



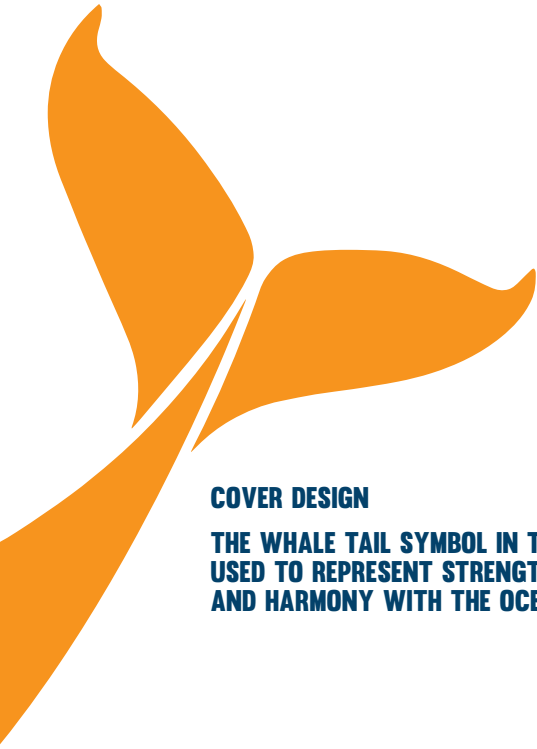
MARITIME SECURITY STRATEGY

Guardianship Of Aotearoa
New Zealand's Maritime Waters

Te Kaitiakitanga o Tangaroa

2020





COVER DESIGN

THE WHALE TAIL SYMBOL IN TIKANGA MĀORI IS USED TO REPRESENT STRENGTH, INTELLIGENCE AND HARMONY WITH THE OCEANS.

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CHAIR OF MARITIME SECURITY OVERSIGHT COMMITTEE – FOREWORD

The sea matters to our nation, region, and communities. This Strategy ensures that New Zealand has a maritime security sector that is able to continue to secure New Zealand's marine economic, cultural and environmental interests for future generations.

This Strategy aligns the maritime security sector to New Zealand's national security, foreign policy and climate change priorities and ensures that maximum benefit is derived from the Government's significant investments in maritime security capability, including the once in a generation reinvestment in maritime patrol aircraft.

New Zealand's current maritime security operating model (primarily involving maritime patrol activity coordinated through the National Maritime Coordination Centre) is becoming increasingly stressed in the face of a range of maritime security challenges characterised by climate stress, technological change and a more complex geopolitical environment.

All of this means that the maritime security sector needs to take the opportunity to step up and establish a more sustainable and proactive framework matched to the maritime security challenges that New Zealand now faces.

This Strategy addresses the need to step up. It articulates, for the first time, how New Zealand goes about delivering maritime security for our nation and region. Importantly, it sets out what needs to happen to give meaning to this approach and ensure that maritime security agencies are able to deliver a comprehensive multi-agency maritime security effort that is fit for the future and able to continue to deliver kaitiakitanga for future generations.

This is both an exciting and challenging time for the maritime security sector and I look forward to delivering against the expectations that this document sets for the Maritime Security Oversight Committee.



P. Mersi

Peter Mersi

Secretary for Transport and Chair of the
Maritime Security Oversight Committee

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EXECUTIVE SUMMARY

1. The Maritime Security Strategy (the Strategy) provides direction for New Zealand's maritime security sector by setting out a vision for a sector that contributes to the advancement of New Zealand's national security through a common approach, coordinated investment decisions and effective resource prioritisation.
2. The Strategy focuses attention on protection of New Zealand's maritime border, marine resources and regional maritime security interests.
3. This Strategy should be read alongside the Strategic Defence Policy Statement 2018. The Statement is the main point of reference for matters relating to military maritime security and sovereign defence.

A maritime security sector that contributes to the advancement of New Zealand's national security through a common approach, coordinated investment decisions and effective resource prioritisation.

WHY A STRATEGY

4. New Zealand faces increasing pressures across its maritime domain. These include:
 - increasing challenges to New Zealand's border and resource protection effort – in particular, the escalation of the seaborne illicit drug importation threat and increased pressure on maritime resources;
 - the need to step up maritime security efforts in our near abroad as signalled in the Strategic Defence Policy Statement 2018 and the Pacific Reset;
 - a more demanding geopolitical environment; and
 - the impacts of climate change.
5. The accelerated pace and scale of these changes is significant and the Strategy sets out how the maritime sector will both respond to the changing environment and leverage new opportunities.
6. The Government's Strategic Defence Policy Statement 2018 recognises that maritime security is fundamental to New Zealand's security. The Government has also signalled that New Zealand will focus more attention on our immediate region, in particular the South Pacific and the Southern Ocean.
7. This Strategy will be of immediate value to the maritime security system and will provide the policy guidance that will help frame the all-of-government utilisation of new maritime security capabilities. For example, the P-8A Poseidon Maritime Patrol Aircraft and the planned complementary investment in air surveillance capability.
8. Maritime security involves preventing, detecting, mitigating and responding to risks introduced by malicious, unregulated, negligent or harmful (or potentially harmful) human maritime activity.¹ This Strategy relates to maritime security in its widest sense, to ensure that traditional and emerging security interests are considered.
9. New Zealand's maritime security sector is comprised of a number of government agencies and stakeholders with maritime domain risk management and support responsibilities. These agencies are brought together under the Maritime Security Oversight Committee (MSOC) and incorporate governance, policy, intelligence and operational coordination functions.²

¹ Risk incorporates both threat/hazard and opportunity.

² MSOC agencies (both core and ex-officio members) are: Department of Conservation; Department of the Prime Minister & Cabinet; Government Communications Security Bureau; Maritime New Zealand; Ministry for Primary Industries; Ministry of Business, Innovation & Employment; Ministry of Defence; Ministry of Foreign Affairs & Trade; Ministry of Transport; National Maritime Coordination Centre; New Zealand Customs Service; New Zealand Defence Force including GEOINT New Zealand; New Zealand Police; New Zealand Security Intelligence Service; Environmental Protection Agency; Ministry for the Environment.

OPERATING APPROACH

- ^{10.} The purpose of the Maritime Security Strategy is to drive the development of a more efficient and effective maritime security sector that:
- **Understands** the maritime domain
 - **Engages** effectively with domestic and international partners and supports the system of international rules and norms
 - **Prevents** threats by seeking opportunities to mitigate threats early
 - **Responds** with the right mix of interventions.
- ^{11.} These pillars rely on two supporting principles:
- **The Comprehensive Multi-agency Approach**
 - **Kaitiakitanga (guardianship)**
- ^{12.} These four pillars and two principles provide the core of the Strategy. This approach guides how the sector and maritime security will prioritise operational activity and direct investment to deliver comprehensive guardianship of New Zealand's waters.

IMPLEMENTATION

- ^{13.} Implementation requires sector-wide investment in the people needed to drive our approach, the systems needed to support these people, and the tools capable of delivering comprehensive layered situational awareness and enforcement action across our maritime area of interest. A lead policy agency will need to be assigned to drive the multi-agency approach, provide funding certainty and set out clear inter-agency planning and assessment criteria.
- ^{14.} This Strategy provides the basis for New Zealand to establish a more efficient and effective maritime security system that exerts comprehensive and sustainable kaitiakitanga (guardianship) of our maritime domain.

This Strategy provides the basis for New Zealand to establish a more efficient and effective maritime security system that exerts comprehensive and sustainable kaitiakitanga (guardianship) of our maritime domain.

OVERVIEW OF THE MARITIME SECURITY STRATEGY

Increasing pressure on New Zealand's maritime security demands a new vision and approach for the maritime security sector.

VISION

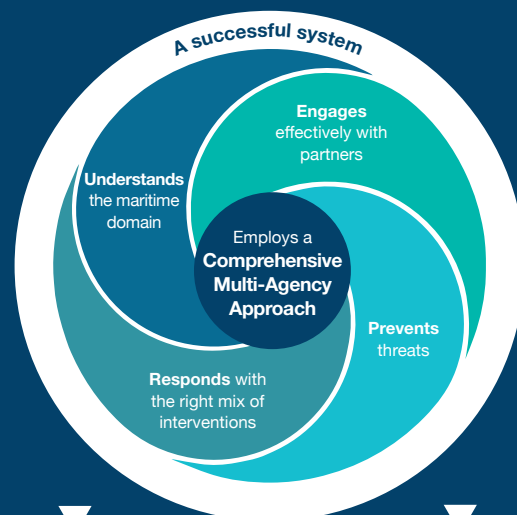
A maritime security sector that secures New Zealand's significant maritime economic, cultural and environmental interests, and is better able to deter adversaries, reduce harm to New Zealand communities and exert effective Kaitiakitanga (guardianship) of the sea.

APPROACH

The maritime security sector's contribution to national security will be guided by four interlocking pillars: Understand, Engage, Prevent, Respond.

These pillars describe how an efficient and effective system goes about achieving maritime security. The pillars are underpinned by two supporting principles:

- The comprehensive multi-agency approach
- Kaitiakitanga



KAITIAKITANGA
New Zealand's stewardship and protection of our maritime domain for future generations.

DELIVERABLES

A maritime security sector that:

- builds on the success of legacy arrangements;
- has institutional and funding coherence;
- is capable of providing direction and support for joint planning, and operational and intelligence decision-making; and
- ensures that the linkages between responsible agencies and sector governance are strong, effective and well supported.

A safer more prosperous nation by:

- securing New Zealand's maritime economic, cultural and environmental interests;
- deterring adversaries across our extensive maritime area of interest; and
- proactively mitigating and responding to maritime security threats.

WHAT'S REQUIRED?

1. Enabling the Comprehensive Multi-Agency Approach by:
 - a) Assigning a lead maritime security policy agency
 - b) Establishing sufficient policy coordination, assessment, communications and campaign planning capacity and capability
 - c) Providing funding certainty for key enablers
2. Establishing sector planning and assessment expectations
3. Allocating resources to support the Strategy's investment priorities

INVESTMENT IN :

PEOPLE



The people needed to drive national assessment, policy coordination, strategic planning, investment and performance monitoring for the sector.

SYSTEMS



Networked systems and processes able to support collaborative planning and intervention activities based on a shared understanding of the maritime security environment.

TOOLS



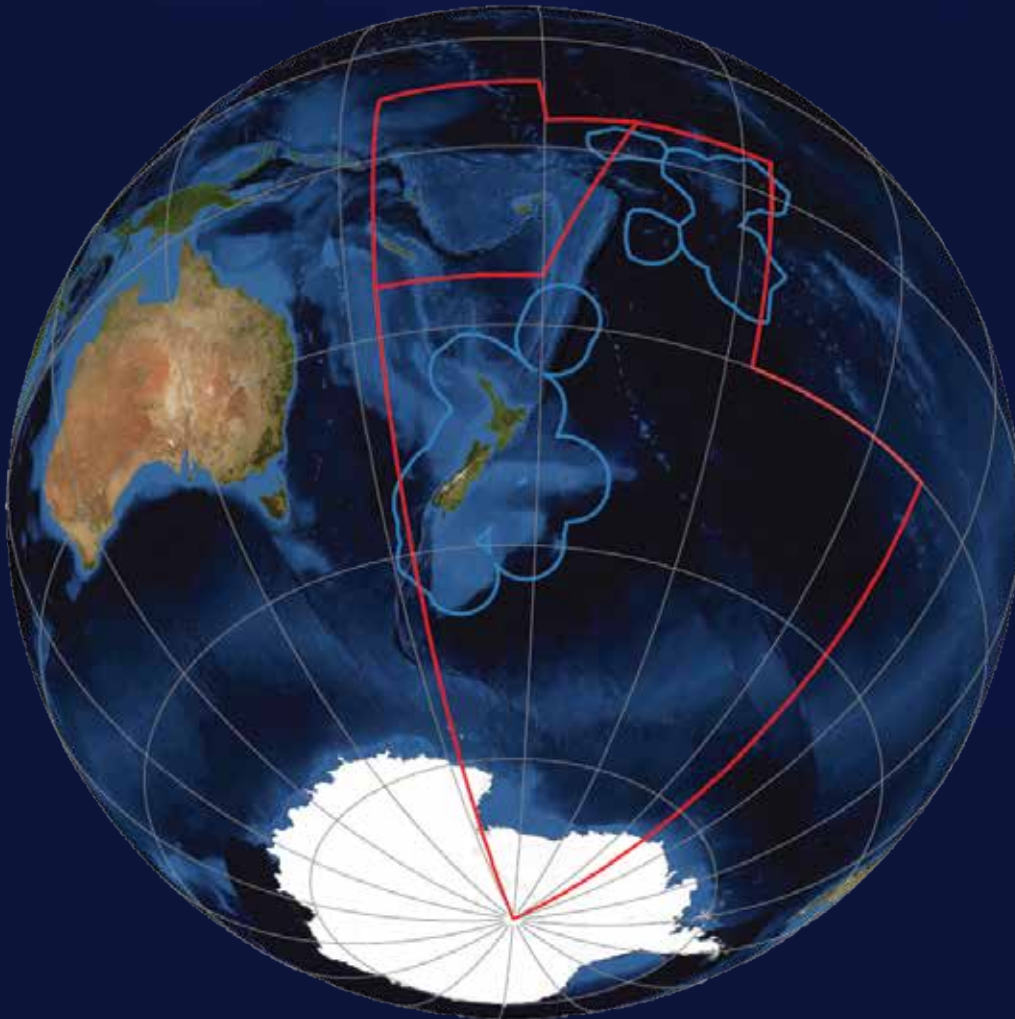
A broader range of complementary maritime security surveillance and intervention capabilities.





