MINISTRY OF TRANSPORT
TE MANATŪ WAKA

OC240851

14 August 2024

[redacted]

Tēnā koe [redacted]

I refer to your email dated 22 July 2024, requesting the following under the Official Information Act 1982 (the Act):

> *"a copy of this document under the OIA including drafts, appendices and attachments.*
>
> *2 Luxon, cc Brown, Doocey, Christine Stevenson OC240394 5/06/2024 Maritime Security Core Issue Brief to Minister National Security and Intelligence"*

I am releasing both documents to you with some information withheld.

The document schedule at Annex 1 outlines how the documents you requested have been treated under the Act. Certain information is withheld or refused under the following sections of the Act:

6(a)	as release would be likely to prejudice the security or defence of New Zealand or the international relations of the New Zealand Government
9(2)(a)	to protect the privacy of natural persons
9(2)(f)(iv)	to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials
9(2)(i)	to enable a Minister of the Crown or any public service agency or organisation holding the information to carry out, without prejudice or disadvantage, commercial activities

With regard to the information that has been withheld under section 9 of the Act, I am satisfied that the reasons for withholding the information at this time are not outweighed by public interest considerations that would make it desirable to make the information available.

You have the right to seek an investigation and review of this response by the Ombudsman, in accordance with section 28(3) of the Act. The relevant details can be found on the Ombudsman's website **www.ombudsman.parliament.nz**

The Ministry publishes our Official Information Act responses and the information contained in our reply to you may be published on the Ministry website. Before publishing we will remove any personal or identifiable information.

Nāku noa, nā

Hilary Penman
Manager, Accountability and Correspondence

Doc #	Date	Title Of Document	Proposed decision on request
1	30/04/2024	Draft - Maritime Security Core Issue Brief to Minister National Security and Intelligence	Release with some information withheld under Sections 6(a) and 9(2)(f)(iv).
2	5/06/2024	OC240394 - Maritime Security Core Issue Brief to Minister National Security and Intelligence	Release with some information withheld under Sections 6(a), 9(2)(a), 9(2)(f)(iv) and 9(2)(i).

Te Kāwanatanga o Aotearoa
New Zealand Government

MARITIME SECURITY CORE ISSUE BRIEF TO MINISTER NATIONAL SECURITY AND INTELLIGENCE

Purpose

1 Brief you on the key sector priorities under the Maritime Security core issue.

Key Points

- The Maritime Security Strategy, which has recently been refreshed, adopts a layered investment approach focused on People, Systems, and Tools.
- s 6(a) [redacted]
- Budget 24 has funded the Data Fusion System, which is the sector's System investment priority. This system will address a longstanding lack of effective Maritime Domain Awareness that has limited our ability to detect maritime threats.
- The sector's focus is now on Tools investments. s 9(2)(f)(iv) [redacted]
- s 9(2)(f)(iv) [redacted]
- Beyond investments and legislative priorities, the sector is innovating at speed to overcome capability gaps.

Commented [JB1]: Will update following B24 decisions.

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Background

2 The Maritime Security Strategy (the Strategy) was developed in 2019 in response to growing maritime security threats. It articulates how New Zealand delivers maritime security for our nation. This requires that the right people, capabilities, processes, policies, systems, and laws are in place to prevent and reduce harm from threats.

We have refreshed the Maritime Security Strategy

3 The sector has refreshed the Strategy to align with the National Security Strategy's approach, whilst retaining its priorities for investment. The refreshed Strategy allows the sector to deliver a common strategic approach, coordinated investment and effective resource prioritisation to deliver a whole greater than the sum of its parts.

4 The Strategy retains single agency responsibilities for specific aspects of maritime security (e.g., the New Zealand Customs Service (NZCS) retains responsibility for stopping the entry of prohibited imports such as narcotics) with the Maritime Security Oversight Committee (MSOC) overseeing maritime security in New Zealand and ensuring the system is convened and working effectively together.

s 6(a)

6 To support accountability, efforts to measure the Strategy's implementation are currently focused on developing a measurement regime. s 6(a)

7 The Strategy also identified three investments. The **People** investment was funded by Budget 23, meaning we now have a three-person secretariat[2] based at the Ministry of Transport and a ten-person[3] National Maritime Coordination Centre (NMCC)[4] based at Headquarters Joint Forces New Zealand in Trentham. The sector's focus for 2024-2029 is on **Systems** and **Tools** investments.

Systems investment

8 The successful Budget 24 bid for the Data Fusion System project (DFS) will address a critical weakness in New Zealand's maritime domain awareness (MDA) through the

Commented [JB2]: Subject to B24 success will delete/reframe in past tense "Budget 24 has funded the DFS..."

s 6(a)

[2] Provides the National Strategic Coordinator, governance support, implementation of the Strategy and policy development.
[3] Plus a further two FTE funded through Budget 2023.
[4] Responsible for provision of All-of-Government Maritime Domain Awareness and coordination of capabilities.

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adoption of Starboard Maritime Intelligence. This system was created for the New Zealand context, harnessing machine learning and artificial intelligence to compensate for limited numbers of people.

9 At the same time, agencies are adopting the EU-created Indo Pacific Regional Information Sharing (IORIS) system which will give us secure communications with adjoining Pacific, as well as ASEAN, maritime jurisdictions. This will help improve information sharing, particularly against transnational criminality.

Commented [JB3]: Placeholder subject to MSOC approval. See separate communication.

Tools investment

10 The sector's Tool's investment focuses on surveillance and response capabilities required to recover effective governance for our extensive maritime area, and to bolster our role in our region's maritime security.

11 s 6(a) [redacted]

12 s 9(2)(f)(iv) [redacted]

13 [redacted]

The sector has other actions underway to overcome capability gaps

The sector is attempting to harness technology and innovation

14 The sector is innovating at speed, including the adoption of technology to overcome our limited People resourcing. Examples of the sector's approach are at Annex C.

