (Outcome 3).
61. The national security community has identified the highest priority actions to make progress toward each of these three outcomes. These priority actions recognise the pressing need to adapt to meet the challenges of our evolving security environment. Each requires continuous improvement, including capability building and investment in partnerships.
62. A Programme of Action describes how government will advance these priorities over the next two years. After this establishment phase, government will issue a Programme of Action on an annual basis.
63. In all the work the national security community undertakes, it will be guided by the following principles:

### PRINCIPLES

#### Whakapai Fostering improvement

To better protect New Zealanders, the national security community needs to adapt its approach as the environment changes. The community embraces the concept of whakapai—a reflection of an enduring commitment to listening, learning, and to fostering a culture of continuous improvement.

#### Matatika Being ethical and fair

The national security community is committed to building trust and confidence with New Zealanders. This depends on being ethical and fair, reflected in the concept of matatika. The community’s commitment to protect New Zealanders is grounded in respect for universal human rights and civil liberties.

#### Māramatanga Acting with insight and understanding

The national security community is committed to drawing on diverse sources of knowledge and insight to understand our national security challenges, and to enable us to act early to protect all New Zealanders.

**NATIONAL SECURITY VISION AND INTERESTS**

**VISION**

At the heart of our national security approach is a whole-of-society vision:

**A secure and resilient Aotearoa New Zealand—one that is protected as a free, open, and democratic society for future generations**

Our open society and democratic values enable New Zealanders’ diverse ways of life and pursuit of opportunities. We advance this vision by working together across New Zealand society and with our Australian ally and international partners.

**Our people, land, and waters**  
 Tokelauans, Niueans and Cook Islanders are all New Zealand citizens. New Zealand is responsible for the defence and security of Tokelau, as a non-self-governing territory of New Zealand. This is a responsibility which in practice would only be discharged in consultation with Tokelau. The Cook Islands and Niue are self-governing states in free association with New Zealand. New Zealand has a constitutional responsibility to assist the Cook Islands and Niue with defence, if that assistance is requested by their governments.

**INTERESTS**

Protecting New Zealand from threats that would do us harm means safeguarding:

**Our people, land, and waters**

Protecting New Zealanders at home and abroad. Ensuring our continued territorial integrity, including our responsibilities to the Realm, and safeguarding our wider maritime region. This involves delivering on our search and rescue responsibilities, protecting our Exclusive Economic Zone, and safeguarding our interests in the sub-Antarctic Islands and Ross Dependency.

**Our independence and freedom of action**

Preserving our ability to take independent decisions and actions, free from coercion at home, in the region, and beyond.

**Our democracy and social fabric**

Protecting the integrity of our democratic institutions, norms, processes, and unique constitutional arrangements from deliberate interference and safeguarding an open, inclusive society, grounded in respect for universal human rights and the rule of law.

**Our national economic security**

Preventing and protecting against actions and developments that threaten the viability of our national economy, including disruptions to critical national infrastructure, supply lines, attacks on our financial institutions, and economic coercion by foreign states.

**Our connections to the world, both physical and digital**

Protecting our information and communication technologies, undersea cables, sea lines of communication, and our connections to space.

**A peaceful and resilient Pacific**

Protecting and promoting a peaceful, stable, and resilient Pacific region underpinned by Pacific regionalism. This includes all Pacific nations having the freedom to act in support of shared interests and values.

**A strong rules-based international system in the Indo-Pacific and beyond**

Protecting and shaping a regional and global rules-based system centred on liberal democratic values and multilateralism, underpinned by a commitment to the sovereign equality of all states.

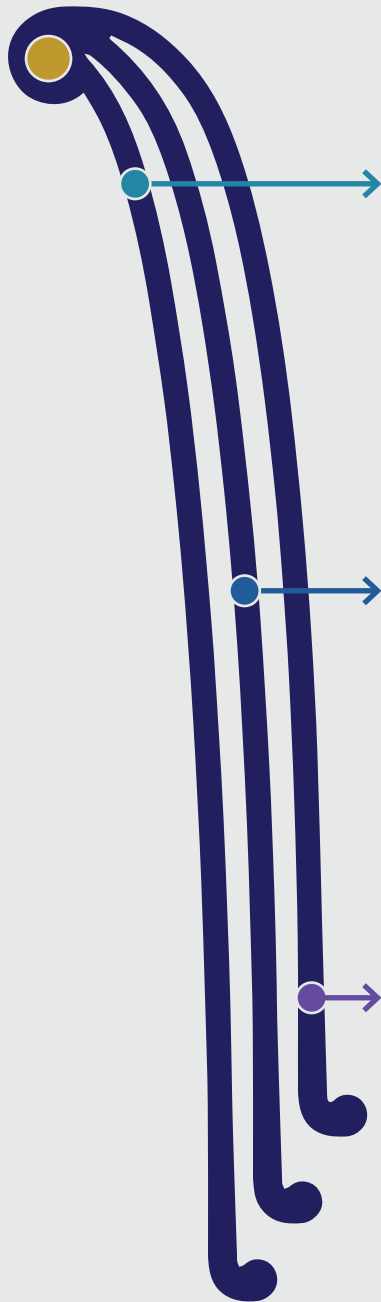
**A robust network of partnerships within and beyond New Zealand**

Safeguarding and advancing our relationships with iwi/Māori as our Treaty partners, New Zealand society, and our Australian ally and international partners in support of our national security.



## NATIONAL SECURITY OUTCOMES AND PRIORITIES

### A secure and resilient Aotearoa New Zealand



**OUTCOME 1**  
New Zealand  
protected from  
threats

**PRIORITY 1: Acting early to prevent national security threats and build New Zealand's resilience**

Anticipate and identify national security threats to enable government to take a proactive approach, and to respond effectively where prevention is not possible

**OUTCOME 2**  
A resilient society,  
informed and  
engaged on  
national security  
challenges

**PRIORITY 2: Working together to foster collective understanding and approaches**

Work with Māori as our Treaty partner, New Zealand society, and our Australian ally and international partners to build trust, understanding, and resilience

**OUTCOME 3**  
An effective  
national security  
system

**PRIORITY 3: Leading an integrated approach**

Design and establish a Strategy-led national security community with clear leadership and accountabilities, integrated advice, and a system-wide approach to capabilities

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# Hōtaka Mahi

## Programme of Action 2023-2025

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64. **This section describes government’s Programme of Action to advance the Strategy’s three priorities over 2023-2025. Following this establishment phase, government will release future Programmes of Action on an annual basis.**

65. This Programme of Action sets out:
- two major system-level initiatives and
  - further actions government will take over 2023-2025, some of which are recently underway.
66. Delivering on the Strategy’s priorities for change will foster a more effective national security community, better able to work together with New Zealanders and international partners.
67. Building a more secure and resilient New Zealand depends on the national security community carrying this momentum across the key priority areas identified in the Strategy for years to come. The Strategy can only deliver change if it is enabled by the right capabilities, legislation and regulation, structures, and partnerships.

### **THIS PROGRAMME OF ACTION BUILDS ON RECENT GOVERNMENT INVESTMENT IN NATIONAL SECURITY**

In its response to the Royal Commission Report, government committed to a range of national security initiatives that will contribute to implementation of the Strategy. These include the establishment of He Whenua Taurikura, New Zealand’s National Centre of Research Excellence for Preventing and Countering Violent Extremism, and investments in the intelligence agencies to undertake critical work to prevent and counter terrorism.

At the same time, government has enhanced capabilities to help protect New Zealand’s information infrastructure from cyber-attacks, and commissioned new work to address emerging national security issues, like disinformation.