PART ONE

THE STRATEGIC

CONTEXT



-  New Zealand Search and Rescue Region, including areas where New Zealand is often called upon to assist
-  Economic Zone of New Zealand Territories and Associated States

THE IMPORTANCE OF THE SEA

15. New Zealand is an island nation. With over 1,000 kilometres of ocean separating New Zealand from our nearest neighbours and more than 15,000 kilometres of coastline, keeping the maritime environment secure is a crucial component of New Zealand's national security.
16. The sea provides New Zealand with environmental, economic and cultural capital. Our well-being is tied to the health of the sea as the key regulator of the global climate and the provider of critical natural and mineral resources.³
17. As a trading nation with a significant marine economy and a domestic market increasingly reliant on the connectivity the sea provides (through shipping routes and undersea cables), our prosperity depends on good management of the sea. New Zealand has a stake in ensuring a robust international framework of rules and norms that protects trade, people to people links and allows the exchange of ideas to continue unhindered.
18. The sea is culturally important to New Zealand, and holds a central place in New Zealand's history, way of life and sense of identity.

KEY FACTS

4
million

New Zealand's territorial sea extends to 12 nautical miles offshore and our Exclusive Economic Zone (EEZ) extends from 12 to 200 nautical miles. Our EEZ covers about 4 million km².

1.7
million

New Zealand's continental shelf extends beyond our EEZ covering an additional 1.7 million km². The outer limit of the Continental Shelf to the north of New Zealand is subject to delimitation with Fiji, Tonga and potentially France (New Caledonia).

\$4
billion

In 2013, Statistics NZ estimated the marine economy directly contributed \$4 billion to GDP.

30k
kilometres

New Zealand is connected to Australia, Fiji and the US by the Southern Cross Cable network, spanning 30,500 km.

30
million

Every year, there are approximately 1,200 search and rescue incidents in NZ's search and rescue coordination area – spanning 30 million km².

³ The sea will increasingly be an important provider of pharmaceuticals and nutrients for a growing global (and coastal) population.

WHAT IS MARITIME SECURITY?

19. **Maritime security involves preventing, detecting, mitigating and responding to risks introduced by malicious, unregulated, negligent or harmful (or potentially harmful) activities at sea.⁴ This reduces the ability of malicious and negligent actors to use the maritime domain to undermine national security interests and objectives.**
20. New Zealand’s maritime security sector is brought together under the Maritime Security Oversight Committee (MSOC). This committee provides all-of-government governance of the sector’s policy, intelligence and operational coordination functions. More detail on agency roles and responsibilities and sector governance is provided in the annexes.
21. The maritime security sector is responsible for mitigating a range of maritime threats stemming from malicious and negligent human maritime activity. These include:
 - Prohibited imports and exports (i.e. illicit drugs, weapons or protected species)
 - Illegal activity in protected areas
 - Illegal exploitation of natural resources (including fisheries, minerals, oil/gas)
 - Irregular or exploitative maritime people movements
 - Maritime pollution
 - Piracy, robbery, or violence at sea
 - Compromise of biosecurity
 - Security threats to ports and shipping
 - Technologically enabled threats to maritime infrastructure (e.g. cyber-crime).
22. In addition a number of factors impact the availability of maritime security assets and our ability to exert our rights and meet our responsibilities. These include the following:
 - New Zealand’s maritime safety and search and rescue obligations will continue to require support from maritime security assets. These assets will also increasingly be called upon to contribute to humanitarian and disaster relief operations.
 - The impact of challenges to international maritime rules and norms, and changes in the management of the maritime estate and economy. The ability of the sector to provide maritime security is dependent on the rules and norms set by international law in particular the United Nations Convention on the Law of the Sea (UNCLOS).
 - The expected global expansion of economic activity in the maritime domain, for example new forms of mineral extraction, coupled with associated changes to the marine regulatory framework, will create new challenges and areas of focus for the maritime security sector.
23. New Zealand’s maritime security interests extend well beyond our immediate borders. As a territory of New Zealand we are responsible for the defence and security of Tokelau and we have committed to discharge this responsibility in consultation with Tokelau. In relation to Cook Islands and Niue these defence and security responsibilities are residual and can only be acted on in consultation with each government. We also have deep and sustained national interests in the Pacific and Southern Ocean. We need to be an active participant in our region, and cooperate closely with Australia and other key security partners in the region. We rely on good governance around critical physical and electronic sea lines of communication and have deep economic, political, and cultural connections across the Asia-Pacific.
24. New Zealand needs maritime security activities that work across the full range of maritime security interests throughout our maritime domain.
25. This Strategy should be read alongside the Strategic Defence Policy Statement 2018 (the Statement). The Statement is the main point of reference for matters relating to military maritime security and sovereign defence.

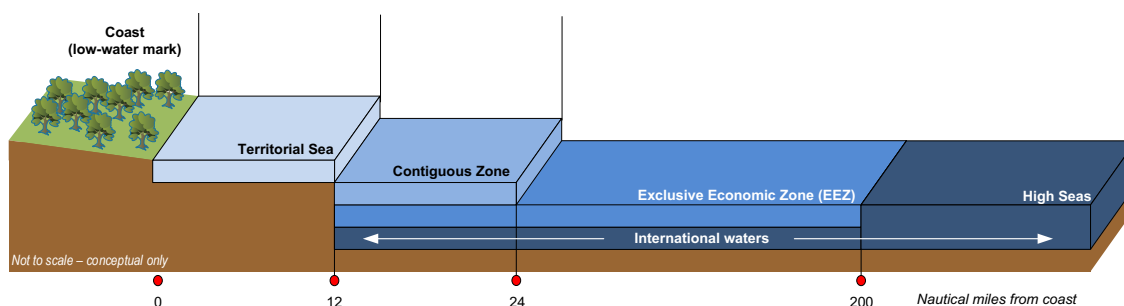
⁴ Risk incorporates both threat/hazard and opportunity.

NEW ZEALAND'S MARITIME DOMAIN

26. New Zealand's maritime interests include geographically defined territorial, economic, safety and environmental maritime zones as well as other environmental, geopolitical and economic areas of interest.
27. New Zealand's maritime domain is tied to the rules-based order and the areas over which New Zealand (by itself or in concert with other states) exerts full or partial control. The primary piece of international law that governs the use of the ocean is the United Nations Convention on the Law of the Sea (UNCLOS). New Zealand is a strong supporter of UNCLOS. Other specialist international legal obligations under the umbrella of UNCLOS are also relevant, for example international search and rescue and safety of life at sea responsibilities, and obligations under regional fisheries management organisations.
28. New Zealand's maritime domain incorporates a number of defined maritime zones:
- The **territorial sea**, which extends out to 12 nautical miles (22.2 km) from shore, over which New Zealand has sovereignty. New Zealand may exercise that sovereignty subject to the right of foreign vessels to 'innocent passage' in the territorial sea and to the other provisions of UNCLOS.
 - The **contiguous zone** is a belt of water adjacent to the territorial sea, which extends from 12 to 24 nautical miles (44.5 km) from the shore. This zone is important in border protection as New Zealand may conduct certain enforcement activities in the contiguous zone for the purposes of preventing or punishing breaches of its customs, fiscal, sanitary or immigration laws in our territory or territorial sea.
 - The **Exclusive Economic Zone**, which extends from 12nm to 200nm (370 km) from shore. New Zealand has the right to regulate exploration and use of marine resources (including energy production from wind and water) in this zone and has jurisdiction over certain matters including the protection and preservation of the marine environment.
- The **continental shelf** which surrounds the country and, extends well beyond the EEZ in some areas. New Zealand has exclusive sovereign rights over the use of non-living resources and sedentary species on the continental shelf.
29. All areas beyond our territorial sea, including the EEZ and the High Seas, are **international waters**. The vessels of all states are subject to the exclusive jurisdiction of their flag state and enjoy the freedoms of the high seas, including freedom of navigation. New Zealand can only take action in international waters if this would be permitted by international law, which primarily gives jurisdiction on vessels in international waters to a vessel's flag state. This means New Zealand depends on the international rules-based order along with cooperation from other states to preserve and promote its maritime interests.
30. Our full maritime area of interest includes the following areas:
- Constitutional responsibilities for the defence and security of the Cook Islands, Niue and Tokelau which can only be acted on in consultation with each government
 - Our responsibilities under the Antarctic Treaty System including the Convention for the Conservation of Antarctic Marine Living Resources (CCAMLR)
 - Our obligations as a member of regional fisheries management and Pacific regional organisations
 - Our maritime approaches, in particular the main shipping routes that cross the Tasman Sea and the Pacific to the north-east.
 - The area in which we are responsible for coordinating maritime search and rescue, covering 30 million square kilometres (one of the largest areas in the world).

FIGURE 1.
ILLUSTRATION OF DEFINED MARITIME ZONES.

Source: Customs



THE MARITIME SECURITY ENVIRONMENT

31. **The global maritime security environment is becoming increasingly dynamic and complex. This means that New Zealand government agencies with maritime responsibilities need to better coordinate and prioritise their actions to meet increasing demands on limited resources.**
32. **Challenges to the maritime rules-based order:** As a small trading nation, New Zealand relies on the rules-based order to promote and pursue our interests. Efforts to frustrate the current norms and behaviours threaten the integrity of the maritime rules-based order. Weakening of UNCLOS, and associated mechanisms, undermines the ability of New Zealand and partner states to collectively mitigate maritime security threats and sustainably manage the maritime domain.
33. **Growing maritime economy:** New Zealand relies on the maritime environment for the facilitation of trade (shipping of goods and undersea cables for the digital economy), as well as for economic prosperity (e.g. minerals, fishing, and aquaculture). Sea transport is the most common mode of transport used to import and export goods to and from New Zealand.⁵ Our reliance on the sea will not diminish as demand for resources (in particular for copper, rare earth minerals and fish stocks), and new forms of renewable energy, alongside the growing importance of connectivity, will generate new economic opportunities as well as increasing demands on domestic, regional and international regulatory frameworks. Indeed, New Zealand's remoteness from global markets increases the importance of a robust maritime security system to support our access to global supply and value chains.
34. **Pressure on marine biodiversity:** Our region is expected to feel the impacts of increasing resource competition for under-threat marine resources. Climate change and marine pollution are exacerbating this competition by reducing marine biodiversity and placing living resources under further pressure. It is expected that international fishing fleets will respond to these changes by increasing pressure on fish stocks in areas of strategic importance to New Zealand.
35. **Technological change:** The increasing availability of satellite-enabled navigation and communications technology enhances the ability of criminal groups to traverse the maritime domain, avoid detection (for example, through the use of unmanned vehicles) and exploit new vulnerabilities created by the adoption of automated systems for shipping and port operations.
36. **Maritime criminal activity:** The projected increase in trans-national criminal activity, the sophistication of this activity, and the increased use of the South Pacific as transit points and routes for illicit goods will increase demand for domestic constabulary functions to counter the destabilising influence of criminal groups.
37. **The impact of climate change:** Environmental changes are having a significant impact on the maritime environment. Climate change is the biggest driver of changes to the maritime environment stemming from rising temperatures, rising sea levels and changes to hydrological (rainfall) cycles. The Strategic Defence Policy Statement 2018 notes that the impacts of climate change are already being felt in New Zealand, but are most acutely affecting the Pacific and the broader developing world – places comparatively less equipped to handle these changes.
38. **Climate change** and in particular, sea-level rise is presenting challenges to the stability of maritime zones, based on UNCLOS rules. As sea levels rise there is a risk that basepoints and features from which maritime zones (e.g. the EEZ) are measured will shift or be inundated. Under current UNCLOS rules, this could mean coastal states' (particularly low-lying island states) maritime zones will shrink or shift. Climate change will also complicate the physical operating environment, for example, creating more challenging ice conditions in parts of the Southern Ocean, and more variable sea states and levels in the littoral zone. Climate change is increasing the demand for New Zealand support to humanitarian assistance and disaster response as the number and severity of extreme weather events increases. Climate migration in the Pacific region has begun on a small scale, mostly internal, but is forecast to increase.⁶ These complex disrupters will place added operational pressures on maritime safety and security capabilities.
39. **Mixed levels of maritime capability and capacity:** The widening capacity and capability gap between developed and developing states (and some non-state actors) means that New Zealand will need to continue to assist with filling capability and capacity gaps (or support the development of others) to ensure a stable and secure maritime neighbourhood.
40. **Range of actors in the South Pacific with varying interests:** A proliferation of actors in the Pacific has the potential to impact our role as a partner of choice within the South Pacific. Some actors may support or complement our interests, while others may undermine them. It is in our interest to support efforts to consolidate strong, productive and coordinated regional security architecture.