The sector has policy and legislative reform underway

15 As part the Strategy's call to "ensure the right policies, systems, and laws are in place", the sector is working to fill policy and legislation gaps. Specifically:

16 *Radio frequency review*: Radio frequency (RF) is a particularly useful technology for New Zealand's context because it is cheap and ubiquitously used by mariners. s 9(2)(f)(iv) [redacted]

s 9(2)(f)(iv) [redacted]

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17 s 9(2)(f)(iv) [redacted] he Ministry of Transport is seeking to address this through its Maritime Review.

18 s 6(a) [redacted] A key principle of this work has been developing information that minimises the compliance burden and avoids discouraging innovation and activity that is in New Zealand's interests.

The sector is working together

19 Due to the breadth of key threats, risks, and issues affecting maritime security there is overlap with all national security core issues, but particularly with TNOC, Border Security, and Pacific Resilience and Security. Because of this significant overlap, the TNOC, Border Executive Board and MSOC Secretariats meet monthly to deconflict and co-operate on work streams, while the Pacific National Security & Intelligence Coordinator sits on the Pacific Maritime Security Working Group.

Engaging with overseas partners

20 With maritime threats emanating beyond New Zealand's borders, engaging with maritime security partners is a critical part of the Strategy. Whilst the main focus of our engagement remains the Five Eyes because of our access to their intelligence feeds, advice and capabilities, engagement with the Pacific is rapidly becoming an area of focus. This cooperation supports efforts to take appropriate action before threats can impact on New Zealand.

Engaging with New Zealanders

21 To support the National Security Strategy's priority Working Together, which recognises the importance of the public contributing to national security, the sector also engages with the New Zealand public. This is done through single-agency engagement programmes and sector-wide activity. That activity includes the publication of the Guide to New Zealand's Maritime Security Arrangements[7] this year, and the triennial Maritime Security Symposium (13 June).

s 9(2)(f)(iv) [redacted]

[7] Available here: https://www.transport.govt.nz/assets/Uploads/Guide-to-NZ-Maritime-Security-Arrangements.pdf

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s 6(a)

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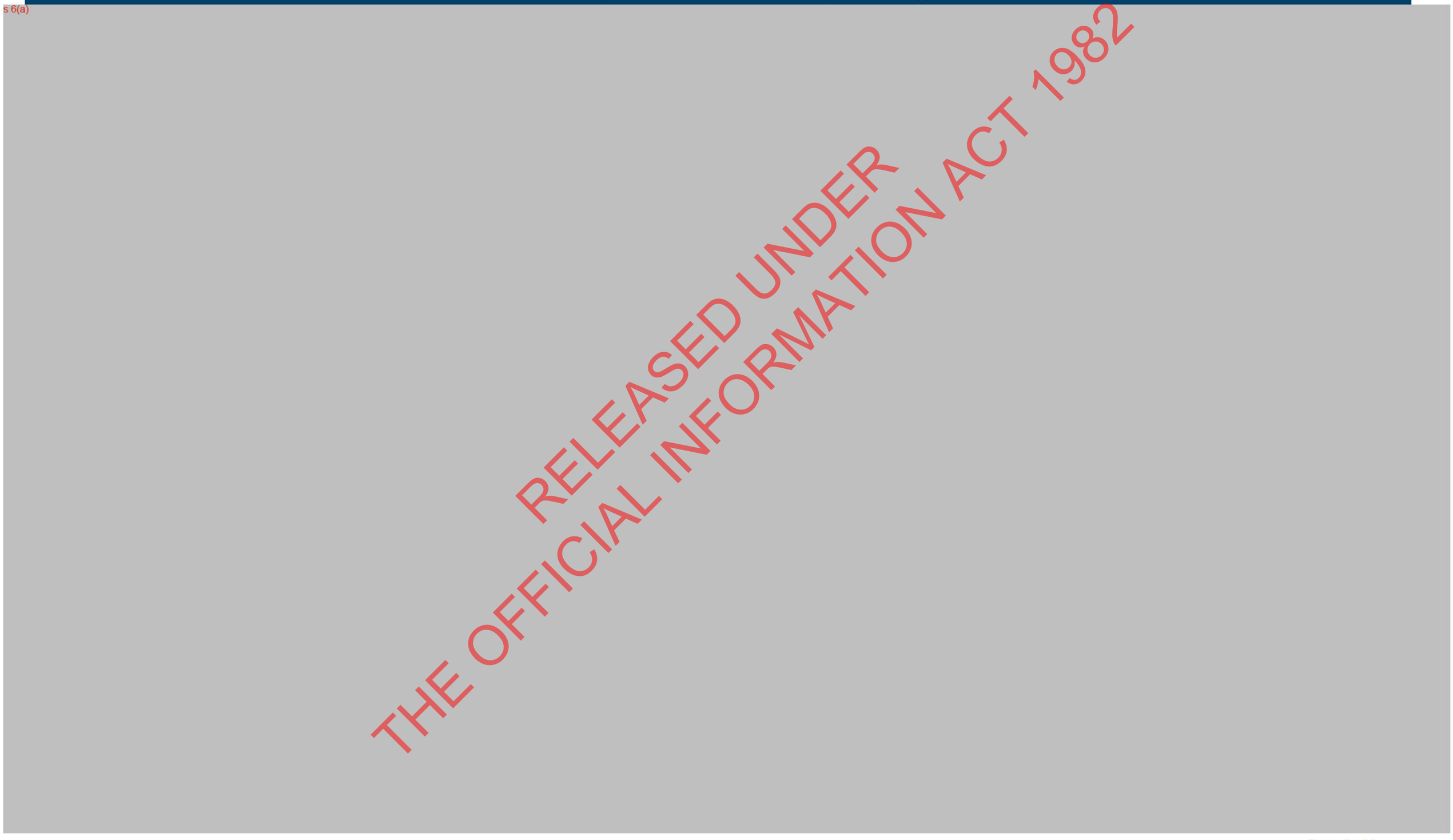
ANNEX B: Measuring the Maritime Security Strategy

Measuring the Maritime Security Strategy

s 6(a)



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Annex C: Examples of Maritime Sector Innovation and Technology

s 6(a)

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Document 2

TE MANATŪ WAKA
MINISTRY OF TRANSPORT

28 May 2024

Rt Hon Christopher Luxon

Minister for National Security and Intelligence

cc Hon Simeon Brown

Minister of Transport

Hon Matt Doocey

Associate Minister of Transport

Christine Stevenson

Chief Executive and Comptroller, New Zealand Customs Service

MARITIME SECURITY CORE ISSUE BRIEF TO MINISTER NATIONAL SECURITY AND INTELLIGENCE

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Purpose

Brief you on the key sector priorities under the Maritime Security core issue.