New Zealand has continued its efforts to support resilience in the Pacific and establish closer links with like-minded partners in the Indo-Pacific, supported by investments in critical Defence capabilities including upgrades of the ANZAC frigates, and the introduction of the P8-A Poseidon fleet. These capabilities will support peace and security operations, maritime surveillance, resource protection, and humanitarian assistance and disaster relief in New Zealand, the Pacific, and further afield.

## MAJOR INITIATIVES FOR 2023-2025

Government's immediate focus is on two major initiatives

### Reforming the national security community

Building New Zealanders' trust and confidence in the national security community

Over the next two years, government will deliver a programme of national security reform, in line with the Royal Commission's emphasis on collective accountabilities and national security community leadership. These reforms will ensure we have the right structures and arrangements in place to deliver a more strategic approach.

### Cultivating and sustaining a public conversation on national security

New Zealanders have told us that they want to better understand national security

Making national security transparent and accessible to a diverse range of audiences is a critical first step in helping provide the public with information about national security. Building on work begun since the delivery of the Royal Commission Report, government will:

- Publish the first **annual strategic overview of threats** to New Zealand's national security
- Deliver an **annual Ministerial address on national security**
- Continue work to **build relationships and engage with communities, including iwi/Māori**

## ADDITIONAL ACTIONS FOR 2023-2025

The government will undertake a suite of complementary actions to begin implementing the strategy's priorities

### Priority 1: Acting early

Understanding the nature of the threat

- Publish updated **National Security Intelligence Priorities** to support our understanding of core and connected issues in the Strategy
- In preparation for a potential open-source intelligence capability, support work underway to develop **ethical standards**
- Information sharing with Pacific partners on shared challenges, led by a new **Pacific National Security and Intelligence Coordinator**

Preventing where possible, and preparing by building resilience and readiness

Explore a **scenario-based approach** to help us improve our ability to prevent and prepare for national security threats, and to strengthen governance.

**ADDITIONAL ACTIONS FOR 2023-2025**

Government will undertake a suite of complementary actions to begin implementing the strategy’s priorities

**Priority 2: Working together**

Better understanding the views of New Zealanders	Commission the <b>national security public survey</b> , a representative survey of New Zealand’s population
Giving effect to the principles of te Tiriti o Waitangi	Build <b>enduring relationships with iwi/Māori</b> , and enhancing our understanding of iwi/Māori interests in national security core issues
Enhancing outreach and engagement	Ensure there is clear and accessible information about funds available to communities who wish to engage on national security issues

**Priority 3: Leading an integrated approach**

Embed the national security reform arrangements	<ul style="list-style-type: none"> <li>• Reform the <b>Security and Intelligence Board</b> to progress implementation of the Strategy</li> <li>• Build <b>connections</b> between the national security community and other sectors to address issues that can have national security implications</li> </ul>
Continue to build clear responsibilities and strategic approaches to core national security issues	Designate a <b>strategic coordination agency</b> for each of the 12 core issues, which will be responsible for delivering a <b>strategic approach</b> for each core issue
Continue to develop workforce diversity and inclusion initiatives	<ul style="list-style-type: none"> <li>• Develop a <b>diversity indicators dashboard</b> to establish clear baselines and track progress</li> <li>• Establish an <b>ethnic staff reference group</b>, to better support staff from diverse backgrounds</li> </ul>



## Mahi ngātahi ā-ao Working Together Internationally

**New Zealand's strong network of international partners is integral to our national security. These partners bring significant contributions to protecting New Zealanders, our country, and our interests at home and abroad. We are committed to working together to build, strengthen, and deepen our international relationships and connectedness.**

New Zealand's closest partner and only formal ally is **Australia**. We have deep common interests grounded in our geography, shared values, political outlook, and our shared commitment to the Pacific. A key objective of our national security and defence policy is working in close coordination with Australia.

New Zealand has strong bilateral relationships with **Canada**, the **United Kingdom**, and the **United States**, as we share a deep history and liberal democratic values. Through intelligence sharing as part of **Five Eyes** and broader defence and security cooperation with these partners, we receive access to information, tools, and capabilities that have real-world impact in keeping New Zealanders secure. In return, New Zealand makes an active contribution that provides similar benefits to those partners.

New Zealand's home is in the **Pacific**. We have strong cultural and historical ties, along with shared interests in a stable, peaceful, prosperous, and resilient region where we are a true partner in the shared stewardship of our Blue Ocean Continent—*Te Moana Nui a Kiwa*. As a region, Leaders agreed at the 2022 Pacific Islands Forum Meeting to take a 'family first' approach to security and ensure that we can meet one another's needs. New Zealand is committed to doing so, and works in partnership across a number of areas to support regional security priorities, in line with Pacific regional commitments including the Boe and Biketawa Declarations.

Our wider region is the **Indo-Pacific**, locating New Zealand in a larger ecosystem of nations and regions that include East Asia, the Pacific, the Indian sub-continent, and the Pacific Rim. New Zealand has a long history of security cooperation and engagement in the Indo-Pacific. New Zealand remains committed to ASEAN centrality and working together with partners to preserve an open, inclusive, stable, and prosperous Indo-Pacific.

New Zealand is committed to solving global commons and transboundary issues through **multilateralism** and international law. We seek to work collaboratively within international coalitions and groups to amplify our voice and impact in shaping and reinforcing international norms and systems. Our liberal democratic values and commitment to human rights and the rule of law mean that on many security issues we also find ourselves in good company alongside the **European Union and its members, Japan, and South Korea**.

We work broadly with a wider range of cross-regional partners across the multilateral agenda. Our support for **multilateral responses** to collective security challenges is integral to New Zealand's long history of contributing to addressing security issues globally, as we have done through military and peacekeeping deployments to the Middle East and Africa, and in support of Ukraine's self-defence.

# Wāhanga II

## Part II



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# Ngā Take Whakamaru ā-Motu Matua me ngā Take e Kōtuitui

## Core National Security Issues and Connected Issues

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68. **New Zealanders being engaged and informed on national security issues is critical to building a more resilient society. This section explains New Zealand’s twelve core issues—those challenges that most directly impact our national security interests.**

69. This is not an exhaustive list of everything the national security community does. Instead, it covers the main challenges that the people working in national security deal with on a daily basis to protect New Zealanders. Specific events may arise that cut across several of these issue areas.

70. The **twelve core national security issues** that most directly impact our national security interests are:

- Strategic competition and the rules-based international system
- Emerging, critical, and sensitive technologies
- Disinformation
- Foreign interference and espionage
- Terrorism and violent extremism
- Transnational organised crime
- Economic security
- Pacific resilience and security
- Maritime security
- Border security
- Cyber security
- Space security

71. These core issues span **drivers** of insecurity, **methods** used by threat actors, and the **domains** that we are trying to protect, forming a highly interconnected set.<sup>1</sup>

72. For many of these issues, the national security community has established policies and strategies in place. This overarching National Security Strategy complements these policies and strategies and will help guide updates to them over time. Other issues represent emerging challenges to our national security for which policy is currently being developed. This set of core issues will continue to evolve as new national security challenges emerge.

73. In addition to the core issues, this section also recognises a number of broader drivers of insecurity, or **connected issues**—those that may have national security implications through their scale and magnitude. Examples of connected issues particularly relevant to our security outlook include climate change; biosecurity and human health; social instability; and inequality, debt, and corruption. These are areas in which other sectors of government have frontline responsibilities, and so the national security community must enhance how it connects with these sectors and must be consistently attendant to these issues.