5 An average of 88% of exports by value, and 77% of imports by value, were transported by sea between 2005 and 2015 (Statistic New Zealand, Methods of transporting imported and exported goods, accessed on 7/12/2017 from archive.stats.govt.nz/browse_for_stats/industry_sectors/imports_and_exports/overseas-merchandise-trade/Methods-transporting-imported-and-exported-goods.aspx)

6 Pacific Climate Migration refers to current and future displacement or migration of Pacific peoples in response to the impacts of climate change (Office of the Minister of Foreign Affairs, [Pacific climate change-related displacement and migration: a New Zealand action plan](#), Paper Presented to the Cabinet Environment, Energy and Climate Committee, 2 May 2018, para 4.)

NEW TECHNOLOGY AND APPROACHES

41. **New technologies and changes in operating approaches give states opportunities to innovate in the maritime domain.**
42. Maritime security innovation involves the incorporation of new technology (surveillance and data analytical tools), adoption of new operating models focused on delivering a more cohesive national effort, and the strategic utilisation of private sector and non-government organisations to deliver or reinforce maritime security outcomes.

TECHNOLOGY

43. Technologically competent states, as well as non-state actors, have access to an extensive array of information generated by a range of terrestrial, marine, aerial and satellite collection assets. In the 20th century maritime patrol aircraft backed up with surface-based radar and patrol vessels provided the core of the maritime surveillance effort. As we approach the third decade of the 21st century these capabilities have been joined by:
- Space-based surveillance and the emergence of relatively cheap and very capable constellations of multi-function surveillance satellites
 - Satellite-enabled automatic ship tracking systems backed up with powerful data analytics to flag risks
 - Increasing availability of capable unmanned aerial vehicles to support maritime security and environmental monitoring and surveillance
 - Autonomous long endurance aerial, surface and underwater autonomous vehicles
 - Powerful systems able to fuse information and intelligence, and to assist the coordination of multi-agency efforts and monitor risk through a common relevant information picture.

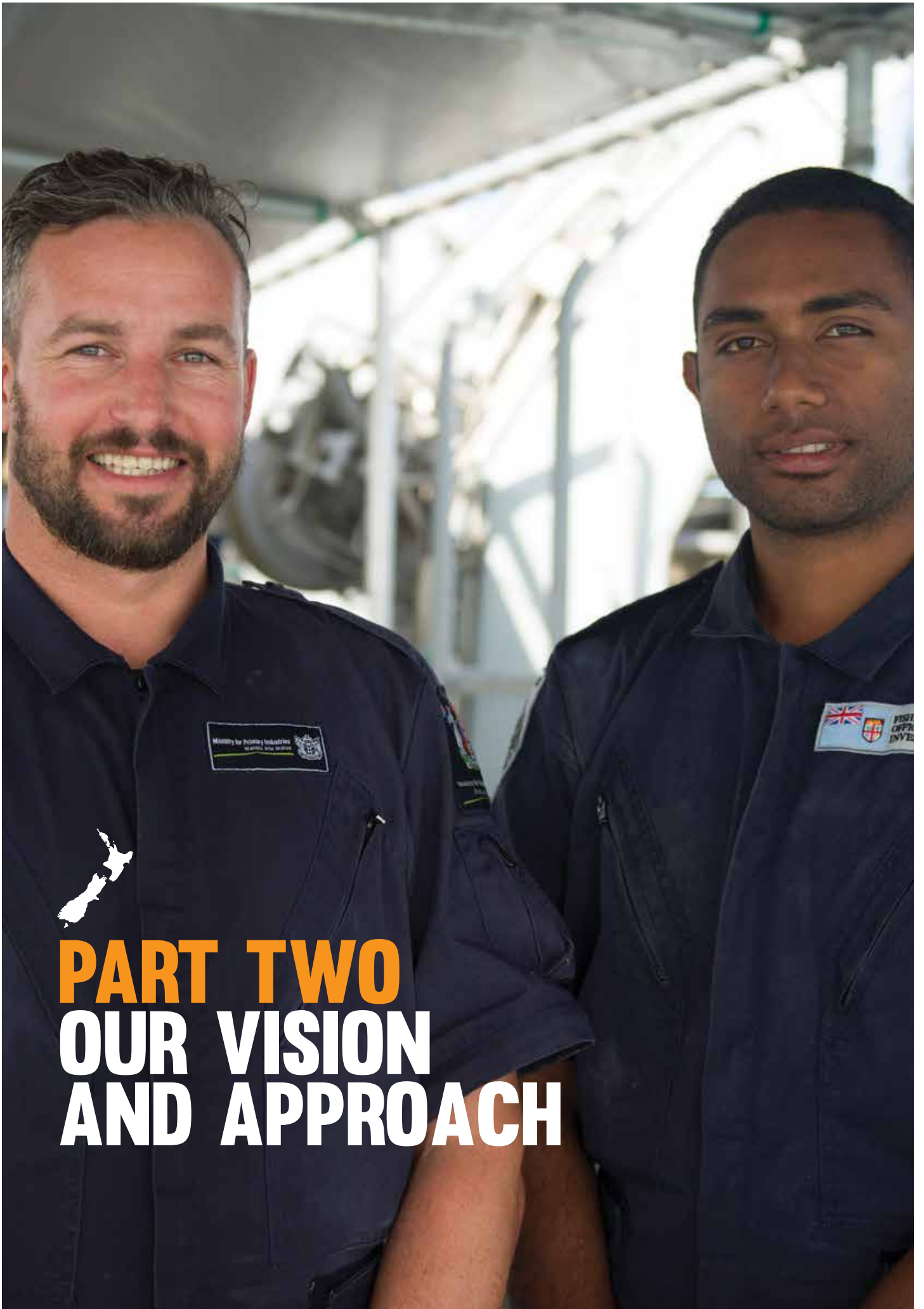
44. A range of new technologies have been adopted by a number of states and are providing improvements in their maritime security risk management capabilities and creating efficiency gains by:
- Better targeting of limited maritime intervention assets to reduce time spent observing empty sea thereby reducing wear and tear and operating costs
 - Lowering the maritime detection threshold and revealing criminal activity and potentially criminal and/or hazardous activity
 - Significant reductions in operating costs through miniaturisation (cubesats), automation and utilisation of renewable energy (solar power, wind and wave action for autonomous vehicles).
45. The Strategy sets the framework that the sector will use to exploit new technology and to more specifically broaden our use of maritime surveillance technology, for example through the Future Air Surveillance Complementary Capability Project.

NEW APPROACHES

46. Countries that have effective maritime security systems incorporate a range of innovations and new governance models to deliver more efficient maritime security outcomes, for example:
- Targeted investment in research and development to ensure agencies are well placed to realise the benefits of advances in maritime surveillance capabilities (which include space-based sensors and autonomous systems)
 - Outsourcing the provision of aviation surveillance assets and/or space based surveillance and data analytics to the private sector
 - Adopting commercial off-the-shelf data fusion and coordination systems
 - Developing joint-interagency campaign plans that are supported by performance-monitoring processes
 - Horizontal funding initiatives that resource maritime security activity across multiple agencies
 - Maintaining and enhancing international partnerships to collectively manage trans-national maritime security risks and increase maritime domain awareness.

THE NEED FOR CHANGE

47. Increasing pressure on maritime security coupled with rapid changes in technology and the maturation of new operating approaches presents New Zealand with challenges and opportunities. In the face of this, it is clear that our current approach, based largely on ad-hoc arrangements, is no longer appropriate nor sustainable.
48. This strategy responds to this by setting out an enduring operational approach that responds to the changed maritime security environment, builds on our strengths, addresses weaknesses and is ready to incorporate new technology and approaches.



PART TWO
OUR VISION
AND APPROACH

GOVERNMENT DIRECTION

49. The Strategy’s vision and approach is aligned with Government Priorities and complements foreign policy, law enforcement, environmental and defence objectives.

NATIONAL SECURITY OBJECTIVES, WELLBEING AND MANAGEMENT OF NATIONAL RISKS

50. An effective maritime security sector reduces the ability of malicious and negligent actors to use the maritime domain to undermine the Government’s ability to maintain the conditions within which New Zealand and New Zealanders can flourish.
51. The pursuit of New Zealand’s national security objectives through the Strategy, and the investments made under it, will contribute toward improving and sustaining New Zealanders’ wellbeing.
52. Securing New Zealand’s maritime security interests underpins New Zealand’s enduring National Security Objectives by:⁷
- Ensuring public safety and the protection of life across the maritime domain
 - Preserving New Zealand’s sovereignty and our maritime economy and environment interests
 - Supporting the continuity of everyday marine activity and the restoration of disrupted services
 - Upholding the rule of law which contributes to the preservation of our democratic values and the exercise of our national values across our maritime domain.
53. The Living Standards Framework provides the basis for consideration of these contributions. Current wellbeing outcomes supported by this strategy include safety, environmental quality, governance, and cultural identity.
54. The sector’s contribution to future wellbeing across the four capitals is summarised below:
- **Social Capital:** Through strengthening regional maritime security relationships and contributing to the maintenance of maritime rules and norms, the sector preserves New Zealand’s maritime cultural, safety and security interests.
 - **Human Capital:** The sector contributes to the maintenance of human capital by reducing harm to human health and communities by restricting the flow of dangerous illicit goods, for example, narcotics.
 - **Natural Capital:** The sector and this Strategy are focused on enabling effective stewardship of our extensive maritime estate,⁸ which supports regional development, sustainable economic growth and the management of natural resources.
 - **Financial and Physical Capital:** The sector contributes to the physical protection of maritime infrastructure of crucial importance to New Zealanders’ financial and physical wellbeing.
55. The Maritime Security Strategy enhances the resilience of the four capitals, through the management of key national risks, in particular:
- Maritime security threats
 - Trans-national organised crime, smuggling and irregular migration.
56. The Government expects that agencies will work together to build quality public services for all New Zealanders. This Strategy responds to this expectation and ensures that the maritime security sector is able to provide guardianship of New Zealand’s maritime domain.