Key Points

- The Maritime Security Strategy sets expectations for a sector that works together to counter growing challenges.
- s 6(a) [redacted]
- The sector is proposing legislative and policy reforms to support maritime security agencies' ability to manage these threats.
- Budget 24 has funded the sector's System investment priority addressing a longstanding capability gap in the detection of maritime threats.
- The sector's focus is now shifting to its Tools investment (surveillance and response capabilities), including innovating at speed with partners to overcome capability gaps.

Recommendations

We recommend you:

1 s 9(2)(f)(iv) [redacted] Yes / No

2 **note** that the sector is making a case for legislative reform to help close capability gaps.

Audrey Sonerson
Secretary for Transport and Chair Maritime Security Oversight Committee
28 / 05 / 2024

Rt Hon Christopher Luxon
Minister for National Security and Intelligence
..... / ..... / .....

Minister's office to complete:

☐ Approved ☐ Declined

☐ Seen by Minister ☐ Not seen by Minister

☐ Overtaken by events

Comments

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Contacts

Name	Telephone	First contact
Audrey Sonerson, Secretary for Transport and Chair Maritime Security Oversight Committee	s 9(2)(a) [redacted]	✓
Gavin Birrell, National Strategic Coordinator for Maritime Security		
Josh Bullivant, Policy Lead Maritime Security		

Background

1 New Zealand is an island nation, and the sea is important culturally to New Zealanders, holding a central place in the history of our arrival here, our way of life and sense of identity. As a trading nation with a significant maritime economy, New Zealand is reliant on the connectivity the sea provides; with 99 percent of our freight carried by sea and 99 percent of our international internet traffic travelling by cable, our prosperity depends on effective maritime security. Our maritime area covers 1/12th of the globe's surface (depicted in Annex A), making this a significant challenge.

2 The Maritime Security Strategy (the Strategy; see summary in Annex B) was developed in 2019 in response to that challenge. It articulates how New Zealand delivers maritime security through the right people, capabilities, processes, policies, systems, and laws to prevent and reduce harm from threats. The Maritime Security Oversight Committee (the Committee) is responsible for implementing the Strategy and ensuring the system is convened and working effectively together.

We have refreshed the Strategy

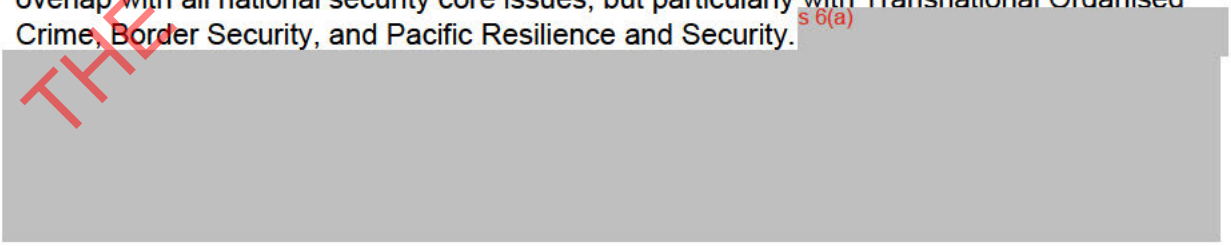
3 The Committee has recently refreshed the Strategy in-house to align with the new National Security Strategy. It aims to deliver a common approach, coordinated investment and effective resource prioritisation to deliver a whole greater than the sum of its parts. The International Maritime Organisation has adopted the Strategy as a global exemplar for whole-of-government maritime security.

s 6(a)

The sector works across the national security system

5 Due to the breadth of key threats, risks, and issues affecting maritime security, there is overlap with all national security core issues, but particularly with Transnational Organised Crime, Border Security, and Pacific Resilience and Security.

s 6(a)



The sector has policy and legislative reform underway

6 To deliver the Strategy's *right policies, systems, and laws*, the sector is working to fill policy and legislation gaps. Specifically:

s 6(a)

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6.1 *Radio frequency review*: Radio frequency (RF) is a particularly useful technology for surveillance because it is inexpensive and commonly used by mariners. s 9(2)(f)(iv) [redacted]

6.2 *Maritime review:* The Ministry of Transport and Maritime New Zealand are working together to improve maritime legislation by seeking approval from the Associate Minister of Transport to undertake targeted amendments to the Maritime Transport and Maritime Security Acts. Approval to undertake the amendments would improve our ability to deliver security outcomes. s 9(2)(f)(iv) [redacted] Amending legislation will allow us to be more efficient and cost effective in meeting our search and rescue obligations for these vessels, as well as providing benefits for the wider regulatory system including border security.

Engaging with overseas partners

7 With maritime threats emanating beyond New Zealand's borders, engaging with maritime security partners is critical to the Strategy. Whilst the focus of our engagement remains the Five Eyes because of our access to their intelligence feeds, advice and capabilities, engagement with the Pacific is rapidly becoming an area of focus. This cooperation supports efforts to take appropriate action before threats can impact New Zealand.

Engaging with New Zealanders

8 To support the National Security Strategy's priority *Working Together*, which recognises the importance of the public contributing to national security, the sector engages with the New Zealand public. This occurs through single-agency engagement programmes and sector-wide activity. That activity includes the publication of the Guide to New Zealand's Maritime Security Arrangements[4] this year, and the triennial Maritime Security Symposium (13 June).

