



**2023 BRIEFING TO  
INCOMING MINISTER  
OF DEFENCE /  
NGĀ WHAKAMĀRAMA  
KI TE MINITA TE KĀHUI  
KAUPAPA WAONGA**



**MANATŪ KAUPAPA  
WAONGA**  
NEW ZEALAND  
MINISTRY OF DEFENCE



**TE OPE KĀTUA O AOTEAROA  
DEFENCE FORCE**

# **BRIEFING TO INCOMING MINISTER OF DEFENCE / NGĀ WHAKAMĀRAMA KI TE MINITA TE KĀHUI KAUPAPA WAONGA**

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## **WELCOME TO DEFENCE / NAU MAI KI TE WHARE O TE KĀHUI KAUPAPA WAONGA**

1. Tēnā koe e te Minita. Congratulations on your appointment as the Minister of Defence.
2. Collectively referred to as 'Defence', the New Zealand Defence Force (NZDF) and the Ministry of Defence (the Ministry) are separate entities but work together to ensure that the New Zealand Government receives robust advice from both a military and civilian perspective.
3. Defence plays a valuable role by delivering a range of activities that promote the prosperity and resilience of New Zealand, our Pacific region, and our international partners further abroad. Few other militaries in the world cover such a large geographic area and broad range of tasks as the NZDF.
4. These tasks include being ready for combat operations; conducting overseas operations; protecting our borders and ocean resources; undertaking search and rescue; sustaining our scientists in Antarctica; responding to emergencies like earthquakes or floods; assisting government agencies to provide a public service; and responding to explosive ordnance disposal call outs.
5. The NZDF has a total strength of approximately 15,200 personnel and comprises three Services; the Royal New Zealand Navy, the New Zealand Army and the Royal New Zealand Air Force, as well as a significant number of reservists and civilian staff. The NZDF is one of New Zealand's largest employers, and personnel are integral members of local communities throughout the country, and help to teach life skills to young New Zealanders.
6. One of the Government's security objectives is to ensure the security and territorial integrity of New Zealand. The Defence strategic outcomes are to secure New Zealand's interests, contribute to the maintenance of the international rules-based order, and ensure that the service of our veterans is honoured. The NZDF works to deliver these outcomes through a Vote Defence output framework that expresses what the Government is seeking from Defence. The work is broken down into seven output classes: preparing Navy, Army and Air Force capabilities for joint operations and other tasks; carrying out operations to protect New Zealand and New Zealanders, and our security, stability and interests; providing advice to Government; and respecting veterans and honouring service.
7. With Cabinet, you set the strategic direction and priorities for Defence. Defence places a significant emphasis on long term strategic planning. The Ministry's skilled civilian workforce of around 170 staff lead this through regularly assessing the strategic environment; developing defence policy settings; signalling the investment needed to equip the NZDF to meet the Government's intentions for Defence; and providing advice on individual investment options.



8. The Defence portfolio is capital intensive. Historically, Defence accounts for a third of the Government's total capital spend. Indicative individual capabilities and costings are subject to comprehensive scrutiny by Defence officials prior to presenting business cases for investment to you and Cabinet for decision.
9. The effects of the COVID-19 pandemic both domestically and internationally have been far-reaching, with the NZDF having played a major role in the all-of-Government response. The NZDF continues to feel the effects of the reduced international training that took place while the borders were closed and the after-effects of the pandemic on global supply chains, and global inflation.
10. The agencies have prepared this introductory briefing to outline the breadth of the Defence portfolio and highlight decisions and significant matters to consider as the Minister of Defence.

## **YOUR ROLE AS THE MINISTER OF DEFENCE / TŌ TŪRANGA HEI MINITA MŌ NGĀ KAUPAPA WAONGA**

11. The arrangements for Defence are set out in the Defence Act 1990 (the Act). The Act states that the Governor-General is the Commander-in-Chief of New Zealand's Armed Forces, and you as Minister of Defence have power of control over the Defence Force on behalf of the Government. You exercise this power through the Chief of Defence Force as your principal military adviser. The New Zealand Defence Force is the only agency of State with the ability to raise and maintain armed forces for the defence of New Zealand and the protection of New Zealand's interests.
12. The Secretary of Defence is your principal civilian adviser. Through the Ministry, you set the strategic direction and develop the policy settings for Defence.
13. As Minister of Defence, you shape the Defence portfolio and have formal input at key decision points, including:
  - setting Government priorities for the Defence agencies
  - with Cabinet, setting the policy direction for Defence
  - the approval of mandates, through Cabinet, to deploy the NZDF overseas
  - the selection of capability options and the granting of approval, through Cabinet, for procurement contracts

- making senior New Zealand Defence Force appointments, through Cabinet, including for the Chief of Defence Force and the three Service Chiefs (Navy, Army and Air Force)
  - leading New Zealand's international defence engagement programme, and
  - approving a work programme that assesses and audits the Defence Force and the procurement function of the Ministry, and directing specific audits and assessments to be carried out as and when you require.
14. As Minister of Defence, your leadership will shape the Defence portfolio through the priorities you set and the relationships you develop. You will lead the positioning of the Defence Force to be equipped and ready to respond to challenges and disruptive events, and advance New Zealand's interests at home or overseas.
15. Key relationships for the Minister of Defence include the Prime Minister; the Minister of Finance, given the significant spending implications of the Defence portfolio; and the Minister of Foreign Affairs, particularly when considering international deployments and engagements. As Minister Responsible for the Government Communications Security Bureau and the New Zealand Security Intelligence Service, you will be familiar with those agencies' proximity to Defence issues.
16. At times, you may also engage with Ministers of agencies that work alongside Defence or receive Defence Force assistance. This includes: Customs; Police; Primary Industries; Conservation; Civil Defence and Emergency Management; Veterans' Affairs; Social Development; Māori Development; Business, Innovation and Employment; and the Attorney-General.
17. You will engage with members of the Foreign Affairs, Defence and Trade Select Committee. You may also be appointed to Cabinet committees that oversee the national security and intelligence sector; consider strategic policy, legislative matters and government expenditure; and coordinate and direct national response to major crises.
18. International engagement is a key element of the role, both in contributing to New Zealand's security and to maintaining the rules-based international order. You will engage with our partners in the Pacific, North Asia and South East Asia, and in particular, our Five Eyes partners: Australia, Canada, the United Kingdom and the United States of America.