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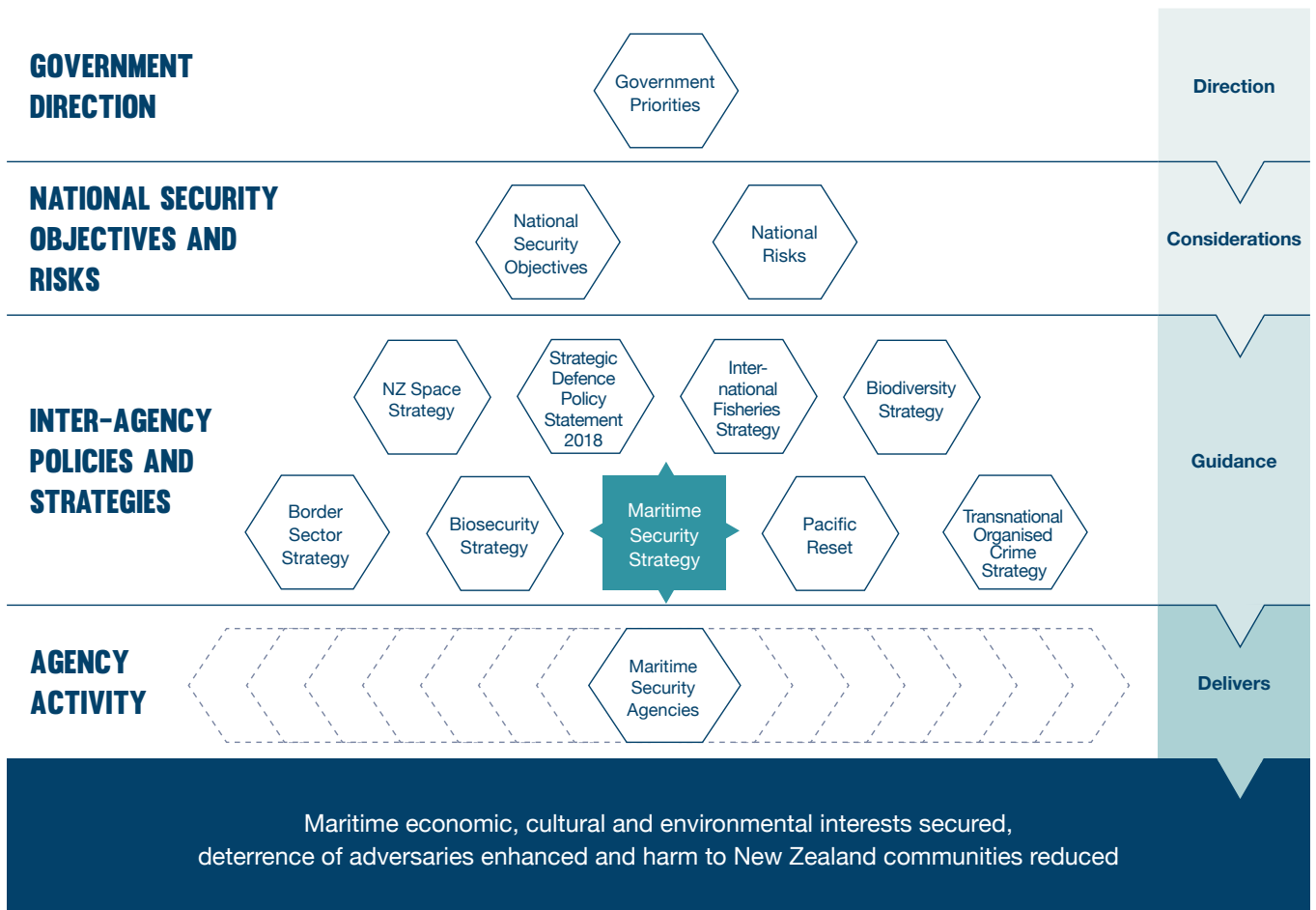
⁷ The 'Estate' refers to our national maritime economic and stewardship interests.

STRATEGIC PRIORITIES

57. The New Zealand Government’s Strategic Defence Policy Statement 2018 highlights that maritime security is fundamental to national security. In addition, the importance of our oceanic neighbourhood and the Government’s expectation that agencies will do more to strengthen regional architecture, support small states, and regional stability and security is reinforced and emphasised in the Pacific Reset.

58. These Government policy statements are a clear and unambiguous call for the maritime security sector to prepare itself for a more challenging strategic environment and to be prepared to do more in our immediate neighbourhood.

FIGURE 2.
THE STRATEGY FOLLOWS GOVERNMENT DIRECTION AND COMPLEMENTS RELEVANT INTER-AGENCY POLICIES AND STRATEGIES THAT PROVIDE GUIDANCE TO MARITIME SECURITY AGENCIES.



THE VISION

59. **The guiding vision of this Strategy is the establishment of a maritime security sector that secures New Zealand’s significant maritime economic, cultural and environmental interests, and is better able to deter adversaries, reduce harm to New Zealand communities and exert effective kaitiakitanga (guardianship) of the sea.**
60. Executing this vision will see a maritime security sector that delivers a range of enduring contributions to New Zealand’s national security. A maritime security sector that:
- Enhances New Zealand's ability to manage the resources in its EEZ and on its continental shelf in accordance with its sovereign rights and responsibilities
 - Prevents, detects, deters and mitigates illegal, unregulated, negligent, harmful (or potentially harmful) actions across New Zealand’s maritime domain
 - Protects lawful economic activity across New Zealand’s maritime domain
 - Contributes to the sustainable management of New Zealand’s marine resources, marine environment and biodiversity
 - Supports New Zealand’s maritime security partnerships in the South Pacific
 - Enhances New Zealand's ability to make a substantial contribution to the governance of Antarctica and the Southern Ocean
 - Supports New Zealand’s international maritime security and safety (including search and rescue) responsibilities.
61. Achieving this vision requires a maritime security sector that advances New Zealand’s national security through a common approach, coordinated investment decisions and effective resource prioritisation.

A maritime security sector that secures New Zealand’s significant maritime economic, cultural and environmental interests is better able to deter adversaries, reduce harm to New Zealand communities and exert effective kaitiakitanga (guardianship) of the sea.

THE NEW ZEALAND APPROACH

62. The sector will deliver against this vision by building an efficient and effective maritime security system based on a common approach. This approach envisages a maritime security that understands the maritime domain, engages effectively with partners, prevents threats and responds with the right mix of interventions.

63. This approach is based on four mutually reinforcing and overlapping pillars:

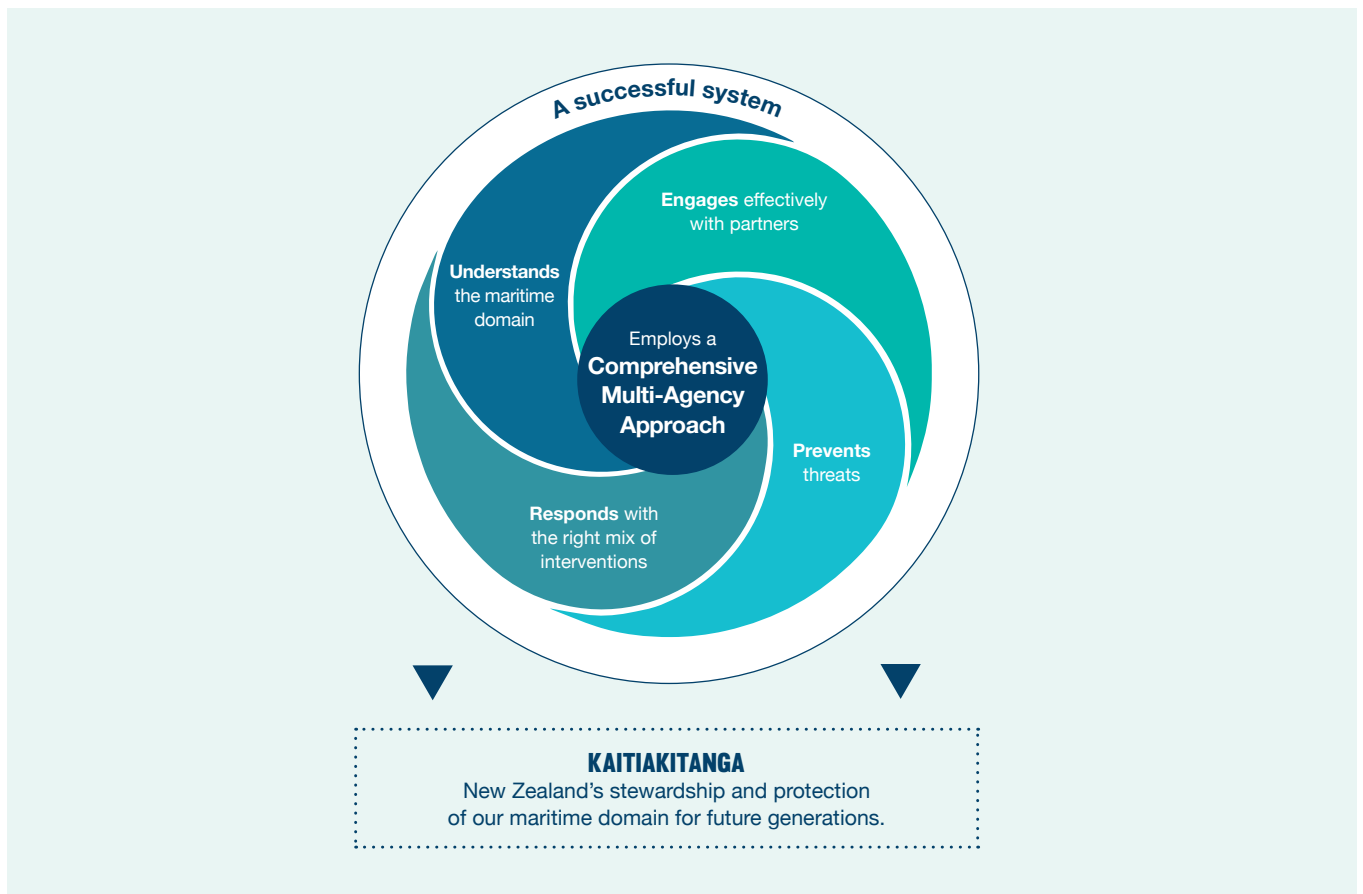
-  **Understand**
-  **Engage**
-  **Prevent**
-  **Respond**

64. These pillars are built upon two supporting principles:

- **The Comprehensive Multi-agency Approach**
- **Kaitiakitanga (guardianship)**

65. These four pillars and two principles provide the core of the Strategy. The approach guides how the sector and maritime security will prioritise operational activity and direct investment to deliver comprehensive and enduring guardianship of New Zealand's maritime interests.

FIGURE 3.
OUR APPROACH GUIDES HOW THE SECTOR DELIVERS GUARDIANSHIP OF NEW ZEALAND'S WATERS.



PILLAR ONE UNDERSTAND

66. The *Understand* pillar highlights the critical importance of being able to detect and monitor relevant maritime activity, coordinate, assess, analyse, and fuse relevant information and intelligence streams, and provide nationally focused maritime security assessment. This pillar also provides the information and understanding of evolving trends, and emerging capability gaps that inform decision-making on new capabilities.
67. Comprehensive understanding of our maritime security environment ensures that New Zealand agencies are well placed to prevent or respond to threats that could impact on New Zealand’s security, safety, economy or environment. The efficient and effective utilisation of maritime security capabilities depends on this base of comprehensive maritime security awareness.
68. New Zealand builds up the basis of this understanding by taking a layered approach to the collection of maritime security intelligence and information. The layers include:
- **Intelligence, diplomatic and information sharing linkages and relationships:** Information, research collaboration and intelligence sharing with domestic and international partners.
 - **Intelligence, surveillance and reconnaissance:** Persistent wide area maritime surveillance collection activity backed up by data fusion and analytic capabilities.
 - **Patrol activity:** The contributions to situational awareness made by regular maritime patrol and compliance activities.
 - **Coastal and shore-based surveillance, intelligence and community outreach:** A range of shore based systems and relationships provide additional maritime security situational awareness. Examples include border and port monitoring systems and processes and community outreach and engagement (for example the NZ Coast-Watch programme).
69. The maritime domain information is collated, fused and analysed to generate a shared understanding of the maritime domain and enable efficient and effective:
- Domestic and international engagement
 - Preventative activities; and
 - Response actions.
70. Fused and analysed maritime domain information provides the basis for longer term intelligence-based decision-making that informs future investment decisions and shapes strategic and operational planning activity.