74. Government is responsible for the security of our country and all New Zealanders. Government recognises that some communities are particularly vulnerable to certain threats, and that communities also have unique expertise to offer in addressing them. For many of these issues government cannot act alone—it must work together with both domestic and international partners to effectively address these challenges and protect New Zealanders.

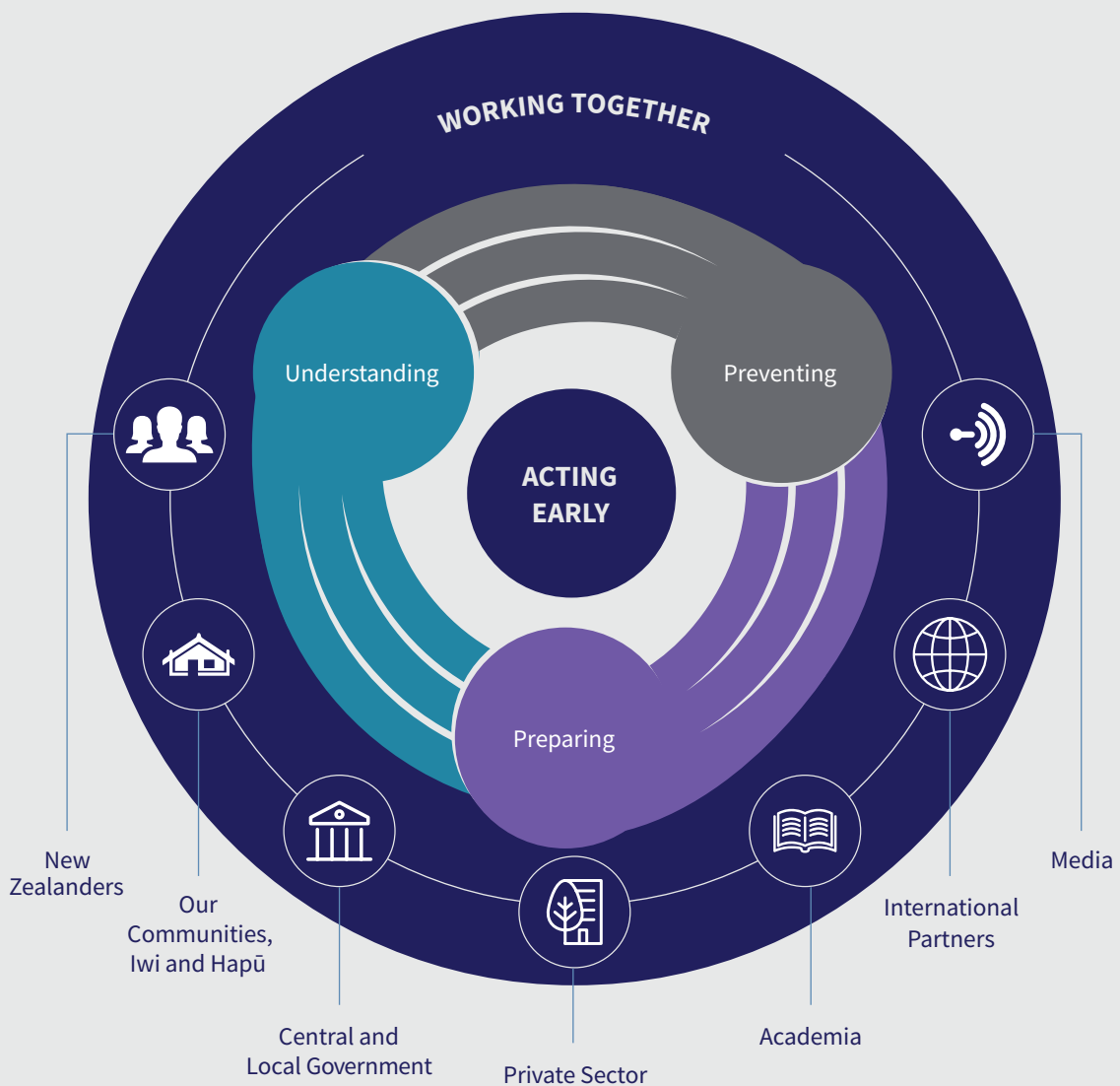
1. Issues can at different times belong in one or more of these categories—for example, cyber is a domain that we want to protect but at times can also be used as a method to cause harm by threat actors.

## CORE ISSUES FRAMEWORK

The national security community’s work on each core issue includes understanding the nature of the issue and its implications for New Zealand; efforts to shape, influence, and in the best cases prevent threats from manifesting; and actions to build resilience and readiness.

Cutting across all of these elements is the importance of working together with a range of partners to address New Zealand’s most pressing national security issues.

These actions are interconnected and mutually reinforcing. Efforts are often underway simultaneously across all these elements. Together, this enables us to act early.



**To be effective, each element requires the right capabilities, legislation and regulation, structures, and partnerships.**



## WORKING TOGETHER

Working together better positions the national security community and the New Zealand public to understand threats, how to prevent them from occurring, and how to effectively respond.

**New Zealand society** has valuable knowledge and expertise and is often best placed to understand local challenges. This knowledge can help government work alongside New Zealanders, our communities, iwi and hapū, central and local government, the private sector, academia, and the media to protect our country.

Effectively addressing security issues requires working closely with **international partners**. Our ally, Australia, is indispensable to New Zealand’s national security. The Five Eyes partnership is an invaluable support to our understanding and ability to respond to emerging and complex security issues. Our partnership with Pacific countries is critical to building resilience and addressing shared challenges.



### UNDERSTANDING

Being able to effectively address these core issues requires policies that are built on a solid basis of understanding. This involves working together with many parts of society. It is also where **national intelligence** matters most. The National Security Intelligence Priorities (NSIPs)—Whakaarotau Marumaru Aotearoa—outline the government’s requirements for intelligence and support informed decision-making about our national security.

National intelligence is produced by New Zealand agencies and our partners through the Five Eyes and other intelligence partnerships. Through these arrangements we can significantly enhance our capability to understand and assess threats to New Zealand’s national security interests.

### PREVENTING

Preventing harm to our people, our country, and our interests is both our **highest priority** and the most challenging outcome to achieve. Prevention begins with identifying points of intervention and requires matching tools from across the national security community (diplomatic, economic, defence, communications) with opportunities. This process must be intelligence-led.

Interventions can include **shaping and influencing** the security environment, for example through diplomacy and norm-setting in regional and multilateral forums. They may include **enabling** our partners to act through sharing information on threats and **detering** behaviours harmful to our interests. Preventing threats from manifesting can also involve **disrupting** activities early, such as interdicting shipments of illegal commodities before they reach our shores.

### PREPARING

Being prepared involves identifying vulnerabilities and **building collective resilience** to ensure that we are able to meet challenges and recover when needed. Actions to enhance resilience can include investments in infrastructure and ensuring that New Zealand society understands national security challenges. Being prepared can contribute to prevention by dissuading actors from challenging New Zealand’s interests. The National Risk Approach is key to resilience building.

The national security community must be ready to respond—to act quickly and effectively when required. This includes regular **preparedness and planning** activities, and having clear **escalation pathways** to Watch Groups and the Officials Committee for Domestic and External Security Coordination (ODESC), as needed.