## FOREIGN AFFAIRS, DEFENCE AND TRADE COMMITTEE

19. Select committee consideration of defence matters is usually carried out by the Foreign Affairs, Defence and Trade Committee (FADTC).
20. FADTC undertakes an estimates review of the Votes of both agencies for the upcoming year, which is usually held in June. You will be invited to speak at the annual meeting of the Committee alongside the Chief of Defence Force and the Secretary of Defence. The next annual meeting is likely to be held in June 2024.
21. Before the end of each year, the Chief of Defence Force and Secretary of Defence are invited to a hearing by the Committee (usually held in December). The Minister of Defence does not normally attend the December hearing. Outside of these planned engagements, the Committee may also ask questions of the Defence agencies on an ad hoc basis.
22. Since 2010, Defence has also been asked to produce a Major Projects Report, initially undertaken in conjunction with the Office of the Auditor General, but now Audit New Zealand. This detailed report provides greater visibility of how major Defence capability projects are being managed, with a focus on cost, schedule and quality. The 2022 Major Projects Report is nearing completion and will be provided to you for approval to forward to FADTC.
23. You may wish to engage with members of the Committee on opportunities for them to visit Defence facilities prior to the next annual meeting.

## MINISTERIAL PRIORITIES AND PRINCIPLES

24. The Ministerial priorities for Defence were launched in December 2021. This identifies three immediate priorities:

- **Pacific:** The Pacific priority reflects the importance that this Government places on Pacific resilience and the important role Defence has in supporting this.
- **People:** People are Defence's greatest asset. Defence needs to ensure that personnel are equipped to face the challenges

ahead, including those identified in Defence Assessment 2021.

- **Infrastructure:** The focus on infrastructure in the context of the Ministry is to ensure that capability is delivered and operated in a way that allows Defence personnel to safely undertake tasks, respond and operate with confidence.

25. Alongside the priorities, four Defence Principles were published:

- **Angitu:** Success, effort and striving.
- **Kotahitanga:** Unity, togetherness, solidarity and collective action.

- **Mana & Pono:** Influence, prestige, authority: to be true, valid, honest and sincere.
- **Kaitiakitanga:** Guardianship, stewardship and trust.

## HOW THE DEFENCE AGENCIES KEEP YOU INFORMED / HE PEHEA TE WHAKAMŌHIO HAERE A TE KĀHUI KAUPAPA WAONGA I A KOE

26. The Defence agencies will engage with you in a way that fits your expectations and schedule.

27. This may include the following channels:

- a regular (usually weekly) meeting on a range of defence matters with the Secretary of Defence, the Chief of Defence Force and other senior Defence officials
- issue or project-specific briefings with relevant Defence officials
- a weekly report that provides an update on current and emerging issues, key projects, events and visits, forthcoming Cabinet papers and submissions, and official domestic or international travel, events and visits
- regular intelligence briefings from Defence Intelligence (NZDF)
- regular updates on major capability projects under acquisition, and policy updates
- a Quarterly Performance Report from the NZDF, and joint Defence reporting on delivery against the Ministerial Priorities.

28. You are supported in your Office by a Military Secretary (NZDF) and two Private Secretaries (Ministry of Defence).

29. Defence Public Affairs handles media enquiries, press releases, social media and a number of publications that cater to the public and NZDF personnel. Defence public information describes the activities of our forces in New Zealand and overseas, and why they are there and what they are doing. The Office of the Chief of Defence Force will liaise with your press secretary to ensure effective coordination. It also works closely with the Ministry to ensure consistent messaging across the Defence agencies.

## THE ROLES OF THE DEFENCE AGENCIES / NGĀ KAWENGA A TE KĀHUI KAUPAPA WAONGA

30. Together, the Defence agencies deliver on the Minister of Defence's priorities for the Defence portfolio. Under the Defence Act 1990 (the Act), the Secretary of Defence, as the Chief Executive of the Ministry of Defence, is the principal civilian adviser to the Minister of Defence and other Ministers, and the Chief of Defence Force, as the Chief Executive of the NZDF, is the principal military adviser.
31. The separation between the two agencies is embedded in the Act. The way in which Defence is structured is different to the diarchy model used in Australia and United Kingdom.
32. There are multi-layered statutory requirements for the Secretary of Defence and the Chief of Defence Force to consult each other on defence matters, as well as on specific functions.
33. In practice, this means that while the Secretary and Chief of Defence Force have separate accountabilities, they work closely together.
34. The two chief executives work collaboratively where they have shared responsibilities. This arrangement works well, with both the military and civilian perspectives producing the most robust advice for Government. An important element of the relationship between the two agencies is constructive contestability and challenge. This approach is strongly supported by the

agencies' different cultures and shared commitment to the same outcome – to effectively meet New Zealand's defence requirements.

35. The Act defines the primary roles and responsibilities of the Secretary of Defence as to:
  - formulate advice on defence policy (in consultation with the Chief of Defence Force)
  - prepare defence assessments, including a review of different options capable of achieving the Government's policy goals (in consultation with the Chief of Defence Force)
  - procure, replace or repair major defence equipment for use by the Defence Force, and
  - arrange for audits and assessments of the Defence Force and the procurement function of the Ministry, as agreed with the Minister of Defence.
36. The Act defines the roles and responsibilities of the Chief of Defence Force as to be:
  - responsible to the Minister for the carrying out of the functions, duties, conduct and management of the Defence Force, and
  - responsible to appropriate Ministers for the carrying out of functions and duties of the Defence Force that relate to that Minister's portfolio and the tendering of advice to that



Minister on any matter relating to that Minister's portfolio.

37. The following legislation is administered by Defence:

- Defence Act 1990
- Armed Forces Canteens Act 1948
- Armed Forces Discipline Act 1971
- Court Martial Act 2007
- Courts Martial Appeals Act 1953
- Military Decorations and Distinctive Badges Act 1918
- Military Manoeuvres Repeal Act 2012
- Pardon for Soldiers of the Great War Act 2000
- Visiting Forces Act 2004.

## **THE VALUE OF DEFENCE / TE UARA O TE KĀHUI KAUPAPA WAONGA**

38. Defence provides significant value to New Zealand, its people, and the international community.

39. The NZDF is able and equipped to undertake a diverse range of activities that promote the security, prosperity and resilience of New Zealand communities, the Pacific region, and our international partners further abroad. NZDF capabilities are available at short notice and are an essential part of the all-of-Government response to critical incidents in New Zealand and internationally.