KEY ENABLING CAPABILITIES UNDERSTAND

HORIZON SCANNING

- Dedicated ongoing information collection, risk analysis and strategic assessment of the maritime domain
- Strategic use of offshore networks and partnerships to share information and build understanding

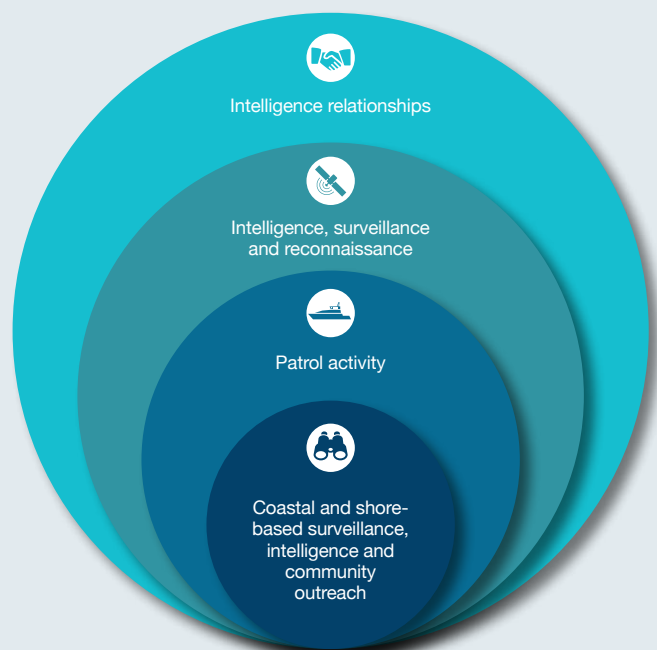
MARITIME DOMAIN AWARENESS

- Ability to target wide area surface surveillance based on risk
- Ability to detect and track surface objects that present potential risks to New Zealand Maritime Security Interests
- Generation of a classified and unclassified fused Common Operating Picture (COP)
- Joint-interagency intelligence fusion
- Multilateral intelligence links

MEASURING EFFECTIVENESS

- Ability to measure and understand the sector's impact on maritime security

FIGURE 4. NEW ZEALAND TAKES A LAYERED APPROACH TOWARDS BUILDING ITS UNDERSTANDING OF NEW ZEALAND'S MARITIME DOMAIN



PILLAR TWO ENGAGE



71. The *Engage* pillar ensures that New Zealand’s maritime security risk management actions are conducted with international and domestic diplomatic, law enforcement, military, private sector and community and Iwi support and cooperation. This cooperation supports efforts to take appropriate action before threats can impact on New Zealand.
72. This pillar also describes the activities we take to strengthen, protect and use the international rules that underpin maritime security and order. These rules and institutions deliver on a global scale and efficiently extend the reach of our actions.
73. New Zealand manages its maritime interests by engaging in a number of ways, including:
- Utilising New Zealand’s international footprint that incorporates diplomatic, military, economic, intelligence and law enforcement components
 - Key bilateral relationships, in particular Australia and Pacific Island countries.
 - New Zealand’s support for the international rule of law and international institutions that relate to maritime security issues – these include:
 - i. Participation in the UN system, the Antarctic Treaty system and other multilateral processes
 - ii. Direct contributions to the maintenance of the rules-based-order and mutual security
 - iii. Support and participation in the International Maritime Organisation, a key UN agency charged with adopting measures to enhance the safety and security of international shipping and prevent marine pollution from ships
 - iv. Carrying out and supporting guardianship of the marine environment on behalf of the international community.
 - Adherence to and promotion of international law related to maritime security.
 - Support to regional organisations, programmes and groups, for example:
 - i. Pacific Island Forum
 - ii. Forum Fisheries Agency
 - iii. South-West Pacific Heads of Maritime Forces
 - iv. Australian Pacific Maritime Security Program
 - v. Western and Central Pacific Fisheries Commission
 - vi. South Pacific Regional Fisheries Management Organisation
 - vii. The Pacific Trans-national Crime Coordination Centre initiative
 - viii. The Pacific Quadrilateral Arrangements.

Bringing in Broader Perspectives – Engaging with local, regional and international stakeholders

Engaging with a wide range of stakeholders is a key part of New Zealand’s approach to Maritime Security. The Maritime Security Symposium that was run by the Centre for Strategic Studies (Victoria University of Wellington) in Wellington in May 2018 is a recent example.

This event brought together a broad range of local, regional and international maritime security stakeholders from a diverse range of academic, professional and government backgrounds.



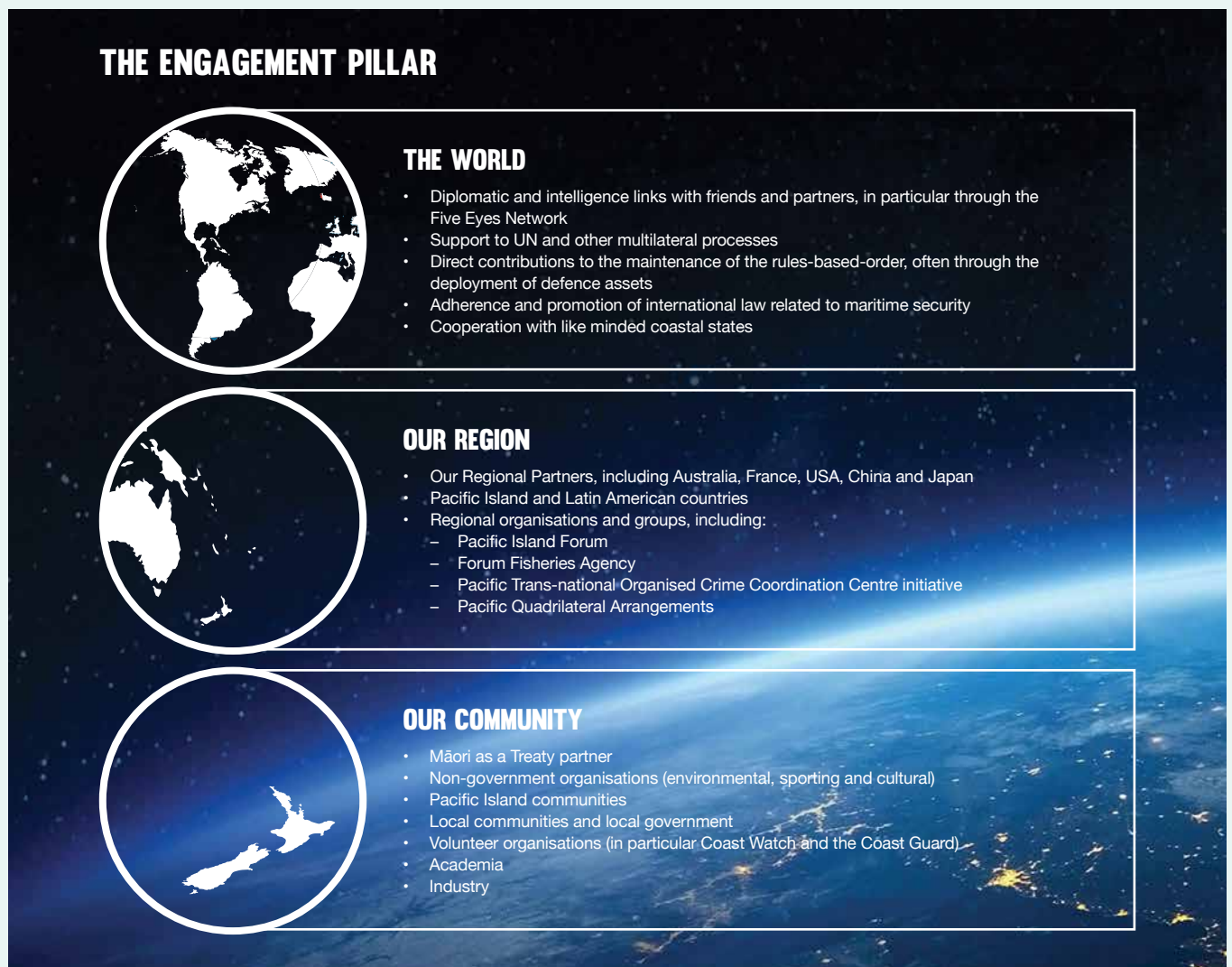
The symposium covered a range of maritime security issues, ranging from the challenges of climate change, New Zealand policy responses to maritime security challenges through to consideration of international maritime rules and norms.

74. Closer to home, the sector engages with a wide range of interested groups and parties to ensure it continues to understand the maritime domain and is able to leverage support from the wider community. These parties include:

- Māori as a Treaty partner
- Non-government organisations (environmental, sporting and cultural)
- Pacific Island communities
- Local communities and local government
- Volunteer organisations (in particular Coast Watch and the Coast Guard)
- Academia
- Industry.

75. The *Engage* pillar is a critical component of the New Zealand approach to maritime security as our security is reliant on strong domestic and international partnerships.

FIGURE 5. EFFECTIVE MANAGEMENT OF THE MARITIME DOMAIN INVOLVES ENGAGEMENT WITH A WIDE RANGE OF STAKEHOLDERS



KEY ENABLING CAPABILITIES – ENGAGE

SUPPORT FOR EFFECTIVE INTERNATIONAL MARITIME SECURITY RULES AND NORMS AND EFFECTIVE PARTNERSHIPS

- Sustained bilateral and multilateral engagement with a focus on:
 - Five Eyes Partners
 - Pacific Island Countries and Territories
 - France
 - North & South/South East Asia
 - Latin America
 - Antarctica and the Southern Ocean
 - Relevant International Regional Bodies
- Strategic communications planning and delivery

REGIONAL MARITIME SECURITY

- Ability to plan and manage ongoing regional maritime security operations in and with the support of partners and multi-lateral organisations
- Ability to plan and manage ongoing regional confidence building activities

Capacity building and international relationships – Pacific Vessel Registers and Maritime Sanctions Enforcement

New Zealand is working with Pacific Island countries to support a regional commitment to fully implement UN Security Council resolutions imposing maritime sanctions in relation to North Korean-linked vessels. This work is building the region's understanding of the management of shipping registers. This project built on this understanding and provided policy and legislative advice to regional authorities that will support more robust oversight over these registers. This work is valued by a number of countries coordinating DPRK sanctions enforcement efforts and also contributes to efforts to prevent and respond to maritime security threats.

PILLAR THREE PREVENT



76. **This pillar is focused on ensuring that New Zealand has the right people, processes, policies, systems and laws in place to prevent and mitigate harm from maritime security threats.**
77. Prevention activities aim to prevent threats from occurring by focusing efforts on a number of intervention points. These include dealing with root causes, enhancing regional maritime security, deterrence and target hardening.

ROOT CAUSES

78. New Zealand uses its relationships, security deployments and overseas development assistance to work with others to tackle the root causes of maritime security threats. These efforts can range from supporting refugee assistance and processing systems to reducing the attractiveness of irregular immigration, through to the promotion of alternative forms of economic activity to divert people from harmful activities (such as illegal fishing, drug trafficking and piracy).

ENHANCE REGIONAL MARITIME SECURITY

79. New Zealand undertakes a range of capacity building activities to enhance regional maritime security resilience. These activities include:
- Joint maritime security exercises and visits
 - Assistance with maritime policy and governance systems and processes, in particular encouraging Coastal, Port and Flag States to meet their obligations and responsibilities
 - Training and mentoring support for maritime security agencies in our region
 - The provision of direct support to enhance and enable maritime security activities from partner states
 - Support for joint operational and intelligence sharing activities to enhance the collective maritime security effort.
80. Due to the confluence of environmental and geopolitical challenges and our security, political and cultural interests in the South Pacific, the bulk of our regional security capacity development efforts will be focused on building the resilience of Pacific Island countries.

DETER THREATS

81. Deterrence has a big part to play in preventing maritime security threats. This is done by convincing potential threat actors that the costs of conducting actions that impact on New Zealand's maritime security interest outweigh benefits. New Zealand generates deterrence by demonstrating operational and regulatory credibility and resolve.
82. New Zealand demonstrates operational credibility primarily through its visible and sustained maritime patrol effort covering its EEZ and the High Seas (with a particular focus on the South Pacific). Presence is currently provided primarily through NZDF maritime surface and aerial patrol assets alongside the inshore surface patrol capabilities operated by NZ Customs and the NZ Police.
83. Presence only translates into meaningful deterrence if it comes with the imposition of significant costs for threat actors. The creation of a credible threat of the imposition of significant costs on malign actors occurs primarily through the demonstration of regulatory competence and resolve from law enforcement and maritime regulatory agencies. This ensures that patrol activity is backed up with the credible impact of effective sanctions that can impose financial or physical (through the loss of freedom) costs on those who profit from the activities that impact negatively on New Zealand's maritime security interests.