# Ngā Take Whakamaru ā-Motu Matua

## Core National Security Issues

### Tātāwhāinga ā-Rautaki me te Pūnaha i Poua ki ngā Ture ā-Ao

#### Strategic Competition and the Rules-based International System

For decades, New Zealand has benefitted from a rules-based system that reflects our values and supports our interests. Over recent years, strategic competition has intensified, impacting international cooperation and challenging the effectiveness of the rules-based system. China's growing economic, political, and military power and more assertive pursuit of its interests abroad is a key driver of this competition. Other countries that do not view the existing rules-based system as in their interests, such as Russia, Iran, and North Korea, are exacerbating this dynamic. Strategic competition affects the full spectrum of New Zealand's national security interests, both at home and offshore.

75. Addressing strategic competition and challenges to the rules-based system requires drawing on all tools of statecraft and working closely with international partners.
76. New Zealand's approach to building readiness and resilience at home is addressed through a number of different policy areas, such as work to counter foreign interference, which can be exacerbated by strategic competition. Similarly, government is taking a range of actions to prepare for challenges to New Zealand's maritime security and economic security that stem from increased competition.
77. Internationally, the government supports international institutions, systems, and international law, rules, and principles that reinforce our values and interests—such as the promotion of the rights and obligations enshrined in the United Nations Convention on the Law of the Sea (UNCLOS), the Nuclear Non-Proliferation Treaty and broader regimes.
78. Following Russia's invasion of Ukraine in February 2022, New Zealand acted swiftly with unprecedented diplomatic, economic, and military support for Ukraine's defence. This has included implementation of sanctions and travel bans, NZDF deployments, and support of Ukraine's legal case against Russia at the International Court of Justice.
79. The New Zealand Defence Force (NZDF) consistently works to maintain presence and respond to concurrent security events at home, in our region, and further afield. This requires having the capabilities and interoperability to effectively do so, and working with regional partners to support their own security.
80. Consistent efforts to support and build architecture, rules, and norms feature across our approaches to all other core issues, as each of these areas relies on the resilience of the rules-based system.

**Strategic competition** emerges when countries seek to advance competing visions for regional and global orders.

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## Ngā Hangarau Whanake, Waiwai, Matatapu hoki Emerging, Critical, and Sensitive Technologies

Emerging, critical, and sensitive technologies bring many benefits to New Zealand with the potential to drive economic growth, domestic productivity, and environmental sustainability. At the same time, the breadth of new technologies, their rapid pace of development, disruptive and unpredictable impacts, and the lack of existing rules and norms governing their use present a range of challenges to our national security. Emerging technologies can be used to enable or commit harmful activity, such as foreign interference and espionage, violent extremism, and transnational organised crime, and may create disruptive social and economic changes that we must adapt to or overcome.

81. Government takes a long-term, strategic view to ensure New Zealand is prepared and responsive in assessing and managing emerging, sensitive, and critical technologies. Its approach is focused on enabling New Zealand and New Zealanders to maximise the benefits of technological innovation, while managing any threats and disruptions it might bring.

82. Government has developed tools to protect New Zealand businesses and society from the risks of such technology. For example, since 2020 there have been processes in place to assess the risks posed by potential overseas investments in New Zealand businesses that research, develop, produce, or maintain sensitive technology. If significant risks to national security and public order are found, government has the ability to block investments or create appropriate safeguards by imposing conditions on an investment transaction.

**Sensitive technologies** have military or security uses. **Critical technologies** have the capacity to significantly impact national security, economic prosperity, and social cohesion. **Emerging technologies** include a broad range of new capabilities that are in the early stages of development but have the potential to be highly disruptive or have transformative effects, depending on their future application. Many of these technologies could become critical or sensitive technologies (or both).


83. Government also works internationally to better understand and mitigate the impact of these technologies. This includes:
- Shaping international rules and norms around emerging technologies through international organisations and multistakeholder forums.
  - Participating in agreements and initiatives to restrict access to or eliminate certain sensitive technologies (for example, the Wassenaar Arrangement), as well as through New Zealand's own export controls system.
  - Exchanging technology foresight and horizon scanning with partners and in collaboration with academia and the private sector to better understand and prepare for the future.

## Te Kōrero Whakatuapeka Disinformation

Disinformation is false or modified information knowingly and deliberately shared with the intent to cause harm or achieve a broader aim.<sup>2</sup> Disinformation can be created and spread by other countries as a means of foreign interference and by non-state actors from within or beyond New Zealand. It has the potential to drive societal discord, grievances, and fears, and undermine trust in democratic institutions. Though New Zealand probably has not been directly targeted by state-sponsored disinformation campaigns, the spread of disinformation in the global information environment may nevertheless threaten New Zealand's security.

<sup>84.</sup> Government is seeking to support a whole-of-society approach to build understanding and resilience against the harms of disinformation. This is led primarily by those outside government in recognition of the need to maintain openness and uphold the right to freedom of expression.

- <sup>85.</sup> This whole-of-society approach has three key initiatives:
- Convening a civil society-led group to advise government on options to strengthen resilience to disinformation. This includes exploring the design for a non-government entity to lead long-term work on disinformation.
  - Establishing a fund to support community projects and organisations in helping to build New Zealand's resilience and capacity to respond to disinformation.
  - Commissioning public research and analysis to monitor and analyse New Zealand's online information ecosystem, and the impacts of disinformation.
- <sup>86.</sup> To ensure that New Zealand is well-positioned to understand and be attendant to the impact of this issue, government has also created a new intelligence priority focused on the national security implications of disinformation.



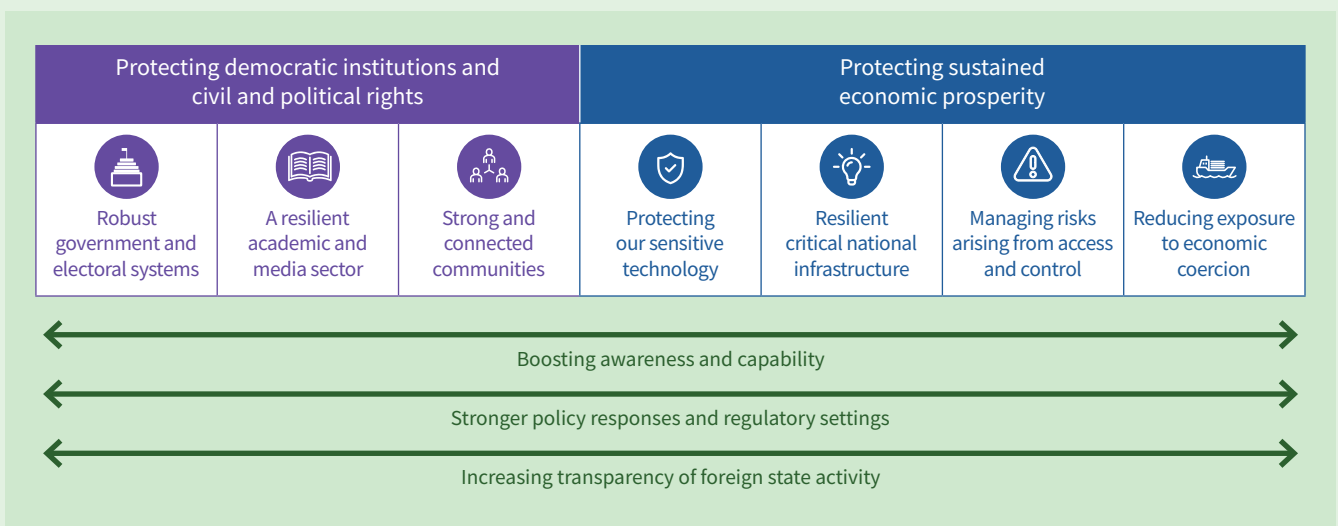
Disinformation has the potential to drive societal discord, grievances, and fears, and undermine trust in democratic institutions

<sup>2.</sup> This is distinct from misinformation, which is false or modified information though not created or shared with the direct intention of causing harm.