40. Defence activities contribute to the maintenance of the international rules-

based order. Multilateral institutions, international law and custom and convention, which accord rights to all countries regardless of their size, are fundamental to New Zealand's safety and security. The international rules-based order protects the ability of New Zealanders to communicate, travel, and trade goods in a way that underpins our economy and way of life.

41. Our network of strong international defence relationships amplifies New Zealand's international influence. The exchanges and information we gain from our partners is valuable in enabling the Government to take decisions on defence and foreign affairs matters consistent with New Zealand's interests and values.

42. Defence works with Pacific and other likeminded partners to make positive contributions to regional security and a range of initiatives in areas such as climate change, leadership building and gender equality.

43. The Ministry's assessments on the international strategic environment and advice on potential implications for New Zealand's interests and NZDF capabilities ensure that Defence is well-placed to respond to national and global security challenges.

44. As part of the national security sector, the Defence agencies contribute to wider government objectives such as foreign policy interests, border control, resource protection, and trade and economic interests.

## THE VALUE OF THE MINISTRY OF DEFENCE / TE UARA O TE MANATŪ KAUPAPA WAONGA

45. The Ministry is the civilian defence advisor to government and the lead defence policy agency. The Ministry's advice enables the Government to set the strategic direction and formulate policy for how it expects Defence to be prepared to undertake a range of activities and respond to domestic, regional, and international challenges. The Ministry has three primary roles as per the Defence Act 1990:

- to formulate advice on defence policy
- to procure military capabilities for the NZDF, and
- to arrange for assessments and audits of the Defence system.

46. The Ministry is staffed by skilled professionals who bring this unique civilian perspective to the work of Defence. We employ people from across the public and private sectors, mainly in the areas of project management, policy, corporate and finance. Over half of our staff are project management professionals who lead multi-million dollar projects to acquire military capability for the NZDF.

47. The Ministry's work is generally developed in partnership with the NZDF and consulted with the Ministry of Foreign Affairs and Trade, the central agencies, and other agencies in the national security sector. The Ministry frequently engages with stakeholders

such as academia, defence industry, and defence partners in other countries.

48. The Ministry and the NZDF work with the Ministry of Foreign Affairs and Trade to provide advice on when and why the Government should mandate the NZDF to deploy personnel. The Ministry's advice presents options for deployment that often bring together strategic and operational considerations to support the best possible security outcomes.

49. In order to give decision-makers a clear picture of New Zealand's evolving strategic environment, the Ministry regularly assesses major strategic trends as well as conducting more in-depth assessments on emerging and evolving issues that could affect New Zealand's Defence policy, capability and national security interests. These assessments inform the articulation of Defence policy settings.

50. In order to give effect to the Government's policy settings, the Ministry develops long-term plans that indicate future capability investment to procure equipment for use by the Defence Force. In doing so, the Ministry carefully balances policy objectives, capability and affordability. This planning determines the capabilities that the NZDF will need to deliver on the Government's expectations for decades to come.

51. These investments are subject to the approval of individual business cases with options for investment by Cabinet, the availability of funding through the

budget process, and in taking into account other Government priorities.

52. In order to effectively manage the projects already underway and future planned investments, Defence's capability portfolio management helps develop a range of options for Government on the structure, scope and sequencing of investments. This long-term planning highlights interdependencies between capabilities, the effect of the timing of investments on the NZDF, and other constraints on the delivery of investments such as Government budgetary priorities.
53. Once Cabinet has approved a capability investment, the Ministry is responsible

for the successful delivery of that project from procurement to introduction into service. This is done in partnership with the NZDF.

54. Given the nature of the Ministry's work, it is essential that it operates in an open, transparent and high-integrity environment. The Ministry's audits and assessments of the NZDF support continuous improvement. As the Minister of Defence, you may direct that the Ministry carry out a specific audit or assessment. Topics proposed as part of the work programme align with areas of strategic risk for Defence.
55. A full overview of the Ministry is provided in Annex B.

Released by the Minister of Defence

## THE MINISTRY IN THE PACIFIC

56. As outlined in the 2021 Defence Assessment, New Zealand's security and defence interests in the Pacific are being increasingly challenged. The region faces increasing strategic competition and is in the front line for feeling the effects of climate change – with the latter identified by Pacific Leaders as the single greatest threat to security in the region.
57. s6(a) the Ministry of Defence, working with other security agencies, is focused on helping to build the resilience of the countries and regional architecture of the Pacific in the increasingly complex security and defence environment.
58. The Ministry does this by:
- Supporting the capacity and capability of civilian defence agencies in the Pacific through bespoke technical assistance to support development of civilian defence capacity in countries including Fiji and Papua New Guinea, dialogue with key leaders and, in a developing initiative, secondments into civilian defence agencies;
  - advancing climate change and security initiatives through the South Pacific Defence Ministers' Meeting, and
  - engagement through the regional security architecture targeted to strengthening this architecture's resilience and ability to find regional solutions to regional issues.

## THE VALUE OF THE NEW ZEALAND DEFENCE FORCE / TE UARA O TE OPE KĀTUA O AOTEAROA

59. The NZDF is charged with promoting a safe, secure and resilient New Zealand, including on borders and approaches. The NZDF also makes a valuable contribution to the maintenance of the international rules-based order, and to building and strengthening New Zealand's network of international relationships through its involvement in military partnerships, coalitions and combined military operations. The NZDF must be combat-capable, flexible and

ready to operate alongside its partner nations. A combat capable force is one that has a range of military capabilities that can be deployed anywhere in the world and is ready to operate successfully in a range of high-threat environments.

60. The NZDF's unique combination of highly trained personnel and specialist equipment provides the Government with options that cannot be delivered by any other government agency. In recent years, the Government's expectations of the NZDF and the resulting breadth of tasks it carries out have grown. In addition to supporting deployed operations overseas, and resource and

border protection tasks in and around New Zealand and the broader region, the NZDF is increasingly tasked by the Government with a range of non-operational support, training, and engagement activities. This increased activity level utilises specialist military capabilities and personnel to support other Government agencies to respond to emergency incidents or to provide public services to New Zealanders at prescribed degrees of notice.