TARGET HARDEN

84. New Zealand's critical maritime systems, ports and vessels can prevent harm from occurring by improving their physical and electronic resilience against malicious action.
85. Physical security of ships visiting New Zealand and our international trading ports is managed through the provisions of the Maritime Security Act 2004 which implement the International Ship and Port Security Code.
86. Enhancing the resilience of port and ship electronic systems is just as, if not more, important than physical security given the marine economy's increasing reliance on automation and space-based systems.
87. Education and outreach is an important component of enhancing the resilience of marine infrastructure against physical and non-physical (cyber) security threats. Regulation and adherence to security standards also have important roles to play by reinforcing education and outreach efforts.

KEY ENABLING CAPABILITIES PREVENT

MARITIME SECURITY COOPERATION

- Proactive multilateral risk mitigation activity
- Sustained stakeholder engagement
- Sustained and valued regional presence

CAPACITY BUILDING

- Regional capacity development management and delivery

DETERRENCE

- Joint-interagency patrol planning (presence, awareness, education and deterrence)
- Inshore and offshore surface patrol capability
- Medium and long range aerial maritime patrol capability

Operational and Regulatory Competence – the Banning of a Deep Sea Fishing Company

In 2017 a joint NZDF and MPI operation boarded a pair of fishing vessels between New Zealand and Fiji as a part of New Zealand's regular patrol effort in our region.

The subsequent boarding, inspection and investigation demonstrated that the vessels had been illegally harvesting Bluefin Tuna.

Cooperative regulatory and enforcement action resulted in the company being fined \$825k over the misreported catch and subsequently banned from all deep-sea fishing by the Chinese authorities.

This example demonstrated New Zealand's operational and regulatory competence and contributed to efforts to deter illegal maritime activities.

PILLAR FOUR RESPOND

88. The **Respond** pillar reflects the need for the sector to be prepared to take action to mitigate threats, incidents and emerging issues efficiently, effectively and flexibly with the right tools across diverse maritime zones with sufficient authority to act.
89. A comprehensive approach to maritime security needs to incorporate a range of capabilities that provide New Zealand with the ability to respond in a targeted and timely manner. These include the ability to intercept non-compliant vessels at sea and, if necessary, board with multi-agency teams, disrupt with appropriate aerial assets and take swift diplomatic and law enforcement action.
90. **Respond** also incorporates the ability to utilise appropriate New Zealand agencies along with international partnerships to mitigate threats far from our shores.
91. The ability to take action at sea requires the ability to exert influence, access to the right tools and an appropriate authorising environment.

INFLUENCE

92. In many situations the best way to mitigate and respond to maritime security threats is alongside or through the actions of other actors (states, industry or non-government organisations).
93. New Zealand leverages its relationships (described in more detail in the **Engage** pillar) to encourage and support response and risk management activity from responsible agencies far from our territorial waters. These relationships extend our ability to respond to maritime threats and allow for early disruption efforts across our maritime area of interest.

THE RIGHT TOOLS

94. New Zealand's maritime domain demands flexible surface and aerial assets that are capable of delivering various effects across a diverse and challenging maritime environment that stretches from the Antarctic through to the tropics. The environmental challenges, various threats and scale of our domain means New Zealand maritime security response capabilities need to be:
- **Available** – Surface and aerial assets need to be available (and in sufficient numbers) to respond to short notice tasks and have sufficient endurance (range and time on station) to do what is needed.
 - **Efficient** – The right mix of response capabilities, given New Zealand's limited maritime security resources, demands the use of a mixed set of capabilities able to provide cost effective onshore, inshore and offshore intervention options.
 - **Robust** – Maritime security intervention assets need to be able to cope with the demanding marine environment and carry out enforcement action against a range of potential threats.
 - **Appropriate** – Maritime security assets need to be able to support law enforcement and regulatory outcomes. This means these assets need to support the collection of evidence that can be presented in court and operate within the framework provided by New Zealand and international law.
 - **Balanced** – When considering how to respond to a maritime security threat, agencies take into consideration the full range of available response options (diplomatic, onshore legal and regulatory action etc.). Effective responses to maritime threats will often not require direct on-the-water action from New Zealand agencies.

THE AUTHORISING ENVIRONMENT

95. The authorising environment is a critical component that underpins our ability to take action. Effective maritime security responses based upon the desire to disrupt threats far from our shores depend on the system having access to a range of lawful options (and relationships) that support efforts to mitigate such threats.
96. New Zealand maritime security agencies ensure operational responses are supported by a robust authorising environment that supports effective application of the range of relevant domestic and international maritime security laws, arrangements and agreements.

KEY ENABLING CAPABILITIES – RESPOND

INTERDICTION & RESPONSE

- Trained multi-agency response teams
- Responsive legal and diplomatic capabilities able to support New Zealand, bilateral, multilateral maritime security response action
- Surface patrol and interdiction capability able to cover New Zealand approaches, major ports and coastal areas
- Airborne patrol and surveillance capability able to cover New Zealand approaches and coastal areas

ENFORCEMENT

- Robust legislation, policy and procedures to enable appropriate enforcement action across our maritime domain

Robust Multi-National Response – the Interception of the *Elakha*

A long running Australian Federal Police investigation supported by New Zealand, American, Australian, Fijian, and French Polynesian agencies resulted in the seizure of more than 1.4 tonnes of cocaine.

In August 2014 New Zealand Customs Service passed intelligence, collected over a number of years, onto the Australian Federal Police about a conspiracy to import a large quantity of illicit drugs into Australia. This triggered the operation that culminated in the 2 February 2017 boarding of the *Elakha* by Australian authorities, acting under their *Maritime Powers Act 2018*, and the successful disruption of this venture.

The success of this operation relied on the ability of maritime security agencies to work with international partners and support robust response action on the High Seas.



The interception of the NZ-based *Elakha* in a joint operation resulted in the largest cocaine seizure in Australasian history.

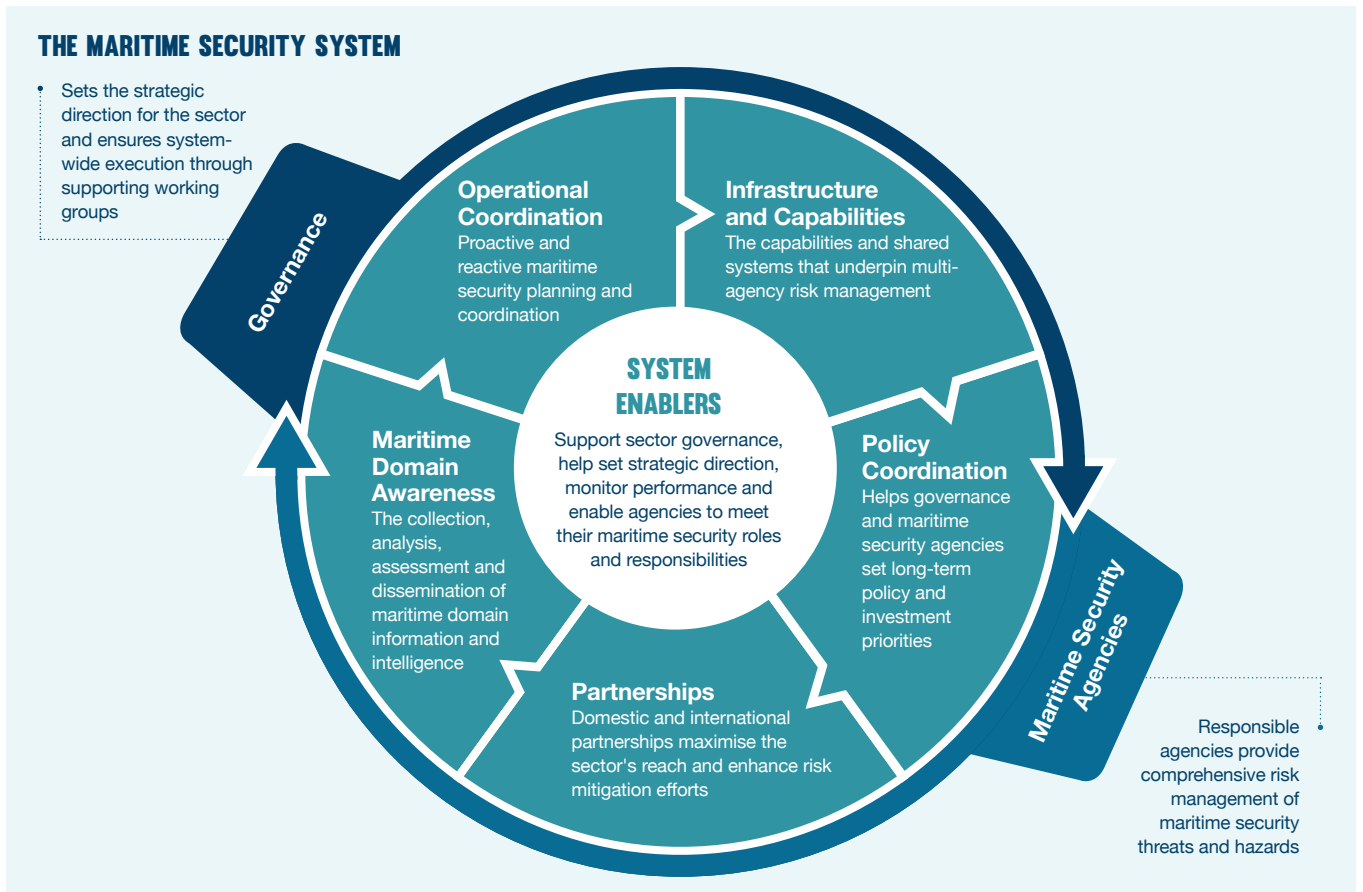
1 PRINCIPLE ONE THE COMPREHENSIVE MULTI-AGENCY APPROACH

- 97. No single agency owns maritime security or can manage their specific maritime threats without the support of other agencies and stakeholders such as the community and industry. Our ability to understand, engage with partners, and prevent and respond to maritime threats is built upon the foundation of a cohesive multi-agency approach that draws together and utilises the full range of national capabilities.
- 98. New Zealand, therefore, approaches maritime security as a whole-of-government activity. This is reflected in the way that the sector is governed through the Officials Committee for External Security Coordination (ODESC) System and the involvement of over twelve agencies in the Maritime Security Oversight Committee (MSOC). This approach is further underpinned by specific policy, intelligence and operational mechanisms that support longer term as well as day-to-day shared decision-making.

THE MARITIME SECURITY SYSTEM

- 99. Meeting the Strategy’s vision demands a maritime security system that operates with clear governance and operational accountabilities, prioritises activity through regular inter-agency planning processes and targets maritime security investment against a clear set of priorities.
- 100. New Zealand delivers maritime security through an all-of-government system that is driven by a joint governance model based on maritime security agencies executing the strategic direction set by the Maritime Security Oversight Committee and this Strategy. More detail on governance and maritime security agency responsibilities is included in the annexes.

FIGURE 6.
THE SUCCESS OF THE MULTI-AGENCY APPROACH RELIES ON EFFECTIVE MARITIME SECURITY SYSTEM ENABLERS.



2 PRINCIPLE TWO KAITIAKITANGA

101. The general construct for the management of maritime security risks was largely put in place by the 2001 Maritime Patrol Review and subsequent decisions (including the 2002 decision to establish the National Maritime Coordination Centre). The main components of the legacy construct are:

- The role of the NZDF as the primary provider of maritime security (civil and military) air and surface assets
- Responsibilities for the management of civil maritime security risks would primarily be the responsibility of relevant regulatory and law enforcement agencies (with the NZDF providing a supporting role)
- Patrol coordination and coherency is facilitated by the NMCC⁸

102. The updated approach aims to build on this sound base and mature the sector by fully supporting the key system enablers that connect and support operational agencies and tie multi-agency actions into strategic direction from the sector.

103. The efficient and effective functioning of this system depends on appropriately resourced maritime security enablers. These enablers support agency action, cross-agency collaboration and tie individual agency actions into the sector's strategic direction.