## Ngā Raweketanga o Rāwāhi Foreign Interference and Espionage

All countries engage in foreign influence activity to shape perceptions and decision-making in other countries. Such activity becomes foreign interference when it is intended to influence, disrupt or subvert another country’s interests by covert, corruptive, deceptive or threatening means. This includes activities by a foreign country to influence elected officials, explicitly or implicitly. Espionage refers to clandestine activities undertaken to collect information, materials, or capability to obtain competitive advantage at the expense of New Zealand’s security, international relations, and economic wellbeing. Foreign interference and espionage present a significant and growing national security threat to New Zealand. Government is building resilience to this threat in partnership with stakeholders across society.

87. **The Countering Foreign Interference Work Programme** focuses on managing risks to our democratic institutions and civil and political rights, to economic prosperity (especially protecting our critical infrastructure and sensitive technology), and building our resilience to economic coercion.
88. Acting early to prevent and reduce the impact of foreign interference and espionage means engaging with a wide range of groups—communities, researchers, elected officials, businesses, and other organisations—to increase understanding, raise awareness of the risks, and support better risk management. Government initiatives to advance these goals include:
- Published guides to support entities to understand and manage foreign interference risks.
  - Funding for the Ministry for Ethnic Communities, to enhance our understanding of our diverse ethnic communities’ experiences with foreign interference to support their resilience.
89. Government continually reviews our policy and regulatory settings to maintain our resilience against foreign interference. It has undertaken reforms to manage foreign investment risks, limit foreign political donations, ensure the security of our telecommunications networks, and limit the export of strategic goods, such as military goods and materials that could be used in the production of nuclear, chemical, or biological weapons.
90. The Countering Foreign Interference Work Programme will continue to consider how to make New Zealand more resilient, for example through the development of stronger policy and regulatory settings. This includes considering measures to promote greater transparency of foreign country activity and the adequacy of relevant criminal offences.



## Te Whakatuatea me te Angahāruki Kaikoka Terrorism and Violent Extremism

Violent extremism is an evolving threat, driven by increasingly complex and convoluted ideologies. Terrorism continues to threaten the safety of individuals, the security of democracy, and the cohesion of communities, globally and in New Zealand. New Zealand’s terrorism threat environment is dynamic and influenced by both domestic and international actors and events.

91. New Zealand’s **Countering Terrorism and Violent Extremism Strategy** focuses on bringing our nation together to protect all New Zealanders, with prevention as a priority.
92. New Zealand’s approach to preventing and countering all forms of terrorism and violent extremism is based on te Tiriti o Waitangi/the Treaty of Waitangi, human rights, open government norms, and the principle of proportionality.
93. Initiatives introduced in response to the Royal Commission Report, which enable us to act early to prevent and reduce the threat of terrorism, include:
  - He Whenua Taurikura National Centre of Research Excellence, producing and coordinating research.
  - *Kia mataara ki ngā tohu*—Know the signs, a guide for identifying signs of violent extremism.
  - He Aranga Ake, an early intervention programme working with individuals displaying concerning violent extremist behaviour.
94. While government maintains primary responsibility, all New Zealanders can play a role in preventing and countering violent extremism. The annual He Whenua Taurikura hui on countering terrorism and violent extremism brings together a wide range of participants and perspectives, to collectively examine challenges and opportunities, share insights and expertise, and advance solutions.
95. New Zealand also works closely with international partners in regional and multilateral initiatives to contribute to global efforts to counter terrorism and violent extremism. New Zealand is a member of the Australia-New Zealand Counter Terrorism Committee, which enables trans-Tasman cooperation. New Zealand, alongside France, also leads the global implementation of the Christchurch Call to Action to eliminate terrorist and violent extremist content online.



New Zealand’s approach to countering terrorism and violent extremism focuses on bringing our nation together to protect all New Zealanders

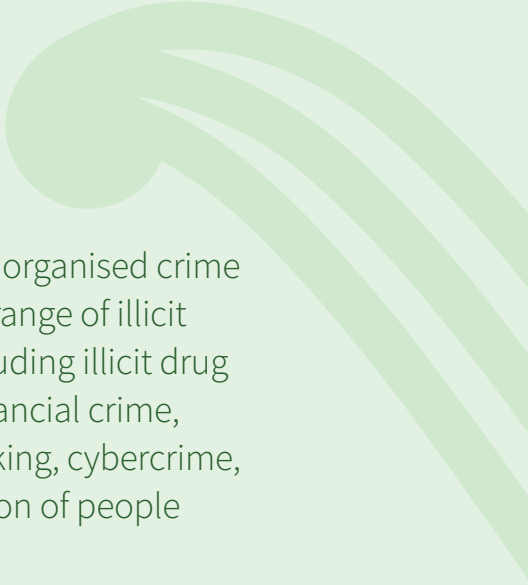
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## Te Taihara Nahanaha Whiti Pae Whenua Transnational Organised Crime

Transnational organised crime (TNOC) operates across national borders or is carried out in one country with strong links to other countries. TNOC spans a wide range of illicit activities, including illicit drug trafficking, financial crime, wildlife trafficking, cybercrime, and exploitation of people. TNOC is a worldwide problem that undermines community wellbeing, governance, economic development, and national security.

96. The **New Zealand Transnational Organised Crime Strategy 2020-2025** provides the framework for a coordinated response to prevent and disrupt TNOC that includes government, private sector, communities, and international partners.
97. The Strategy coordinates a range of initiatives aimed at bringing stakeholders together, increasing our understanding and awareness of TNOC, and aligning priorities to disrupt TNOC threats impacting New Zealand. Activities include:
- Strengthening our understanding of TNOC through research projects in collaboration with academia and building our insights through the implementation of a strategic intelligence fusion centre.
  - Delivering training and education material to government, private sector and community partners so TNOC can be recognised and reported appropriately.
  - Aligning our policy and legislative settings to make it harder for TNOC groups to operate in New Zealand.
  - Supporting agencies to disrupt TNOC networks through coordinated operational action.
98. New Zealand has a very strong enforcement approach, working closely with our international partners to target and disrupt TNOC networks. The Resilience to Organised Crime in Communities work programme complements these efforts in focusing on the domestic context, addressing social drivers of organised crime, wellbeing harms, and building community resilience against organised crime.



Transnational organised crime spans a wide range of illicit activities, including illicit drug trafficking, financial crime, wildlife trafficking, cybercrime, and exploitation of people

## Whakamaru Ohaoha Economic Security

Protecting our economic security is integral to our sovereignty. This requires working to reinvigorate the rules-based trading system while simultaneously strengthening our economy’s resilience to malicious threats to ensure that New Zealanders can access critical goods and services, and that we protect our technological advantage and intellectual property. In an era of strategic competition, New Zealand is particularly exposed to acts, such as economic coercion, that aim to exploit open market mechanisms to undermine our security.

99. Government is developing a strategic approach to protecting New Zealand’s economic security focused on:
- Supporting the rules-based international system, including advocating for effective bi- and multi-lateral mechanisms to enforce its principles.
  - Bolstering the New Zealand economy’s ability to withstand external shocks, including by:
    - diversifying what we produce and where we trade (for example through new free trade agreements);
    - enhancing supply chain security (including through the Indo-Pacific Economic Framework);
    - strengthening the resilience of our critical infrastructure;
    - improving New Zealand’s export control regime; and
    - scrutinising national security risks associated with government science and research funding.
100. Across all this work, government is conscious of the need to manage risks while maintaining the flexible economic settings that have underpinned economic growth over many years.
101. New Zealand’s economic security depends on the actions of individuals and businesses across New Zealand. Central and local government can support this through building the community’s awareness of, and capability to manage the problem.