61. As an example, the NZDF was a significant contributor to the all-of-Government response to the COVID-19 pandemic. Over 6,400 NZDF personnel served on Operation Protect between 1 February 2020 and 31 May 2022. This was the largest NZDF operational commitment of personnel in more than 50 years. Personnel were challenged by short deployment durations, rapid rotations, high levels of uncertainty, and the effect on themselves or their family getting COVID-19.
62. The most critical part of the NZDF's military capability is its people. NZDF personnel are highly trained and dedicated service men and women who represent New Zealand's values everywhere they operate. New

Zealanders and our international partners have a high level of trust and confidence in the NZDF, which flows from the valuable contributions it makes both at home and around the world.

63. A full overview of the NZDF is provided in Annex A.

## DOMESTIC SECURITY AND COMMITMENTS

64. The NZDF protects New Zealand's sovereignty and provides security and other services to New Zealanders. It is structured, equipped, and trained to respond to a range of contingencies.
65. Protecting New Zealand's security interests across our expansive maritime area – extending from our shores and territorial waters to our Exclusive Economic Zone and considerable Search and Rescue Zone, to approaches and sea lines of communication – presents the NZDF with unique operating challenges. It is critical that the NZDF is equipped with the capabilities it needs to effectively monitor and respond to a range of activities in New Zealand's maritime domain.



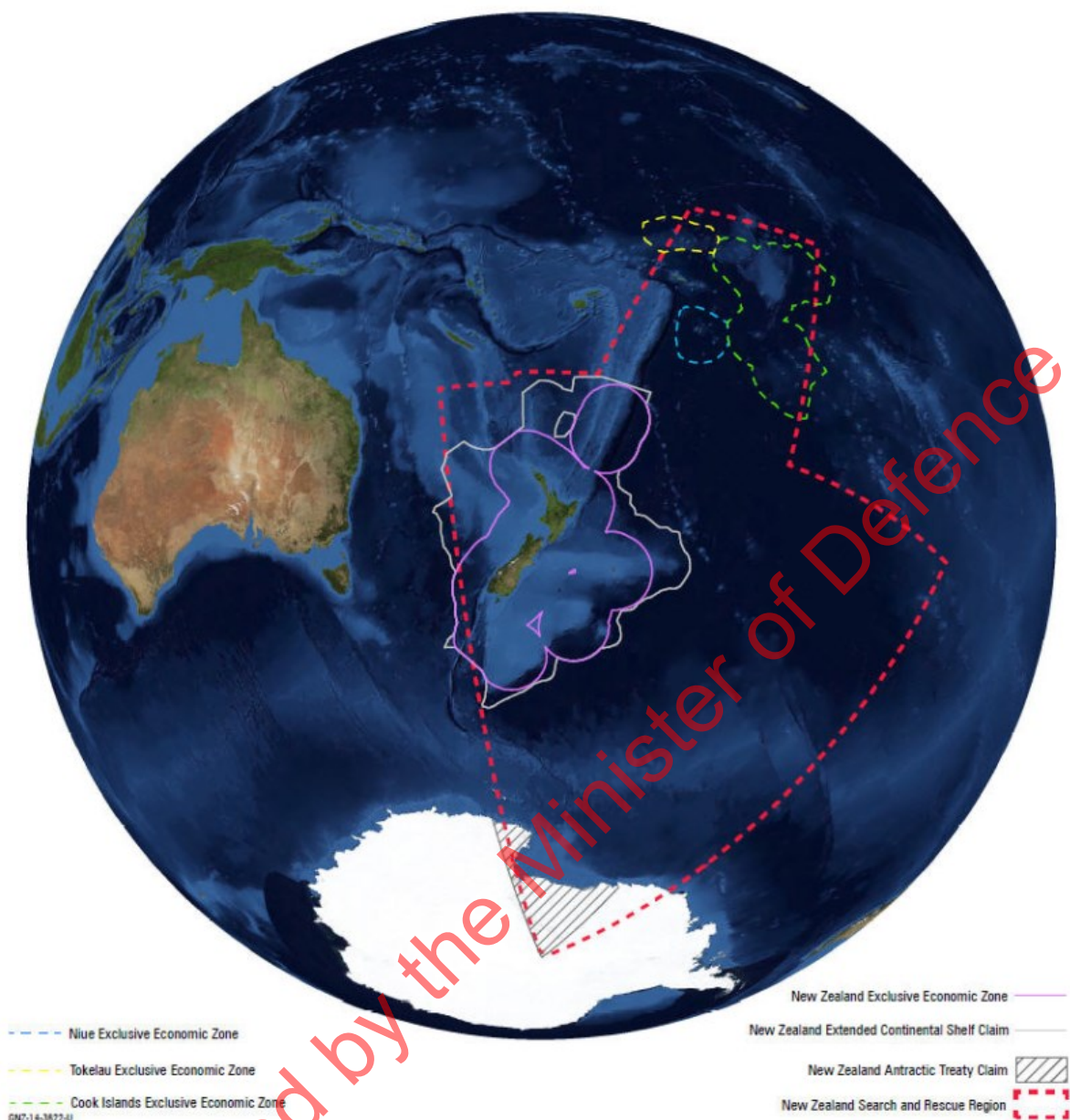


Figure 1: The New Zealand Exclusive Economic Zone

66. The availability of specialist military capabilities and resources also allows the Government to draw on the NZDF to support civil authorities, whether in response to security incidents or to provide a public service. This usually occurs in the instance that a situation is beyond the capacity of civil authorities to deal with alone. The NZDF participates in central and local government planning

and multi-agency training exercises to support all-of-Government preparedness.

67. The Government can also require the NZDF to assist civil authorities in non-emergency situations, such as to provide assistance for ceremonial activities for state events or significant military anniversaries.

68. The NZDF supports agencies such as the Ministry for Primary Industries and the Department of Conservation in resource and border protection and monitoring; provides fire-fighting support to Fire and Emergency New Zealand; and supports the National Emergency Management Agency in responding to either regional or national disasters. Additionally, the NZDF maintains forces ready to provide support to the New Zealand Police should they need to respond to a terrorist incident, and provides New Zealand's explosive ordnance disposal capability on 24-hour-a-day call out.
69. The NZDF is involved in communities throughout the country. A particular focus is on helping young New Zealanders to gain the skills and confidence they need for a better future. The NZDF provides support to the Ministry of Education to deliver its Service Academy Programme, which is aimed at 15-17 year old students in 30 schools who are at risk of disengaging or are disengaged from school.
70. The NZDF also provides ongoing support to the Ministry of Social Development by delivering the Limited Service Volunteer Programme (LSV). These programmes aim to increase the number of young people entering employment or training by helping them gain qualifications, grow their motivation and learn key life skills.
71. Veterans' Affairs is an operational unit within the NZDF that upholds New Zealand's responsibility to honour

and respect the service of its veterans. Veterans' Affairs provides service delivery, support to veterans, and policy advice to the Government. The Minister for Veterans holds responsibility of the activities of Veterans' Affairs.