KEY ENABLING CAPABILITIES COMPREHENSIVE MULTI-AGENCY RESPONSE

SHARED DECISION MAKING

- Policy coordination mechanism (delivery and ownership of policy)
- Mechanisms that support multi-agency appropriations and common acquisition
- Clearly defined agency and sector accountabilities
- Multi-agency tasking and coordination systems and planning processes
- Governance arrangements and governance support mechanisms

SHARED NETWORKS

- Inter-agency restricted and classified collaboration platforms
- Compatible situational awareness, planning and tasking, and coordination systems

104. Kaitiakitanga is a powerful concept that focuses attention on resource management responsibilities, as opposed to ownership, and is concerned both with the sustainability of the marine environment and the utilisation of its resources.

105. This principle highlights that the New Zealand approach needs to be focused on achieving maritime security outcomes in a sustainable and enduring manner with all activities working towards supporting and enhancing our stewardship, protection and management of the maritime domain for future generations.



⁸ The NMCC was established as a result of a 2001 Cabinet Directive (Cab Min (01) 10/10, 2 April 2001) to meet the need identified in the Maritime Patrol Review for New Zealand "... to have a single, independent national Maritime Coordination Centre that combines information management and operational activities in respect of the civil security of New Zealand's maritime areas" (DPMC, [Maritime Patrol Review](#), February 2001)



PART THREE DELIVERING OUR APPROACH



IMPLEMENTATION PRIORITIES

- ^{106.} Our system, capabilities, policy and investment priorities will be focused on enhancing New Zealand’s ability to utilise all elements of national capability to understand the maritime domain, engage with partners, prevent threats and respond appropriately in order to deliver sustainable guardianship of the maritime domain.
- ^{107.} To achieve the Strategy’s vision the sector needs to deliver against three core implementation priorities:
- 1. Enabling the Comprehensive Multi-Agency Approach by:**
 - Assigning a lead maritime security policy agency
 - Establishing sufficient policy coordination, assessment, communications and campaign planning capacity and capability
 - Providing funding certainty for key enablers
 - 2. Establishing Sector Planning and Assessment Expectations**
 - 3. Allocating resources to support the Strategy’s investment priorities**
- ^{108.} Focusing effort on achieving these priorities will ensure that New Zealand continues to have a fit-for-purpose maritime security sector that:
- Builds on the success of our legacy arrangements
 - Has institutional and funding coherence
 - Is capable of providing direction and support for joint planning, operational and intelligence decision- making
 - Ensures that the linkages between responsible agencies and sector governance are strong, effective and well supported.

PRIORITY 1 ENABLE THE COMPREHENSIVE MULTI-AGENCY APPROACH

109. **The key area of immediate focus for the sector is to fully support and enable the comprehensive multi-agency approach by providing clarity on policy roles and responsibilities along with sufficient supporting policy and planning capability.**

ASSIGN A LEAD MARITIME SECURITY POLICY AGENCY

110. The ability to drive coordinated investment decisions and effective resource prioritisation rests on the establishment of a strong and well-supported sector “voice” that is able to provide a clear point of accountability and ensure that the full range of maritime security interests are incorporated into relevant policy, investment and operational decisions.
111. The Strategic Defence Policy Statement 2018 makes it clear that New Zealand will face a more challenging maritime security environment. This environment will demand effective ongoing maritime security policy coordination that can ensure the increased demands placed on our maritime security capabilities, both far from our shores and closer to home, are met by a coordinated, coherent and balanced policy response.
112. Establishing a sector “voice” requires the designation of a lead policy agency for the sector along with a lead Minister. This agency will need to be supported with sufficient policy capability to ensure it is able to meet its expanded responsibilities and provide effective backing to the responsible Minister.
113. Clarifying the policy responsibility for maritime security can and should be done without significant changes to the machinery of government or the establishment of a new agency.

FULLY SUPPORT THE FUNCTIONS THAT DRIVE THE COMPREHENSIVE MULTI-AGENCY APPROACH

114. The shared operational coordination aspects of the system were established in 2002 with the formation of the National Maritime Coordination Centre (NMCC). The operational coordination elements based on the NMCC have continued to mature, function well and provide the sector with limited patrol planning, operational support and situational awareness. These arrangements need to be reinforced to fully embed the comprehensive multi-agency approach. This is necessary to support the operating approach, achieve the vision and respond to the changed maritime security environment.

The additional elements needed to fully support the multi-agency approach are listed below:

- **Policy Coordination:** A dedicated policy capability able to support sector governance, coordinate enabling legislation and regulations, monitor performance, establish & manage investment priorities and support capability development.
- **Assessment:** Assessment resource able to provide ongoing strategic intelligence support to sector policy, planning and investment decisions and deliver regular, forward-looking and comprehensive national maritime security assessments.
- **Proactive Campaign Planning:** Sufficient resource able to regularly develop and support comprehensive multi-agency plans. These plans would focus on enhancing our ability to understand the domain, engage effectively with key stakeholders, proactively prevent threats and maintain appropriate levels of robust maritime security response capabilities.
- **Strategic Communications:** The ability to support domestic and international maritime security engagement, prevention and influence goals with effective and targeted messages.

PROVIDE FUNDING CERTAINTY FOR KEY SYSTEM ENABLERS

115. The core multi-agency enablers for the maritime security sector need to be fully supported by sustainable and transparent funding arrangements.
116. Elements of Maritime Domain Awareness and Operational Coordination are currently supported by the NMCC appropriation that is managed through Vote NZ Customs. This was established in 2002 alongside the establishment of the NMCC as a business unit hosted by NZ Customs. The level of funding is sufficient to support a limited set of operational coordination and information collation and dissemination functions.
117. More recently club funding arrangements were successfully put in place to establish some of the capability requirements identified as a part of a 2014 review of the NMCC led by Simon Murdoch.⁹ This added level of funding established limited intelligence (2 FTEs) and policy (1 FTE) capabilities for the sector. These funding arrangements continue in an ad-hoc fashion and need to be placed within a permanent vote.
118. Beyond the limited set of capabilities that are already in place, more broad-based funding arrangements will need to be established to fully round out the set of enablers for the maritime security system and fully support the comprehensive multi-agency approach.

The ability to drive coordinated investment decisions and effective resource prioritisation rests on the establishment of a strong well-supported sector “voice” that is able to provide a clear point of accountability and ensure that the full range of maritime security interests are incorporated into relevant policy, investment and operational decisions

PRIORITY 2 ESTABLISH SECTOR PLANNING AND ASSESSMENT EXPECTATIONS

119. **Maritime security governance, to be effective, has to maintain a strategic focus, coordinate actions of agencies in a cost effective and accountable way, and respond to emerging challenges and opportunities. To achieve this the system needs to be supported by an intelligence-led planning and reporting cycle that is built on regular (annual) assessment, planning and performance monitoring documents and processes.**
120. These plans, assessments and associated processes will drive the MSOC agenda and provide the focus for the committee’s working group, the Joint Maritime Advisory Group (JMAG).
121. The core elements that form the basis of the sector’s planning and assessment expectations include:
 - Annual National Maritime Security Assessment – this needs to be a comprehensive multi-agency product that captures current issues, identifies emerging threats and opportunities and supports policy, investment and operating planning activities.
 - Annual National Maritime Security Prevention and Response Campaign Plan – The development and regular refresh of a multi-agency maritime security campaign plan that:
 - i. Leverages, harmonises and utilises all elements of national power in line with the operating approach to prevent threats and ensure New Zealand’s ability to respond appropriately when required; and
 - ii. Sets clear expectations for the utilisation of maritime security assets and capabilities.

⁹ Murdoch, S., *NMCC Operational Effectiveness Review*, Produced for the Maritime Security Oversight Committee, October 2014.

PRIORITY 3 DIRECT SECTOR INVESTMENT TO PEOPLE, SYSTEMS AND TOOLS

122. **Maritime security investment must be directed to support the operating approach. Achieving this demands a focus on ensuring that the sector has the right people to drive the all-of-government approach and support maritime security agencies, is equipped with appropriate systems to support these people, and has the right mix of maritime security capabilities:**
1. **People:** Invest in the people needed to drive national assessment, policy coordination, strategic planning, investment and performance monitoring for the sector.
 2. **Systems:** Networked systems able to support collaborative planning and intervention activities based on a shared understanding of the maritime security environment.
 3. **Tools:** Broaden the range of complementary maritime security surveillance and intervention capabilities.
123. Guidance on investment in people, systems and tools is contained in the more detailed set of enabling capability requirements that have been included under each of the four pillars and the Comprehensive Multi-Agency Approach principle. These capability requirements have been reviewed and tested by the sector and set out the core 'means' required to enable the strategic 'ways' of our approach.
124. The Strategic Defence Policy Statement 2018 frames investment in maritime domain awareness and response as one of its top three capability priorities. The Statement highlights that for New Zealand to meet its maritime security requirements, a layered approach for identifying potential threats targeting interventions needs to be followed (this guidance is reflected in the Understand pillar). It highlights that this layered approach will need a focus on multi-agency investment in more than just 'tools' and requires a focus on infrastructure, data processing and analytical capabilities.¹⁰
125. These investment priorities reflect the Defence Statement and provide the starting point for maritime security agencies when they consider future investments in maritime security capabilities.

PEOPLE

126. The ability of the maritime security system to understand the maritime environment, engage with domestic and international partners, and develop and implement proactive approaches that can minimise and prevent maritime security threats relies on sufficient people capacity and capability.
127. Investing in people is the critical first step in fully enabling the Strategy's vision and approach.

Enhanced Maritime Awareness Capability

The investment in capability to complement the fleet of four P-8A Poseidon maritime patrol aircraft approved by Cabinet on 2 July 2018 is an example of an investment decision that will be informed by this Strategy. This investment is focused on ensuring that New Zealand has the right combination of maritime security surveillance assets to deliver best value for money to complement the P-8As on civilian tasks.

Cabinet has agreed to bring forward the investment in complementary air surveillance capability to ensure that delivery coincides with the arrival of the P-8As in 2023.

SYSTEMS

128. To work efficiently and effectively as a sector, all elements need to work from a single point of truth (a "common operating picture"). Establishing this single point of truth requires investment in networks and systems able to share classified and unclassified information in a timely manner.
129. Increasing the ability of the sector to understand the maritime environment by collecting more maritime security information (from partners and surveillance platforms) will not be effective without sufficient investment in systems capable of collating and analysing this information.

TOOLS

130. An efficient and effective maritime security system needs to be able to access the right mix of maritime surveillance and patrol capabilities.
131. The maritime security sector needs to take advantage of advances in space-based surveillance systems, data analytics and automation to provide the persistent surveillance and reconnaissance layer that the *Understand* pillar requires.
132. Improved situational awareness needs to be backed up with suitable and sufficient maritime patrol assets and supporting capabilities that can deter and disrupt adversaries and support law enforcement action. The *Respond* pillar highlights that New Zealand needs access to maritime patrol capabilities that are available, efficient, robust, and appropriate. Achieving this optimal mix of capabilities relies on the sector being supported by an effective assessment and policy coordination function that can help drive consensus on investment in appropriate maritime security capabilities.

¹⁰ [The Strategic Defence Policy Statement 2018](#), NZ Government, p. 38.

MEASURING SUCCESS

- ^{133.} Successful implementation of the Strategy will result in a maritime security sector that is more effective and efficient and better able to secure our national interests, minimise harm to the community and deter adversaries.
- ^{134.} Success will be measured against the attainment of a range of key performance indicators attached as an annex to the Strategy. These indicators are organised around the four pillars that make up the operating approach. MSOC, with support from JMAG, will be responsible for monitoring progress against these measures.

FUTURE DIRECTION

- ^{135.} The current level of maritime security threat demands an evolution of our maritime security arrangements. This evolution needs to focus on fully enabling the operating approach through the establishment of a focused, fit-for-purpose policy, planning and assessment capability.
- ^{136.} Investing in New Zealand’s intellectual and maritime situational awareness capabilities creates the best hedge against an increasingly complex and demanding maritime security environment. This will ensure that New Zealand is well placed to respond robustly as new threats emerge and direct sector wide investment on high priority future maritime security capabilities.
- ^{137.} Continuing to focus investment on the system’s situational awareness and decision-making capabilities (the organisational “brain”) means that New Zealand can be a ‘fast follower’ able to stand up new capabilities in sufficient time to avoid strategic shocks and negative impacts on our maritime security interests.

Investing in New Zealand’s intellectual and maritime situational awareness capabilities creates the best hedge against an increasingly complex and demanding maritime security environment.