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## Te Manawaroa me te Whakamaru o Te Moana-nui-a-Kiwa

### Pacific Resilience and Security

New Zealand’s national security is intertwined with the security, stability, and resilience of the Pacific region. Our geographic location and identity mean that we share in collective kaitiakitanga responsibilities. New Zealand affirms our commitment to the Boe Declaration, the 2050 Strategy for the Blue Pacific Continent, and Pacific regionalism. By supporting Pacific approaches and priorities, we build resilience for all our countries.

102. The core of New Zealand’s **Pacific Resilience Approach** is partnership. How New Zealand works with Pacific partners continues to be as important as what we do. The national security community will continue to listen and reflect on what our Pacific partners are telling us of their experiences, share our own challenges and perspectives, coordinate across issues and work together to build shared resilience to the pressures our region faces.
103. The Pacific Resilience Approach recognises that national security risks often have a range of underlying social, political, economic, and environmental drivers. New Zealand has committed to providing over NZ\$1.8 billion in development assistance to Pacific countries between 2021-22 and 2023-2024 (budget years), in areas ranging from climate finance, education, health systems, governance and democracy, infrastructure development, and more.
104. Government’s climate finance commitment is NZ\$1.3 billion for 2022-2025, of which at least half will go to the Pacific region. The NZDF is improving its capabilities to support responses to challenges in the region, including the increasing number of humanitarian assistance and disaster relief missions associated with climate change.
105. The NZDF’s Pacific Leader Development Programme implemented in Fiji, Papua New Guinea, Tonga, and Vanuatu supports the development of bespoke leadership frameworks and training to enhance the professionalism of security personnel.
106. Additional resilience building programmes include:
  - capacity building by police—NZ Police has eight capability development programmes in 11 Pacific countries;
  - joint infrastructure developments;
  - strengthened cyber security protections; and
  - efforts to reduce and adapt to the impacts of climate change.
107. New Zealand conducts regular maritime surveillance in the Pacific to protect fisheries. Patrolling also strengthens maritime security through gathering intelligence to disrupt transnational organised crime.



How New Zealand works with Pacific partners continues to be as important as what we do

## Whakamaru-ā-Moana Maritime Security

New Zealand’s maritime security interests extend well beyond our immediate borders with our vast maritime area of interest covering 1/12th of the world’s surface area. Maritime security involves preventing, detecting, mitigating, and responding to risks introduced by illegal, malicious, unregulated, unreported, negligent, or harmful (or potentially harmful) activities at sea. There are a variety of current challenges that run counter to New Zealand’s maritime security interests, including maritime claims that are inconsistent with UNCLOS and threats to freedom of navigation and overflight. New Zealand also faces a significant seaborne illicit drug threat, and competition for maritime resources is increasing.

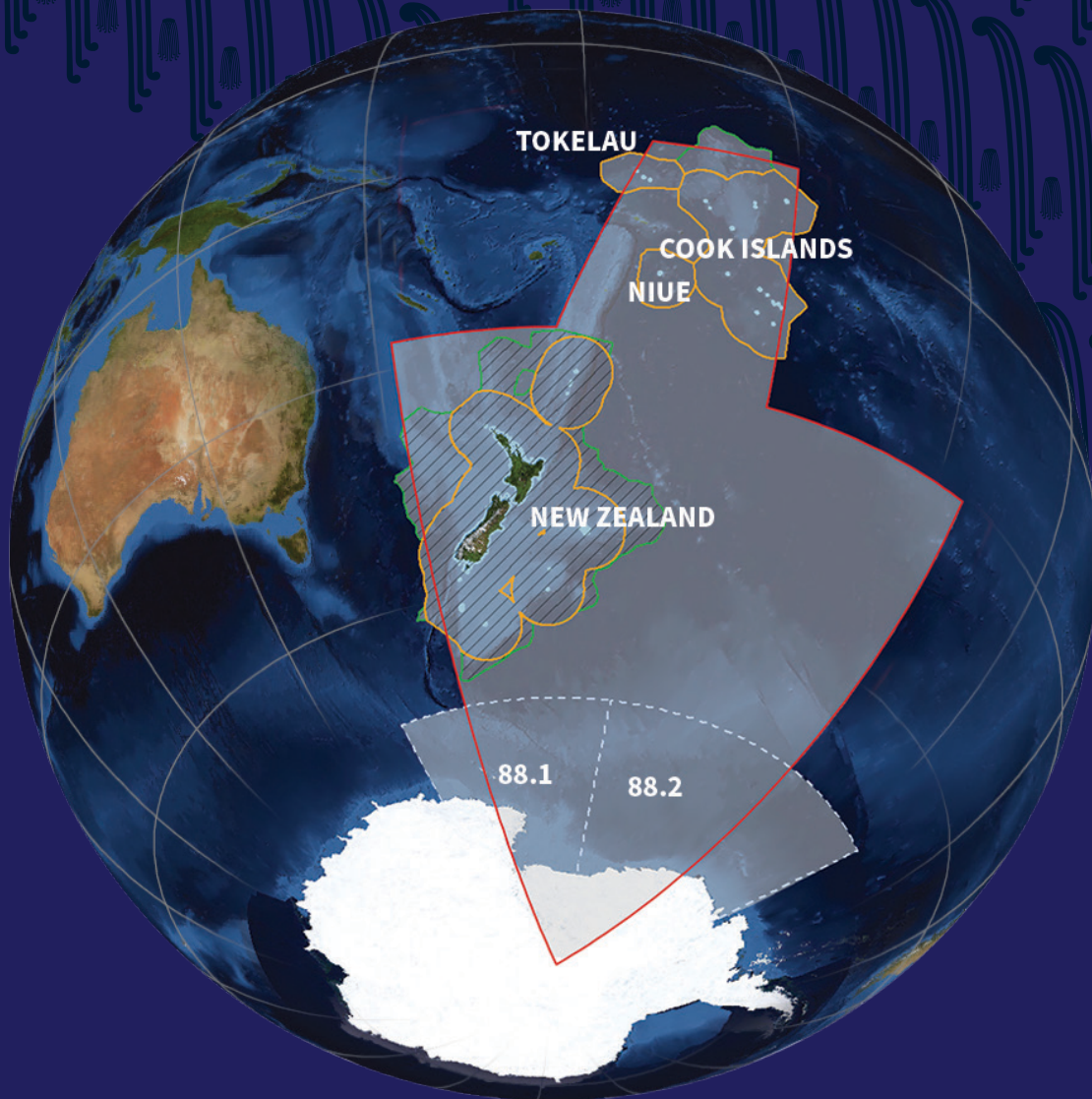
108. **New Zealand’s Maritime Security Strategy** articulates how New Zealand delivers maritime security for our nation and region. This requires that the right people, processes, policies, systems, and laws are in place to prevent and reduce harm from threats. Government has allocated funding to build this capability.
109. Deterrence plays a large role in preventing maritime security threats. This is achieved through visible and sustained maritime patrol efforts covering New Zealand’s Exclusive Economic Zone and the high seas, with a particular focus on the South Pacific, and including the Southern Ocean. This presence is currently provided primarily through Navy patrol vessels and the new Air Force P8-A patrol aircraft alongside the inshore surface patrol capabilities operated by Customs and the Police.
110. New Zealand’s regulatory and law enforcement agencies are ready to impose financial or physical costs on those who actively undermine New Zealand’s maritime security interests. The Maritime Powers Act 2022 provides New Zealand law enforcement agencies with powers to enforce New Zealand’s criminal law in international waters.
111. New Zealand delivers maritime security through a whole-of-government approach coordinated by the National Maritime Coordination Centre, and through partnering internationally. For example, the NZDF contributes alongside partners to securing maritime lines of communication and promoting UNCLOS. In New Zealand, government works with local iwi, the private sector, and community organisations.