## THE NZDF IN THE PACIFIC

72. Defence maintains strong relationships across the Pacific and in particular, with those countries who the NZDF works with closely in capacity building efforts as part of the Mutual Assistance Programme. These cooperative security and capacity building measures include visits to, and exercises and activities with, Pacific partner countries to support the professional development of their defence and security forces.
73. The NZDF provides air surveillance and naval patrols throughout the wider Pacific region to:
- support Pacific Island Countries to maintain security of their respective Exclusive Economic Zones
  - support Forum Fisheries Agency member states to meet their objectives, and
  - carry out regional engagement activities.
74. The NZDF works with the Ministry of Foreign Affairs and Trade to deliver aid supplies and repatriate New Zealanders following extreme weather or other emergency events in the Pacific.

As happened in humanitarian assistance and disaster relief (HADR) operations in Vanuatu, Fiji, and Kaikoura, the NZDF response to the volcanic eruption at Hunga Tonga-Hunga Ha'apai Island of the Kingdom of Tonga on 15 January 2022, began with a smaller faster ship equipped with specialists and technical know-how arriving before larger sustainment vessels arrived with supplies, equipment, and personnel. Offshore patrol vessel HMNZS *Wellington* set out on 18 January carrying teams from HMNZS *Matatua*'s Military Hydrographic and Clearance Diving Groups. HMNZS Ships *Aotearoa* and *Canterbury* followed soon after. Their departure preceded an official request for help from the Tongan Government because the New Zealand Government opted to have ships as close as possible in anticipation of a request. This support was augmented by flyovers from RNZAF P-3K2 Orions to provide information on the extent of damage, and RNZAF C-130H Hercules flights delivering humanitarian supplies.

## ANTARCTICA AND THE SOUTHERN OCEAN

75. The NZDF provides significant support to New Zealand's efforts in Antarctica and the Southern Ocean. This includes conducting air surveillance patrols in the Southern Ocean in order to carry out resource protection activities, providing strategic airlift and logistics support to Antarctica New Zealand to carry out

New Zealand's Antarctic programme, and providing support to the United States and Italy via the Antarctic Joint Logistics Pool. The NZDF's largest deployment outside of New Zealand is currently to Antarctica, with normally up to 220 personnel deployed during the months October to February. The NZDF also provides support to agencies such as the Department of Conservation with resupply operations to the Sub-Antarctic Islands and the Kermadec Islands.

## CONTRIBUTING TO INTERNATIONAL SECURITY

76. The NZDF works both independently and with other government agencies and security partners on a range of operations that contribute to global peace and security, the maintenance of the international rules-based order, and to a network of strong international relationships. The NZDF has a strong reputation as a valued and credible defence partner.
77. The NZDF provides the Government with deployment options, including combat capable forces. NZDF personnel are deployed as part of major United Nations peace support operations, maritime security activities, training missions, logistics activities and into headquarters positions around the world. Each deployment is mandated by Cabinet, usually for up to two years.

## HOW THE DEFENCE AGENCIES WORK TOGETHER / HE PĒHEA TE MAHI TAHI A TE KĀHUI KAUPAPA WAONGA

78. The Defence agencies work together to provide a civilian and military perspective to Ministers on a range of defence matters including defence capability, international engagements and defence deployments. This close collaboration is supported by both agencies being co-located at Defence House in Wellington.
79. In close collaboration with the NZDF, the Ministry will work with you to assess and refine the Government's priorities and policy settings for Defence.
80. Defence's priorities and the roles of the NZDF are updated to give effect to government intentions and enable the NZDF to have the necessary capabilities to carry out its roles.

## DEFENCE ASSESSMENT 2021: HE MOANA PUKEPUKE E EKENGIA E TE WAKA

81. In December 2021, the Secretary of Defence publicly launched *Defence Assessment 2021: He moana pukepuke e ekengia e te waka: a rough sea can still be navigated*. The Assessment stated that New Zealand is facing a more challenging and complex strategic environment than for decades, and identified strategic competition and climate change as the two principal challenges to New Zealand's national, regional and global security

interests. Developments since the Assessment's publication – notably Russia's illegal invasion of Ukraine, ■

s6(a)

are consistent with the Assessment's analysis, but show that New Zealand's environment is changing even more rapidly than anticipated.

82. To respond to this much more challenging environment, the Assessment recommended New Zealand should adopt a more proactive and deliberate strategic defence policy.

## DEFENCE POLICY REVIEW

83. In response to *Defence Assessment 2021*, the Government commissioned a Defence Policy Review to ensure New Zealand's defence policy, strategy and planned capability investments remain fit for purpose. The terms of reference outlined a phased delivery of several products throughout the Defence Policy Review process culminating in the Defence White Paper and Capability Plan. The four products are the Defence Policy and Strategy Statement (DPSS), Future Force Design Principles (FFDP), Defence Capability Plan (DCP) and a White Paper.

84. Two products have been commissioned. The first is a Defence Policy and Strategy Statement. This draws on the findings of the Defence Assessment and sets out high level policy and strategy for Defence. A draft will be provided to you

s9(2)(f)(iv)

85. The second product is the Future Force Design Principles. This will provide a conceptual outlook for future force development, will articulate current and future challenges that affect force design, and provide principles and assumptions to guide force design. It will offer options for broad choices to deliver against policy and strategy settings. ■

s9(2)(f)(iv)

86. ■ The former will provide a set of costed force structures and major capability acquisition choices, while the latter will bring the three documents together (DPSS, FFDP and DCP) as a public statement of Government's long-term position on, and intentions for, defence policy, strategy, capability, and resourcing.

87. Supporting you throughout the Review is a Ministerial Advisory Panel chaired by Sir Brian Roche. Other members of the Ministerial Advisory Panel are: Professor David Capie, Sir Don McKinnon, David Gawn (ex officio), Christine Stevenson (ex officio) and Pania Tyson-Nathan. The intent of the panel is to provide you

with advice, separate from Defence officials, on matters related to the review and its products.