Measuring Strategy Implementation

9 To support accountability, we are measuring the Strategy's implementation, as depicted at Annex D. s 6(a) [redacted] s 6(a) [redacted]

The Maritime Security Strategy in action

10 The Strategy identified three investments. The **People** investment was funded by Budget 23, so we now have a three-person secretariat[5] based at the Ministry of Transport and a ten-person[6] National Maritime Coordination Centre[7] based at Headquarters Joint Forces New Zealand in Trentham.

11 Budget 24 funded the **Systems** investment to improve our maritime domain awareness through Starboard, a world-leading application. Created for the New Zealand context with

s 6(a) [redacted]

[4] Available here: https://www.transport.govt.nz/assets/Uploads/Guide-to-NZ-Maritime-Security-Arrangements.pdf
[5] Provides the National Strategic Coordinator, governance support, implementation of the Strategy and policy development.
[6] Plus a further two FTE funded through Budget 2023.
[7] Responsible for provision of All-of-Government Maritime Domain Awareness and coordination of capabilities.

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maritime security agencies, it harnesses machine learning and artificial intelligence to compensate for limited numbers of people. This system will help achieve the key outcomes under the Strategy's *Understand* pillar: understanding of our extensive maritime area, ensuring that New Zealand agencies are well placed to prevent or respond to threats that could impact our security.

12 At the same time, we have renegotiated the All of Government contract with Kordia (a New Zealand State-Owned Enterprise) for the coastal receivers that detect the globally mandated Automatic Identification System which provides accurate location data for most vessels off our coast. s 9(2)(i) replaces the life expired equipment and future proofs the service by upgrading to a transmit capability allow agencies to issue tailored, local, safety and security messages. s 9(2)(i) s 9(2)(i)

Tools investment

13 The sector's next focus is developing options for the **Tools** investment which are the surveillance and response capabilities required to deliver effective governance of our area, and to bolster our role in our region's maritime security.

14 The sector has been working since the Strategy's publication to explore the role of technology in delivering surveillance and response capabilities. See Annex E.

15 s 9(2)(f)(iv) s 6(a)

16 s 9(2)(f)(iv)

17

Next Steps

18 s 9(2)(f)(iv)

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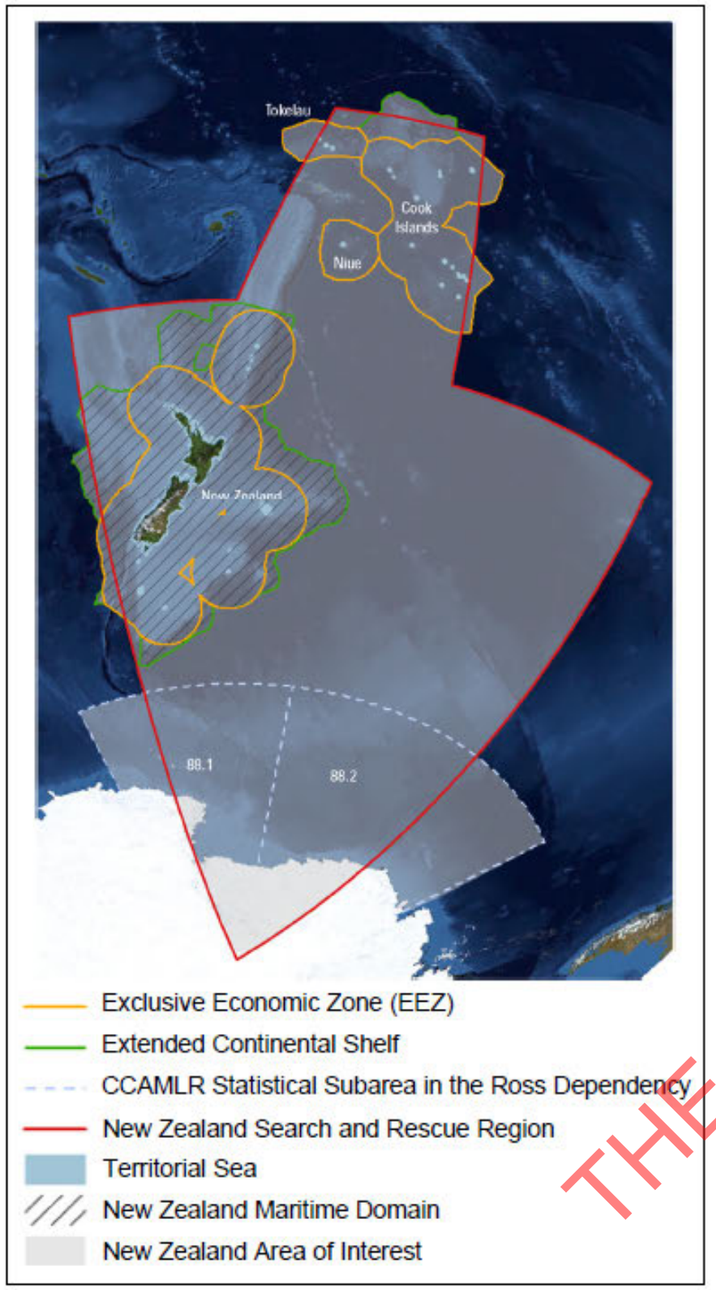
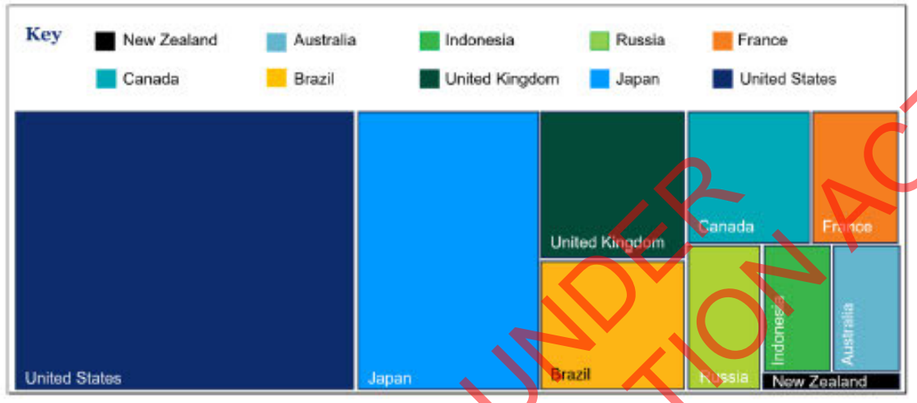
Annex A: Understanding the New Zealand Maritime Domain and Area of Interest