GLOSSARY

ANTARCTIC TREATY SYSTEM

Refers to the 1959 Antarctic Treaty, its associated agreements (including the Convention for the Conservation of Antarctic Marine Living Resources) and the measures in effect under the Treaty and these agreements. The Antarctic Treaty stipulates that Antarctica shall only be used exclusively for peaceful purposes and prohibits activities of a military nature.

AUSTRALIAN PACIFIC MARITIME SECURITY PROGRAM

An Australian led programme that builds on the pre-existing Pacific Patrol Boat Program, under which 22 patrol boats were gifted to 12 Pacific Island countries between 1987 and 1999. The Program includes expanded regional aerial surveillance, capacity building to regional coordination centres including the Forum Fisheries Agency, and a replacement programme for the Pacific Patrol Boats.

ASSOCIATION OF SOUTHEAST ASIAN NATIONS REGIONAL FORUM

The Forum focuses on fostering constructive dialogue and consultation on security issues of common interest and concern. New Zealand is a member.

CAPABILITY

The combination of people, training, equipment, processes, logistics and infrastructure that enables an organisation to perform its roles.

COASTGUARD NEW ZEALAND

A charity that provides a key part of New Zealand's search and rescue system focused on saving lives at sea.

COASTAL STATE

All states that are not landlocked and have an ocean coast with adjacent maritime zones.

COAST WATCH NEW ZEALAND

A New Zealand Customs initiative focused on enabling the New Zealand public to contribute to border security by reporting suspicious activity through a dedicated 24 hour hotline.

CONVENTION FOR THE CONSERVATION OF ANTARCTIC MARINE LIVING RESOURCES (CCAMLR)

Part of the Antarctic Treaty system, this agreement's objective is the conservation of Antarctic marine living resources (finfish, molluscs, crustaceans and all other species of living organisms including birds) in the area covered by the convention (i.e. south of 60 degrees south and between that latitude and the Antarctic Convergence that forms part of the Antarctic marine ecosystem). Whales and seals are covered by separate specific conventions.

ENVIRONMENT

Includes – ecosystems and their constituent parts, including people and communities; and all natural and physical resources; and amenity values.

DETERRENCE

An activity that generates a credible threat of negative outcomes that outweigh the assessed benefits.

FIVE EYES

This refers to a range of supporting arrangements operated by Australia, Canada, the United Kingdom, the United States and New Zealand including maritime domain awareness, border security and law enforcement.

INTERDICT

Intercept and prevent the movement of a prohibited commodity or person.

MARITIME DOMAIN

All areas and things, of under, relating to, or bordering on a sea or ocean including all maritime-related activities, infrastructure, people, cargo ships and other conveyances.

MARITIME ESTATE

The cultural, ecological and economic capital contained within the maritime domain.

MARITIME DOMAIN

All areas and things of, under, relating to, or bordering on a sea or ocean. Includes all maritime-related activities, infrastructure, cargo ships, and other conveyances.

MARITIME SECURITY ASSET

An aerial or surface capability that can deliver an operational effect at sea.

MONITORING

The positive location, identification, tracking and inspection of entities/activities of interest.

NZ SHIP

A ship that is registered under the Ship Registration Act 1992; and includes a ship that is not registered under the Act but is required or entitled to be registered under that Act.

PORT

An area of and land and water intended or designed to be used either wholly or partly for the berthing, departure, movement, and servicing of ships.

THE PACIFIC COMMUNITY (SPC)

The Pacific Community is the principal scientific and technical organisation in the Pacific region. It is an international development organisation owned and governed by its 26 country and territory members.

PACIFIC TRANS-NATIONAL CRIME COORDINATION CENTRE

A Pacific Islands Chiefs of Police initiative based in Apia, Samoa. This centre provides a central coordinating point for managing, enhancing and disseminating law enforcement intelligence products produced by the centre, participating countries (including NZ) and other international law enforcement partners.

PACIFIC QUADRILATERAL DEFENCE COORDINATION GROUP (PACIFIC QUADS)

QUADs brings together defence and security agencies from Australia, New Zealand, France and the United States to exchange information regarding defence assistance in the South Pacific and coordinate respective maritime security activities in the region.

REALM OF NEW ZEALAND

Comprises New Zealand, the Cook Islands and Niue (self-governing states in free association with New Zealand), Tokelau and the Ross Dependency.

SEARCH AND RESCUE REGION

That part of the world in which a party has responsibility for coordinating search and rescue of persons in distress in accordance with the International Convention on Maritime Search and Rescue.

SOUTHERN OCEAN

The southernmost of the world's oceans, that encircles Antarctica.

SOUTH PACIFIC

The Pacific Ocean and the Island States that extends from the Equator to the Antarctic Circle.

SOUTH PACIFIC REGIONAL FISHERIES MANAGEMENT ORGANISATION (SPRFMO)

An intergovernmental organisation established by the Convention on the Conservation and Management of High Seas Fishery Resources in the South Pacific Ocean. SPRFMO is headquartered in Wellington and is focused on the long-term conservation and sustainable management of non-highly migratory species in the high seas of the South Pacific Ocean and safeguarding the marine ecosystems in which the resources occur.

THE PACIFIC ISLANDS FORUM FISHERIES AGENCY (FFA)

This organisation provides expert fisheries management and development advice and services to its member countries to assist with the sustainable management and protection of fish stocks within their EEZs, and their participation in regional decision-making on tuna management through agencies such as the Western and Central Pacific Fisheries Commission.

SOUTH-WEST PACIFIC HEADS OF MARITIME FORCES

An annual meeting that aims to increase cooperation and the ability to work together, as well as to increase trust and confidence between the heads of the member navies and maritime law enforcement agencies, by providing a framework to enable the discussion of maritime issues of mutual interest.

SURVEILLANCE

The detection of all entities/activities within a defined area of interest enabling the identification of legitimate entities and the confirmation of known trends/activities within the area.

UNCLOS

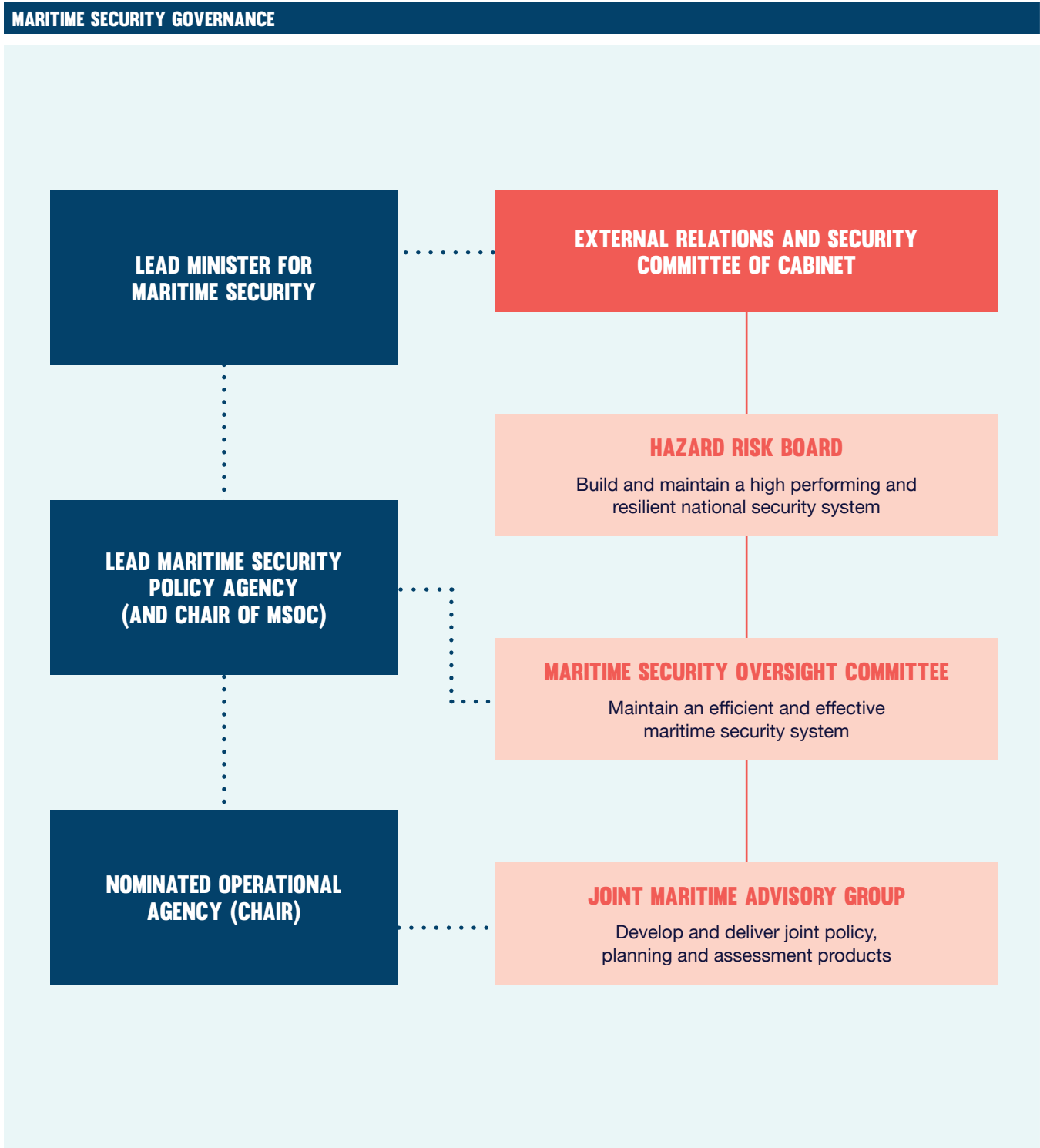
The United Nations Convention on the Law of the Sea sets out a comprehensive legal framework for all activities in the ocean and is often referred to as "the constitution for the ocean". UNCLOS defines the rights and responsibilities of states in different maritime areas, including in respect of protection of the marine environment and the conservation and sustainable use of marine natural resources. It resulted from the third United Nations Conference on the Law of the Sea (UNCLOS III), which took place between 1973 and 1982.

WESTERN AND CENTRAL PACIFIC FISHERIES COMMISSION (WCPFC)

An intergovernmental organisation established by the Convention on the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean. The Commission aims to ensure, through effective management, the long-term conservation and sustainable use of highly migratory fish stocks in the Western and Central Pacific Ocean.

ANNEX

MARITIME SECURITY GOVERNANCE



MSOC MEMBERSHIP	JMAG
<ul style="list-style-type: none"> • Ministry of Transport (MoT) • Maritime New Zealand (MNZ) • Department of the Prime Minister and Cabinet (DPMC) • Ministry of Business, Innovation and Employment (MBIE) • Ministry of Defence (MoD) • Ministry of Foreign Affairs and Trade (MFAT) • New Zealand Customs Service (NZCS) • New Zealand Defence Force (NZDF) • New Zealand Police (Police) • Ministry for Primary Industries (MPI) • Department of Conservation (DOC) 	<ul style="list-style-type: none"> • Maritime New Zealand (MNZ) • Department of the Prime Minister and Cabinet (DPMC) • Ministry of Business, Innovation and Employment (MBIE) • Ministry of Defence (MoD) • Ministry of Foreign Affairs and Trade (MFAT) • Ministry of Transport (MoT) • New Zealand Customs Service (NZCS) • New Zealand Defence Force (NZDF) • New Zealand Police (Police) • Department of Conservation (Doc) • Environmental Protection Agency (EPA) • Ministry for Primary Industries (MPI) • National Maritime Coordination Centre (NMCC) • GEOINT New Zealand (GNZ)
EX OFFICIO	SUPPORTING GROUPS
<ul style="list-style-type: none"> • New Zealand Security Intelligence Service (NZSIS) • Government Communications Security Bureau (GCSB) • GEOINT New Zealand (GNZ) • National Maritime Coordination Centre (NMCC) 	<ul style="list-style-type: none"> • Maritime Domain Awareness Working Group • Joint Inter-agency Planning Group
DESCRIPTION	DESCRIPTION
<p>Provides oversight of a maritime security system that understands the maritime domain, engages effectively with partners, prevents threats and responds with the right mix of interventions.</p>	<p>A working group that drives the development and delivery of the policy, planning and assessment products that underpin the comprehensive all-of-government approach.</p>



New Zealand Government
Te Kāwanatanga o Aotearoa

VISIT WWW.MARITIMENZ.GOV.T.NZ TO FIND OUT MORE.