88. The Review is also supported with a comprehensive engagement strategy, of which one strand is public engagement. The public is currently being invited to submit views on defence issues through an online survey or direct submissions to the Review team, which will conclude on 4 April.

## MARITIME SECURITY STRATEGY

89. New Zealand's maritime security sector is comprised of a number of government agencies and stakeholders with maritime domain risk management and support responsibilities. The Ministry and the NZDF, together with other agencies in the national security sector, participate in the Maritime Security Oversight Committee (MSOC), which has governance, policy, intelligence and operational coordination functions. MSOC has developed a Maritime Security Strategy (the Strategy), which was endorsed by Cabinet in November 2019, to provide cross-government policy guidance for the sector. We will brief you on our membership of the MSOC and its proposal to publish the Strategy, as well as options for resourcing its future implementation.



## RESPONDING TO CLIMATE CHANGE

90. The accelerating effects of climate change will have fundamental effects on global security, but are being felt early and deeply in the Pacific. Climate change is causing more extreme weather patterns and increasing numbers of climate-related natural disasters, and is most acutely affecting states less equipped to respond. The direct human security effects of climate change will increasingly intersect with and exacerbate national security challenges. For some countries, including the Pacific, the threat is existential.
91. In support of the wider New Zealand Government work programme on climate change, Defence has taken a proactive approach to promoting global recognition of climate change as a security risk and to integrate climate change into Defence activities and decision-making processes. Since 2018, Defence has recognised climate change as a major driver of military operations and capability decisions going forward. In November 2021, the NZDF initiated a Climate Change Response Programme to provide a coordinated, organisation-wide approach to incorporate consideration of climate change and its effects into its day-to-day business.
92. The effects of climate change will require more humanitarian assistance and disaster relief, stability operations, and search and rescue missions. The NZDF may be faced with more frequent and concurrent operational commitments that will stretch resources and may reduce readiness for other requirements.
93. Defence has made a commitment to make sustainable changes to our operations as part of our commitment to identifying, addressing and minimising the effects of climate change to our communities and international partners.
94. Defence agencies are part of Tranche 1 of the Carbon Neutral Government Programme. Both the Ministry and the NZDF delivered their first emissions reduction plans at the end of 2022. The potential for Defence to reduce emissions and also adapt infrastructure and capabilities to meet the potential effects of climate change will be affected by:
- the operational outputs directed by the Government – the NZDF's emissions are directly correlated to the number and types of military operations it delivers;
  - the level of investment (capital and operating) required and made available to Defence to modify, adapt or replace platforms, equipment, and estate infrastructure; and
  - the level of funding required and made available to the Defence to pursue lower emissions/higher sustainability options in operations and training.

## DELIVERING CAPABILITY

95. Close collaboration is particularly important in respect of major defence capability projects that are jointly managed and governed under the end-to-end Capability Management System (CMS).
96. While the Secretary of Defence and the Chief of Defence Force have separate accountabilities for different phases of the capability life cycle, the design of the CMS reflects that these accountabilities are part of a dynamic process that

necessitates integrated ways of working and shared accountability for the success of the system as a whole.

97. The Secretary leads and is responsible for the strategic policy, capability development, and procurement phases of the capability life cycle, and the Chief of Defence Force leads and is accountable for the introduction into service, in-service and disposal phases. A Capability Governance Board, which the Secretary and Chief of Defence Force co-chair, exercises these responsibilities collaboratively.

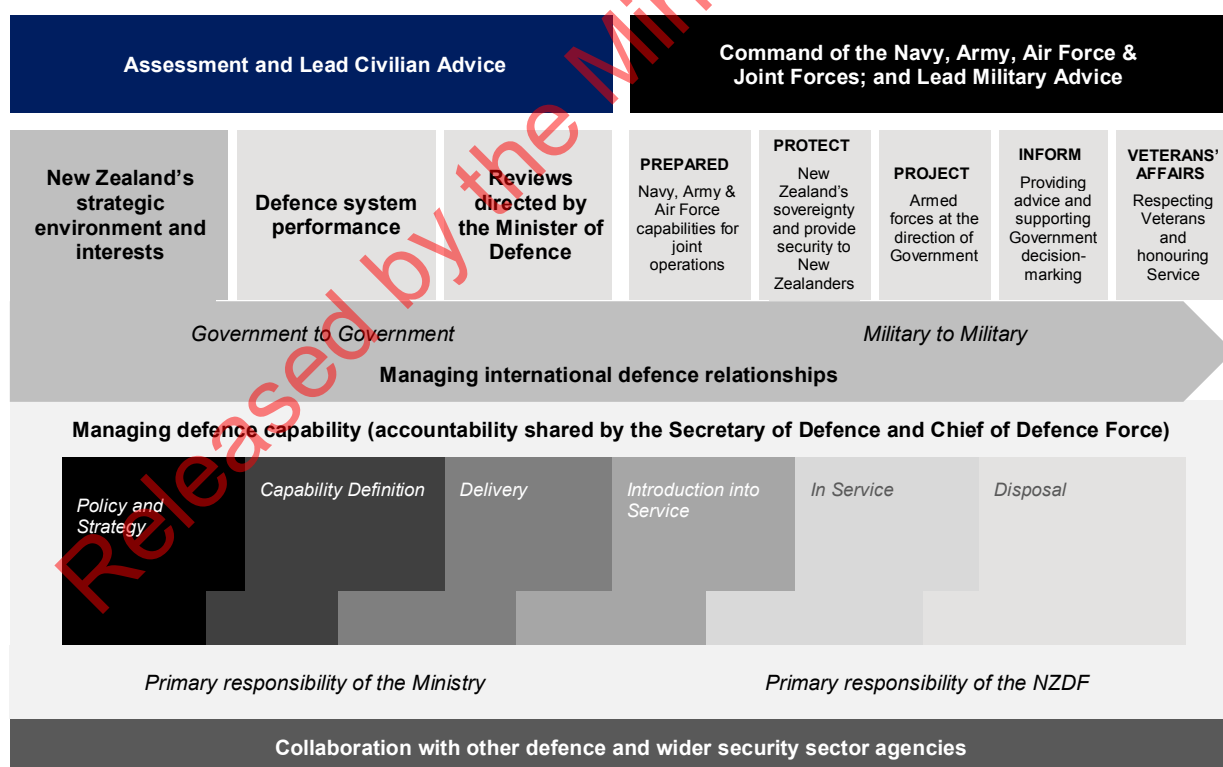


Figure 2: The respective roles of the Ministry of Defence and the New Zealand Defence Force

99. Specialist professionals are a critical part of delivering capabilities within the CMS. Significant capability projects are defined, developed and delivered by Integrated Project Teams (IPTs) led by the Ministry and comprising personnel from both agencies. This approach integrates both project management professionals with subject matter experts from the Ministry and the NZDF, who provide specialist military advice. IPTs enable a collaborative way of working and drive end-to-end thinking at the project level and across the capability portfolio. Currently, over 20 major capability projects are in definition, development and/or delivery stage. The NZDF also manage approximately 200 capability projects of a smaller scale.