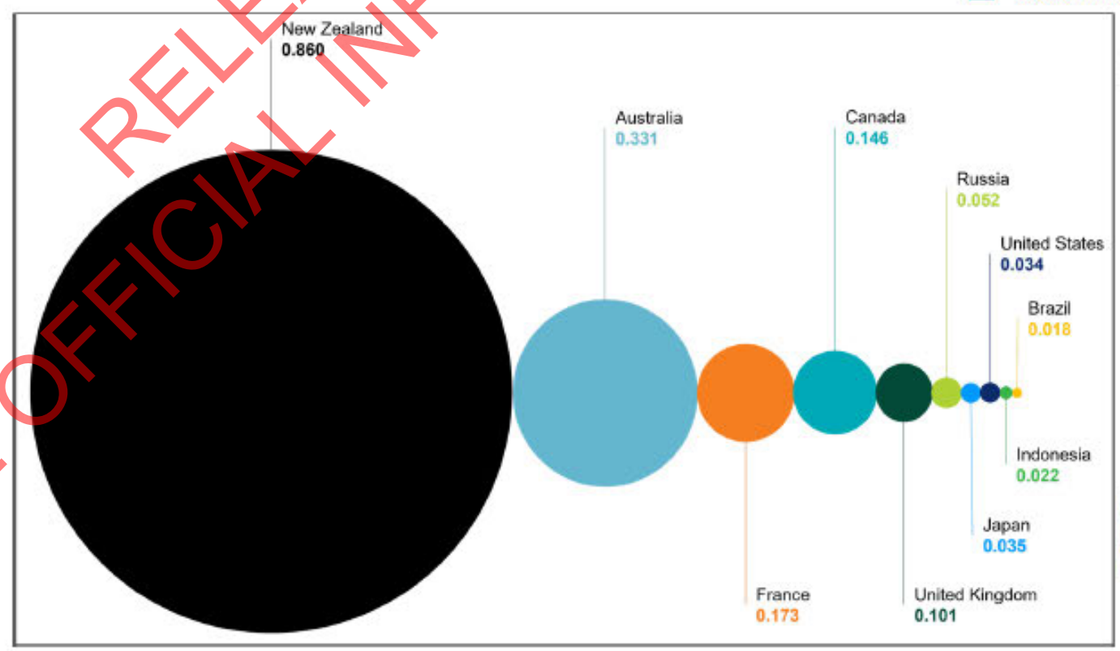
Our area of interest covers over 40,000,000km^2. This is /12th of the globe and is 10 times the size of the South China Sea.



Compared to other nations with large maritime areas, we have the lowest GDP per square kilometre of EEZ.



Using the same countries, we also have the lowest population density per square kilometre of EEZ, where there is one New Zealander per 0.860km^2.

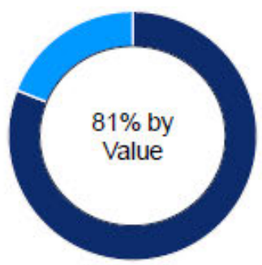


Total Maritime Economic value = $7 Billion

- This includes 38,646 wage and salary earners.
- $2.8 billion is indirectly contributed to the New Zealand Economy

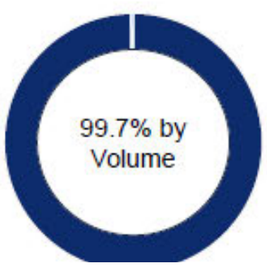
- Shipping ($2.08B – 49.6%)
- Fisheries and Aquaculture ($1.02B – 24.2%)
- Offshore Minerals ($660M – 15.8%)
- Marine Services ($300M – 7.2%)
- Marine Tourism and Recreation ($120M – 2.9%)
- Government and Defence ($12.6M – 0.3%)

New Zealand relies on the sea to trade



NZ Exports by Sea

$65.7 billion
39.4 million tonnes



NZ Imports by Sea

$70.7 billion
22.7 million tonnes

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Annex B: Overview of the Maritime Security Strategy

The Vision

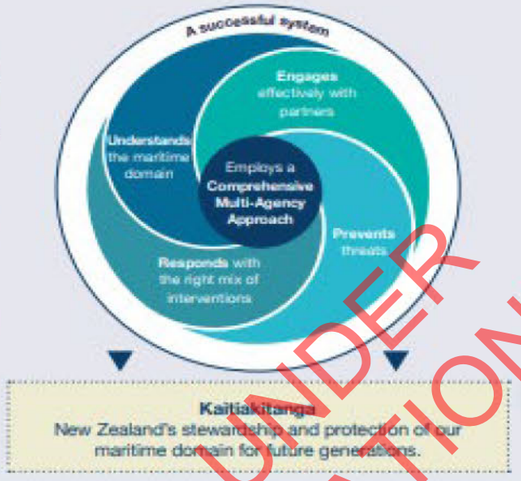
A maritime security sector that secures New Zealand's significant maritime economic, cultural and environmental interests, is better able to deter adversaries, reduce harm to New Zealand communities and exert effective Kaitiakitanga (guardianship) of the sea.

The Approach

The maritime security sector's contribution to national security is 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 and Kaitiakitanga.