Deterrence plays a large role in preventing maritime security threats

## NEW ZEALAND MARITIME DOMAIN AND AREA OF INTEREST

-  Exclusive Economic Zone
-  Extended Continental Shelf
-  CCAMLR Statistical Subarea in the Ross Dependency
-  New Zealand Search and Rescue Region
-  Territorial Sea
-  New Zealand Maritime Domain
-  New Zealand Area of Interest



Map Source: NASA's Earth Observatory. Data Sources: Toitū Te Whenua Land Information New Zealand (LINZ), Division for Ocean Affairs and Law of the Sea (DOALOS), Rescue Coordination Centre New Zealand (RCCNZ), and Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR).

## Whakamaru Pae Kati Border Security

New Zealand's border is one of our key interfaces with the world. It includes our physical border and extends offshore and into the digital domain. Effective border security is about safeguarding New Zealand and our people from threats, including transnational criminals, people smugglers, human traffickers, espionage agents, illicit drug and firearm smugglers, terrorists and violent extremists. The need for security is balanced with facilitating efficient flows of people, goods, and information across the border to contribute to New Zealand's prosperity and wellbeing.

- 112. In January 2021, government established the Border Executive Board to strengthen existing collaboration of border agencies and to develop a **Border Sector Strategy**. Border security is supported by the **Transnational Organised Crime Strategy** and the **Maritime Security Strategy**.
- 113. Within New Zealand, managing border security relies on agencies working together. Initiatives such as the Joint Border Analytics Team and the interagency Integrated Targeting and Operations Centre bring staff together from border agencies to share information and expertise, identify and target risks to our borders, and disrupt and reduce threats.
- 114. Visa application assessments play a vital role in preventing national security risk at the border, as well as offshore passenger screening and intervention. In addition, the Mass Arrivals Prevention Strategy helps agencies to manage the risk of maritime mass arrivals and supports our international commitment to prevent people smuggling.
- 115. Border agencies seek, where possible, to manage or neutralise risk offshore before it gets to New Zealand. This is achieved through close cooperation with international partners. Collaboration and information sharing about threats improves collective understanding of the challenges New Zealand faces.



Effective border security is about safeguarding New Zealand and our people from threats, including transnational criminals, people smugglers, human traffickers, espionage agents, illicit drug and firearm smugglers, terrorists and violent extremists

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## Whakamaru ā-Ipurangi

### Cyber Security

Cyber security means protecting people and their computers, networks, programs, and data from unauthorised access, disruption, exploitation, or modification. Malicious cyber actors, including state and non-state actors, present a persistent threat to all New Zealanders as well as New Zealand organisations, businesses, and government.

116. Since the publication of New Zealand’s **Cyber Security Strategy 2019**, government has undertaken a range of measures to influence the cyber security environment and enhance New Zealand cyber security capability.
117. The bulk of cyber security capability and effort occurs outside government, with individuals and private organisations working to protect their data, networked devices, and infrastructure.
118. Government invests in multiple ways to assist the wider public and business communities through:
  - Delivering advice and support to all New Zealanders, including individuals, Small and Medium Enterprises, and Nationally Significant Organisations.
  - Providing advanced threat detection and disruption services against sophisticated and state-sponsored threats.
  - New Zealand Police’s investigation of cybercrime and cyber-enabled crime.
  - Expansion of the Government Communications Security Bureau’s (GCSB) threat detection and disruption services for government and private sector organisations to counter malicious cyber activity.
  - The Department of Internal Affairs’ response to and prevention of online harms.
119. Government work is currently focused on strengthening the cyber resilience of critical infrastructure; improving cyber incident reporting, access to information, and support available to New Zealand organisations and individuals; lifting collaboration between government and industry; and developing a strong and capable cyber workforce. New Zealand needs to ensure it has the right cyber capabilities and tools to be able to advance its national security interests.
120. Government also works with international partners on cyber security issues, including on cross-border cybercrime and on cyber capacity building, particularly in the Pacific, and cooperation to promote a free, open, and secure internet. Law enforcement agencies work with international partners, including by sharing information and intelligence to prevent cyber attacks at source in other countries.



New Zealand needs to ensure it has the right cyber capabilities and tools to be able to advance its national security interests

## Whakamaru ā-Tuarangi Space Security


Many of the critical services New Zealanders increasingly rely on are supported by space-based infrastructure, from weather observations to banking and financial transactions. Space-based assets also help us observe our land and seas, understand climate change, and respond to natural disasters at home and in the Pacific. However, our reliance on space assets also makes us vulnerable to threats that would disrupt these services. Strategic competition and increasing space congestion raise new risks that could adversely affect our space infrastructure and access.

121. Government’s new **National Space Policy** outlines the values and objectives underpinning New Zealand’s space policies, including protecting and advancing our national security interests.

122. Government’s approach to managing threats from or to space includes:

- Regulation—the Outer Space and High-altitude Activities Act 2017 ensures that any payload launched from New Zealand is not contrary to New Zealand’s national security or national interests and is compliant with our international obligations and sustainable approach to space.
- Partnership—we work closely with local industry and international partners to understand changing technologies, manage risks, and seize opportunities to advance our common interests in space.
- International norms—we advocate for the development of international norms and standards that help reduce the risk to space assets and ensure a sustainable and peaceful space environment.

123. New Zealand actively cooperates with international partners on space issues. Since 2015, New Zealand has been a member of the Combined Space Operations (CSpO) defence initiative alongside Australia, Canada, France, Germany, the United Kingdom, and the United States. CSpO’s goal is to improve defence coordination, to ensure that space remains safe, secure, and accessible to all.



We work closely with local industry and international partners to advance our common interests in space

# Ngā take e kōtuituia nei

## Connected Issues

In addition to these core national security issues, there are several broader drivers of insecurity—issues connected to national security that can increase vulnerabilities and exacerbate threats through their scale and magnitude. From population pressures, to social media, to the next pandemic, there are a range of factors that can have security implications. Leading connected issues that can drive insecurity include:

### Āhuarangi Hurihuri | **Climate Change**

124. The effects of climate change will have major impacts on food and energy security, and human health and wellbeing. In future years, it will increasingly aggravate population displacement, economic dislocation, and resource scarcity. Tensions will grow both within and among countries as they attempt to secure their interests in a changing environment.
125. Delayed global policy action against climate change is likely to continue. Inequalities and social divisions will be exacerbated not only by the physical impacts of climate change, but also by poorly planned and executed mitigation and adaptation policies. Key areas of concern will be impacts on water, sea levels, food, health, critical infrastructure, and biodiversity. Pressure may increase to deploy risky geo-engineering techniques to prevent further warming.
126. At a regional level, water stress, flooding, and extreme weather events will be acutely felt at home and in the Pacific. This will increase Pacific Island countries' already high economic burden of adaptation. There will likely be increasing needs for disaster relief operations in the area.