## DEPLOYMENTS

100. The Defence agencies work together in partnership with the Ministry of Foreign Affairs and Trade and other relevant agencies to provide joint advice to Government on existing or proposed deployments. Defence also engages closely with likeminded countries and other government agencies on deployment advice and activities.
101. Whether New Zealand will deploy NZDF personnel and assets, and under what conditions and level of commitment, is decided by the Government of the day. The advice to Government on deployments is all-encompassing and combines both a civilian and military perspective to support the best possible security outcomes. It considers a wide

range of issues, from the overall political and security environment to the more specific question of how the NZDF could best contribute to a particular mission. A central concern is always the safety and security of personnel deployed overseas.

102. New Zealand's deployments preserve peace, support the rules-based order, uphold international efforts to safeguard borders, protect civilians, counter the spread of violent extremism, and promote freedom of navigation. More information regarding New Zealand's current deployments is located in Annex D.

## DEFENCE ATTACHÉ NETWORK

103. The NZDF maintains a network of Defence Attachés and Advisers (DAs) around the world. There are 16 DA resident posts, with non-resident accreditations to a further 31 countries and 3 organisations (the United Nations, North Atlantic Treaty Organisation and the European Union). DAs are the face of New Zealand's bilateral defence relationships overseas. They advocate for, and assist with, implementation of defence relationships and provide military views on significant geostrategic events through diplomatic post reporting.

## DEFENCE RELATIONSHIPS / NGĀ HONONGA O TE KĀHUI KAUPAPA WAONGA

104. New Zealand's security is enhanced by strong defence relationships with our neighbours, in our region and beyond. Effective defence engagement also supports New Zealand's broader foreign and economic policy objectives. Defence relationships ensure we can work with trusted partners in responding to security challenges, and also access information, equipment, and training opportunities. It is important therefore that New Zealand be active in our engagement with partners, including contributing to international security efforts and undertaking operational deployments.

105. Defence engagement is guided by an International Defence Engagement Strategy (IDES). The IDES is a high level strategic document s6(a) [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED] The IDES is intended to provide the direction and guidance necessary for New Zealand Defence to:

- Maximise the benefit New Zealand gains from international defence engagement
- Ensure the coherence and consistency of international defence engagement objectives
- Prioritise the conduct of international defence engagement, and

- Measure the effectiveness of international defence engagement.

106. International engagements were heavily affected by COVID-19, despite best efforts to use virtual means, and we are still in a reconnecting phase with many partners. The relationships you establish with your defence counterparts will help to set the future tone and substance of New Zealand's defence relations.

## PROPOSED EARLY INTERNATIONAL ENGAGEMENT OPPORTUNITIES / NGĀ TAURA I TE AO HEI WHIRIWHI PEA MAU

### PROPOSED INTRODUCTION CALLS

107. We recommend that you make contact with key international counterparts as soon as your diary allows. [REDACTED]

s6(a), s9(2)(g)(i)  
[REDACTED]  
[REDACTED]  
[REDACTED]

108. In addition, the United States Secretary of Defence hosts a monthly in-person Ministerial-Level Ukraine Defence Contact Group Meeting in Europe. There is an option to call in virtually which we have done to date. The next one is scheduled for **10pm to 3am Tuesday 14 February / Wednesday 15 February**.

109. Defence will provide you with briefings to support these introductory calls.

## PROPOSED IN-PERSON MEETING/VISITS

110. We also recommend you undertake some international travel to key counterparts and to Ministerial level regional meetings. The programme will be determined at your discretion, and finalised between Defence and your office.

111. s6(a), s9(2)(g)(i)

112. Meetings with your Australian counterpart set the strategic direction, level of effort, and tone for the defence relationship with our only formal defence ally. You have a formal Australia – New Zealand Defence Ministers' Meeting (ANZDMM) annually but also tend to meet with your counterpart in the margins of multilateral meetings. Overall, this is an opportunity to reinforce our ally relationship, and flag

issues of concern. Last year the Prime Ministers agreed to hold a 2+2 (Defence and Foreign Affairs) Ministerial meeting in 2023 given the increasingly complex strategic environment and the intertwined nature of any required response.

113. New Zealand has cultivated a close relationship with Pacific defence counterparts, underpinned by an extensive support programme and people to people ties. Establishing relationships with Ministers of Defence in Fiji, Tonga and Papua New Guinea, will be essential to maintaining these close relationships.

114. You are also invited to attend the Association of Southeast Asian Nations (ASEAN) Defence Ministers' Meeting-Plus in Indonesia, and the Shangri-La Dialogue in Singapore. Both of these provide the opportunity to meet with a significant number of key counterparts in-person.



## PROPOSED IN-PERSON MEETINGS/VISITS

DATE	LOCATION	MEETING DETAILS
s6(a), s9(2)(g)(i)		
2-4 June	Singapore	<b>Shangri La Defence Dialogue (SLD).</b> Considered Asia's premier defence summit, the SLD attracts Defence Ministers, industry leaders and academics from across the world, providing excellent opportunity to conduct bilateral meetings with wide range of counterparts.
s6(a), s9(2)(g)(i)		
Late July	Indonesia	<b>Association of South East Asian Nations (ASEAN) Defence Ministers' Meeting-Plus (ADMM-Plus).</b> The ADMM-Plus is a defence-led security organisation comprising 18 nations and New Zealand's principal forum for multilateral defence engagement in Asia. In addition to the 10 ASEAN nations, Australia, China, India, Japan, Republic of Korea, Russia and the United States all attend the dialogue at the Ministerial-level.