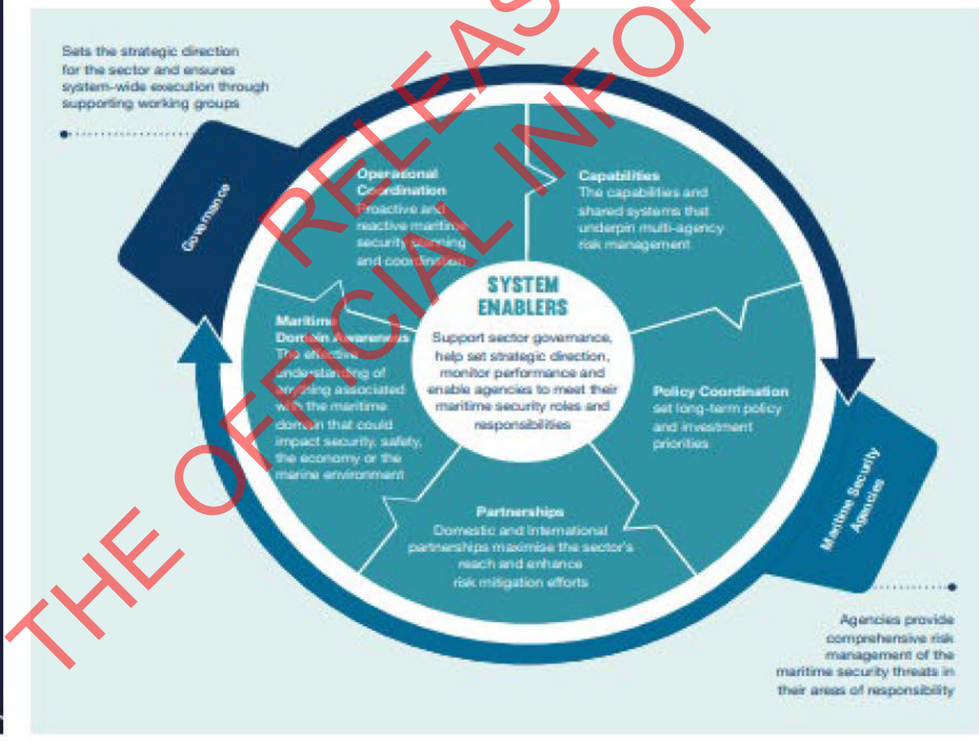


Charted Course to 2029

THE FUTURE MARITIME SECURITY SYSTEM

ACHIEVED BY

IMPLEMENTATION PRIORITIES



Priority 1
Enable the comprehensive multi-agency response

- Minister of Transport is the Lead Minister
- MOT is the lead maritime security policy and Strategic Coordination agency
- Sufficient policy coordination, assessment, communications and campaign planning capacity and capability.

▶ Achieved: 2023

Priority 2
Establish sector planning and assessment expectations

- A biennial Maritime Security Assessment that identifies emerging threats and opportunities
- An annual Prevention and Response Campaign Plan that sets an integrated approach to the deployment of resources.

▶ Priority: 2024

Priority 3
Coordinated investment across the sector

- Determine the approach to investing in the right mix of people, systems and tools to achieve best effect.

▶ Priority: 2024–2029

A LAYERED APPROACH TO INVESTMENT

People
We need people with the skills to understand the maritime environment, engage with domestic and international partners, develop and implement proactive approaches.

Systems
All elements need to work from a single point of truth (a "common operating picture").

This requires networked systems that support collaborative planning based on a shared understanding.

Tools
Investment in fit for the future surveillance and analytical capabilities.

Ensuring New Zealand continues to have suitable and sufficient maritime response capabilities.

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ROLES AND RESPONSIBILITIES

This table is provided as a guide and is likely to evolve as lessons are identified during real world issues and government sponsored exercises. Suggestions for amendment will be considered by MSOC for occasional Strategy amendments.