### Haumaru koiora me te hauora tangata | **Biosecurity and Human Health**

127. Harmful pests, plants, and diseases entering New Zealand can damage human and animal health and wellbeing, impose additional burdens on biodiversity and health systems, and harm New Zealand's economy, environment, and diverse ways of life. They can also have significant economic implications, limiting access to export markets, and can endanger taonga plants and native species, upset delicate ecosystems, spoil our waterways, destroy wilderness areas, and at their extreme, prevent us from freely moving around our country.

128. Pandemics, like COVID-19 and influenza H1N1 2009 (swine flu), result in tragic loss of life, have long-term health consequences, and are a drain on economies and human development worldwide, with long-term political and security implications. While foremost a public health issue, the recent pandemic has contributed to political tensions, emboldened extremists, and heightened division.

### Pāhekeheke Pāpori | **Social Instability**

129. Social cohesion is where all individuals and groups in society have a sense of belonging, inclusion, participation, recognition, and legitimacy. Socially cohesive societies are those in which people have high levels of trust in one another and in institutions. This is important for social stability, a healthy society, and New Zealand's collective security and wellbeing.
130. Liberal democracies, like New Zealand, are based on principles of trust—between individuals, communities, and the institutions of governance within a population. When any of these dimensions of trust are weakened, social cohesion is threatened. This loss of cohesion can pose significant risks to democracies and drive instability through disengagement and societal fragmentation, creating vulnerabilities to foreign interference, extremism, and civil unrest.

### Te Ōrite Kore, te Noho Nama, me te Whakakonuka | **Inequality, Debt, and Corruption**

131. Inequality of income, wealth, education, health, and opportunity has grown and will continue to grow within countries. This inequity drives social discontent, which can undermine social cohesion and contribute to a lack of trust in governments and institutions around the world.

132. Inequality among countries is also high and expected to continue to grow over the next two decades. Economic conditions in developing economies continue to deteriorate, posing a significant threat to their stability. The debt burden in the developing world has been further aggravated by the pandemic and will increasingly become unsustainable for a range of countries. This increases vulnerability to foreign powers and potential for exploitation.

133. The challenges of corruption and kleptocracy are receiving increased attention because of the global reach of Russian money working in tandem with state power, and other countries undertaking similar influence activities. Corruption of elites remains a concern, including when it comes from foreign powers and in the context of development projects. New Zealand and our region are not immune from this challenge.

### GLOBAL IMPACTS AND IMPLICATIONS OF CLIMATE CHANGE

<b>Climate effects</b>	<ul style="list-style-type: none"> <li>Rising temperatures</li> <li>Melting ice</li> <li>Sea-level rise</li> </ul>	<ul style="list-style-type: none"> <li>Ocean acidification</li> <li>Intensifying cyclones</li> </ul>	<ul style="list-style-type: none"> <li>Changing rainfall patterns (floods/droughts)</li> </ul>	<ul style="list-style-type: none"> <li>Increasing wildfires</li> <li>Heatwaves</li> </ul>
<b>Environmental impacts</b>	<ul style="list-style-type: none"> <li>Coral bleaching</li> <li>Decreasing and shifting fish stocks and marine life</li> </ul>	<ul style="list-style-type: none"> <li>Coastal erosion</li> <li>Decline in agricultural productivity and nutrient dense food</li> </ul>	<ul style="list-style-type: none"> <li>Decline in freshwater resources</li> <li>Biodiversity loss</li> <li>Wildfires</li> </ul>	<ul style="list-style-type: none"> <li>Declining efficiency of natural carbon sinks</li> </ul>
<b>Economic and social impacts</b>	<ul style="list-style-type: none"> <li>Loss of livelihoods and educational opportunities</li> <li>Declining food and water security</li> <li>Damage to infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>Increasing migration and displacement within and between borders</li> <li>Negative health outcomes and greater spread of infectious diseases</li> </ul>	<ul style="list-style-type: none"> <li>Economic losses including supply chain disruptions and impacts to important or climate-sensitive sectors</li> </ul>	<ul style="list-style-type: none"> <li>Eroding of cultural identity, traditional ways of life, and tangible and intangible assets</li> </ul>
<b>Safety and security risks</b>	<ul style="list-style-type: none"> <li>Increased morbidity and mortality</li> <li>Human security challenges</li> <li>Resource competition and conflict</li> <li>Conflict over cross border migration and displacement</li> </ul>	<ul style="list-style-type: none"> <li>Land and maritime disputes</li> <li>Damage to critical infrastructure</li> <li>Ungoverned unilateral geo-engineering</li> <li>Strain on militaries' resources and readiness</li> </ul>	<ul style="list-style-type: none"> <li>Exacerbated geopolitical tensions</li> <li>Instability within countries</li> <li>Increased demand for humanitarian assistance/disaster relief operations and aid</li> </ul>	<ul style="list-style-type: none"> <li>Inundation of geographic features from which maritime zones are measured</li> <li>States uninhabitable, temporarily or permanently, due to sea-level rise or severe weather</li> </ul>

Pacific Islands Forum leaders have emphasised the threats of climate change and sea-level rise as the defining issues that imperil livelihood and wellbeing, and that these undermine the full realisation of a peaceful, secure, and sustainable future for the Pacific region.



# Te Anga Whakamua

## Looking forward

134. The world today is contending with a range of complex and disruptive security challenges. In order to thrive, we will need to draw on all of our strengths as a country, both within and beyond our borders.
135. New Zealand's first National Security Strategy lays out a vision to help us navigate this dynamic security environment. It reinforces the need for us to be clear-eyed on risks, prepared for change, and to put in place the right capability to be effective. The earlier we can act, the more harm we can prevent.
136. Government's ability to truly deliver on this Strategy—and the whole-of-society vision it embodies—depends on working together with New Zealand society and with our valued international partners.
137. The National Security Strategy embeds this approach for the long term. It underscores the need to raise awareness of national security issues and lays a foundation for all parts of our society to work together to lift our resilience.
138. This Strategy is not an end. It is just the beginning. Our approach to national security and the specific issues of greatest concern will continue to evolve and adapt.
139. The national security community is committed to the work that lies ahead and to protecting Aotearoa New Zealand as a free, open, and democratic society for future generations.



# Te Mahi Ngātahi i te Whakahaumarutanga ā-Motu

## Working Together on National Security

The agencies of New Zealand’s national security community work to protect our country, our people, and our interests. Some agencies have the primary function of national security, while others contribute to national security within broader agency mandates and priorities. These agencies work closely together on a daily basis for a more secure, resilient New Zealand.



There are additional agencies that play an important role in contributing to national security. These agencies include the Ministry of Justice, the Department of Internal Affairs, the Ministry of Health, the Ministry for the Environment, the Ministry of Social Development, the National Emergency Management Agency, New Zealand Search and Rescue, the Civil Aviation Authority, Fire and Emergency New Zealand, Department of Corrections and more.

A variety of agencies come together to form the national security community, focused on protecting our country, our people, and our interests. Some agencies' primary function is national security, while others contribute to national security within broader mandates.



GOVERNMENT COMMUNICATIONS SECURITY BUREAU  
TE TIRA TIAKI



NEW ZEALAND FOREIGN AFFAIRS & TRADE  
Manatū Aorere



MANATŪ KAUPAPA WAONGA  
NEW ZEALAND MINISTRY OF DEFENCE



TE MANATŪ WAKA  
MINISTRY OF TRANSPORT

MĀRAMATANGA: fostering improvement

MATATIKA: being ethical and fair





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