	THREAT / INTEREST	POLICY / STRATEGY		INTELLIGENCE		OPERATIONAL DELIVERY	
		LEAD	SUPPORT	LEAD	SUPPORT	LEAD	SUPPORT
SECTOR GOVERNANCE AND COORDINATION	Maritime Security	**Ministry of Transport**	MSOC Agencies	**NMCC**	MSOC Agencies	**Maritime Security Agencies**	NMCC
MARITIME SECURITY THREATS AND INTERESTS	Prohibited Imports and Exports	**NZ Customs**	NZ Police, NZIC, MFAT, DPMC, MOD	**NZ Customs**	NZIC, NZ Police, NDIB, MBIE, NZDF, MNZ, GNZ, NMCC, ITOC	**NZ Customs**	NZ Police, NMCC, MNZ, ITOC
	Prevention of a maritime mass arrival	**MBIE (INZ)**	DPMC, MOD, NZDF, MFAT, NZ Customs, NZIC, Police, MOH	**MBIE**	NZIC, MFAT, NZ Police, NZ Customs, NZDF, GNZ, NMCC, MOH	**MBIE (INZ)**	MFAT, NZDF, NZ Customs, NZ Police, NMCC, RCCNZ, MNZ
	Response to a maritime mass arrival in New Zealand	**MBIE (INZ)**	DPMC, MOD, NZDF, MFAT, NZ Customs, NZIC, MOH	**MBIE**	NZIC, MFAT, NZ Police, NZ Customs, NZDF, GNZ, NMCC, MOH	**MBIE (INZ)**	NZDF, NZ Customs, NZ Police, NMCC, RCCNZ, MOD; Health, MPI, MOJ, Corrections, MSD, Oranga Tamariki, MFAT, MNZ
	Biosecurity	**MPI**	DPMC, MOD, MFAT, MFE, MNZ	**MPI**	NZIC, NZ Police, NZ Customs, NZDF, GNZ, NMCC, MNZ	**MPI**	NZDF, NZ Police, EPA, MNZ, NMCC, MNZ
	Illegal, Unregulated and Unreported fishing	**MPI**	DPMC, MOD, MFAT, MFE	**MPI**	NZIC, NZ Police, NZ Customs, NZDF, GNZ	**MPI**	NZDF, MNZ, NMCC
	Illegal or poorly regulated exploitation of non-living resources	**MFE**	MBIE, MFAT, MOD, EPA, NZ Police, MNZ	**EPA**	NMCC, MFAT, MBIE, GNZ, NZ Police	**EPA**	NMCC, NZ Police, NZDF, MNZ, local authorities
	Threats to protected species	**DOC**	NZ Police, MFAT, MFE, MOD	**DOC**	NMCC, MFAT, NZ Police, MPI	**DOC**	NMCC, NZ Police, NZDF
	Illegal activity in protected areas	**DOC**	NZ Police, MFAT, MFE, MOD, MPI, MOT	**DOC**	NMCC, MFAT, NZ Police, MPI, MNZ	**DOC**	NMCC, NZDF, NZ Police, MPI, MNZ
	Illegal interference of Maritime Infrastructure	**MBIE**	NZ Police, MFE, MFAT, DPMC, MOD, MNZ	**NZ Police**	NMCC, NZIC, MNZ, MBIE	**NZ Police**	NMCC, NZDF, NZ Police, MNZ, NZ Customs
	Piracy, robbery, violence in international waters	**MOT**	MFAT, NZ Police, NZDF, MOD, MNZ	**NZIC**	NZ Police, DPMC, NZ Customs, NZDF, MPI	**NZDF**	NZ Police, NMCC
	Crime in territorial waters	**MOJ**	NZDF, DPMC, MFAT, MOD, MNZ, NZ Police	**NZ Police**	NZ Police, DPMC, NZ Customs, MPI	**NZ Police**	NZDF, NZ Customs, NMCC
	Security threats to Ports or NZ Flagged Vessels	**MOT**	MNZ, NZ Police, NZDF, NZIC, DPMC, MOD	**MNZ**	NZ Police, NZIC, NZDF, NZ Police, NMCC	**MNZ**	NZDF, NZ Police, NZ Customs, NMCC
	Illegal marine pollution	**MOT**	MNZ, MBIE, DOC, MPI, NZ Police, MFE	**MNZ**	EPA, NMCC, NZ Police, NZDF, DOC, MPI	**MNZ**	EPA, NMCC, NZ Police, NZDF, DOC, MPI, local authorities
	Maritime Safety and Emergencies (including oil response)	**MOT**	DPMC, NEMA, MOD, NZDF, MFAT, MFE, FENZ, MBIE	**MNZ**	MPI, MBIE, EPA, RCCNZ, NMCC, GNZ, FENZ	**MNZ**	NZDF, EPA, RCCNZ, MPI, NEMA, Emergency Task-Force (MFAT), local authorities, FENZ
	Maritime Search and Rescue	**MOT**	NZSAR Secretariat, MNZ, NZ SAR Council, NZDF, MFAT, MFE, NZ Police, MOD	**MNZ**	RCCNZ, NMCC, NZDF	**RCCNZ**	NZDF, NZ Police, MNZ, NMCC, local authorities
	Defence of New Zealand's sovereignty and territorial integrity	**MOD**	NZ Police, NZDF, NZIC, DPMC, MFAT, MOD	**NZDF**	NZIC, DPMC, MFAT, GNZ	**NZDF**	NZ Customs, NMCC, NZ Police
	Promotion and Support of the Maritime Rules Based Order	**MFAT**	DPMC, MOD, MFE, MPI, NZ Customs, MNZ	**NZIC**	NZDF, MFAT, DPMC, NZ Customs, MNZ, NMCC	**Maritime Security Agencies**	NMCC, HQJFNZ
	South Pacific	**MFAT**	DPMC, MOD, MFE, MPI, NZ Customs, NZ Police, MOT	**NZIC**	NZDF, NZ Police, DPMC, MPI, NZ Customs, NMCC	**Maritime Security Agencies**	RCCNZ, HQJFNZ, Emergency Task-Force (MFAT), NMCC
	Southern Ocean	**MFAT**	DPMC, MOD, MFE, MPI, NZ Customs, Antarctic NZ, NZ Police	**NZIC**	MPI, NZDF, Antarctic NZ, NMCC	**Maritime Security Agencies**	RCCNZ, HQJFNZ, NMCC

POLICY LEAD
The Agency responsible for administering the most relevant legislation and providing policy advice to the Executive Branch.

INTELLIGENCE LEAD
The Agency responsible for ensuring that the National Security System and lead policy agency is across relevant threats, hazards and levels of risk.

OPERATIONAL LEAD
The main agency responsible for leading and coordinating the operational (on the ground action) response.

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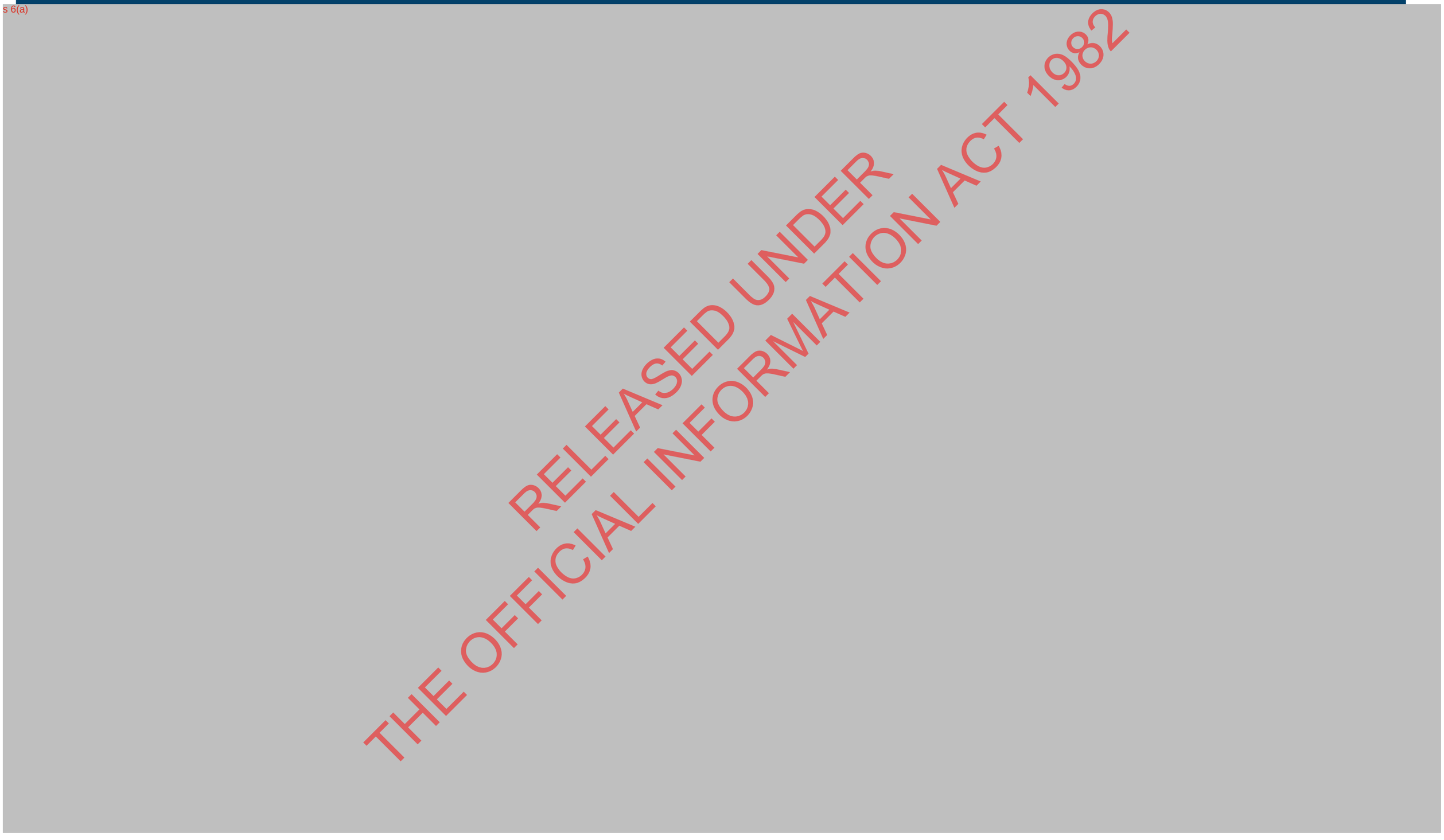
Annex D: Measuring the Maritime Security Strategy

Measuring the Maritime Security Strategy

s 6(a)



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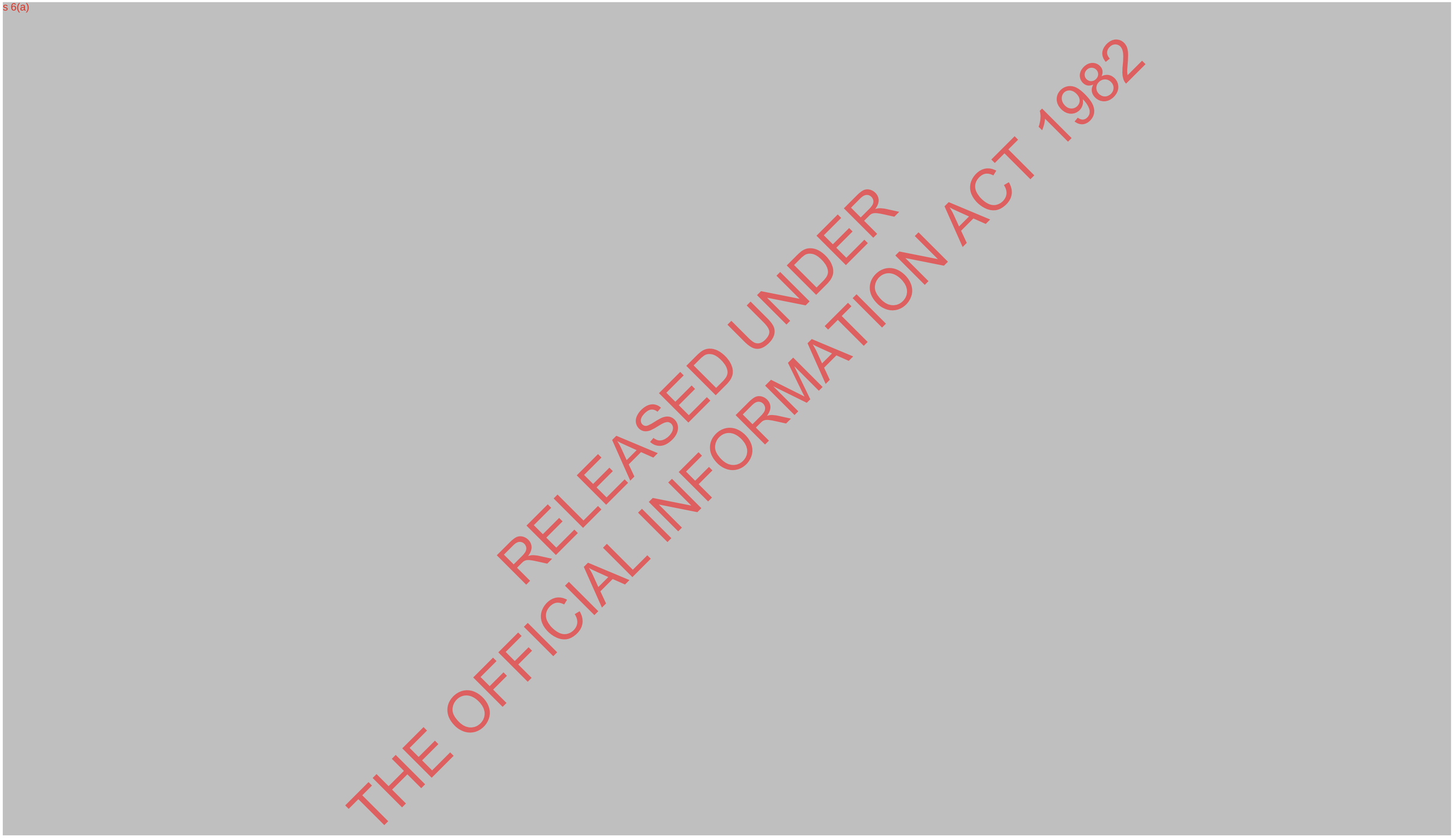
Annex E: Examples of Maritime Sector Innovation and Technology

s 6(a)



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