## INVESTMENT IN DEFENCE / TE HAUMITANGA KI NGĀ KAUPAPA WAONGA

### INVESTING IN DEFENCE CAPABILITY

115. The Government makes a significant investment in Defence, both through the cost of operating the NZDF and the investment it makes over time in purchasing, upgrading and maintaining defence systems and equipment. Many military capabilities, platforms and infrastructure invested in today will still be in use 25 years from now.
116. Defence is a capital intensive portfolio with \$6 billion of approved capital expenditure currently under management to deliver on Defence projects, with projected annual capital expenditure to be approximately \$1 billion per annum.
117. The substantial level of investment in Defence requires an ongoing focus on the value for money that government achieves from its investments. Defence advice enables the Government to take capability decisions based on clear, transparent trade-offs that are articulated in our key strategy and planning documents.
118. Defence has developed a robust whole-of-life costing model that allows decisions to be made based on the total capital and operating cost. This means that investment decisions on future capability takes into account ongoing sustainment and operating costs required to support the capability once it

is introduced into service. At the same time, capital investments are targeted to address the increased operating costs of ageing platforms and degraded infrastructure.

### VOTE DEFENCE AND VOTE DEFENCE FORCE

119. You are the 'Vote Minister' for both Vote Defence and Vote Defence Force, which fund the Ministry and the NZDF's operations and expenditure respectively.
120. Vote Defence is administered by the Ministry of Defence, and contains appropriations for:
- managing procurement and purchase of major items of defence capabilities for the NZDF
  - the provision of policy advice
  - reviews, audits and assessments
  - the purchase of assets for use by the Ministry, and
  - procuring defence capabilities for the NZDF through the non-departmental capital expenditure appropriation.
121. The Ministry's departmental operating budget for 2022/23 is \$25.5 million, the majority of which is spent on personnel.
122. Vote Defence Force is administered by the NZDF and contains appropriations that are detailed in seven output classes.
123. The Vote Defence Force appropriations for the 2022/23 financial year include \$3.264 billion for Departmental Output

Expenses and \$1.564 billion for Capital Expenditure. For the purposes of reporting Defence expenditure relative to GDP, NZDF includes Personnel and Direct Operating (e.g. activities, training,

maintenance) Expenditure within Output Expenses and Capital Expenditure. That expenditure appropriated for 2022/23 equates to 1.0% of GDP.

## STRUCTURE OF NZDF OUTPUTS

PREPARE	PROTECT, PROJECT AND INFORM	VETERANS AFFAIRS
<b>1</b> Navy Capabilities Prepare for Joint Operations	<b>4</b> Operations to Protect New Zealand and New Zealanders	<b>7</b> Supporting our Veterans
<b>2</b> Army Capabilities Prepared for Joint Operations	<b>5</b> Operations Contributing to New Zealand's Security, Stability and Interests	
<b>3</b> Air Force Capabilities Prepared for Joint Operations	<b>6</b> Advice to the Government	

## IMPLEMENTING THE RECOMMENDATIONS OF THE OPERATION BURNHAM INQUIRY

124. In 2020 the Inquiry into Operation Burnham and Related Matters was released, which identified significant shortcomings in the way NZDF dealt with allegations of civilian casualties, resulting in a series of incorrect statements in briefings to Ministers and the public between 2010 and 2017.

125. The Inquiry made four recommendations, all of which were accepted by the Government.

1. An Expert Review Group (ERG) should look at NZDF's organisational structure, record-keeping and retrieval processes to assure the Defence Minister they meet international best practice.
2. An office of the Independent Inspector-General of Defence (located outside the NZDF organisational structure) should be established to facilitate independent oversight of NZDF and enhance its democratic accountability.
3. A Defence Force Order should be promulgated setting out how allegations of civilian casualties should be dealt with in-theatre and in New Zealand.
4. The Government should set effective detention policies and procedures in relation to people detained by, or with the

involvement of, New Zealand forces overseas and how allegations of torture by such persons are treated

126. Defence has led three of the four work streams under the recommendations of the Inquiry into Operation Burnham and Related Matters.

- Recommendation 1 – The ERG established under Inquiry found that, while the NZDF has taken positive steps since 2010 to improve its organisational structure and information management practices, there is still work to be done to ensure the failings identified by the Inquiry are not repeated. Work is progressing well and the programme is scheduled to deliver a full progress report to you by the end of June 2023.
- Recommendation 2 – The establishment of an Inspector-General of Defence function will be delivered through the Inspector-General of Defence Bill, which is currently before the Foreign Affairs, Defence and Trade Committee.
- Recommendation 3 – the promulgation of a Defence Force Order regarding the treatment of civilian casualties – was completed in early 2021.

127. The Ministry of Foreign Affairs and Trade was the lead agency for the detention policy work stream (Recommendation 4).

## RECOMMENDATIONS OF THE EXPERT REVIEW GROUP (ERG)

128. The ERG recommendations range significantly in scale, scope, and timeframe, from swiftly achievable (the first three recommendations are complete or near complete) to those underpinned by large-scale dependencies. The objectives of this programme span the breadth of Defence, with a vast array of key stakeholders and are designed to:
- strengthen integration between the NZDF and Ministry
  - understand and model the end-to-end operational lifecycle of Defence operations
  - review elements of Headquarters NZDF for the future
  - better integrate the New Zealand Special Operations Forces into the broader national security sector, and
  - ensure that information and knowledge flows are complete and sustainable, and support transparency and accountability obligations.
129. A team co-led by the NZDF and MOD is delivering an integrated programme of change to ensure that there is a cohesive and consistent approach to the implementation of the ERG recommendations across Defence. The team is also consulting MFAT and DPMC on key changes.
130. Full implementation spans the period 2022-2025, including testing on

exercises. Dependencies include the planned Information Management Programme, and the pace of regeneration of NZDF operational readiness.

## INSPECTOR-GENERAL OF DEFENCE

131. The Inspector-General of Defence Bill is currently before the Foreign, Affairs, Defence and Trade Committee. This Bill creates the Inspector-General of Defence as a new independent statutory officer. The purpose of the Inspector-General of Defence is to help the Minister of Defence oversee the activities of the NZDF, and to assure the public that independent scrutiny of those activities occurs. The Government publically committed to establishing the Inspector-General of Defence in response to a recommendation of the Inquiry into Operation Burnham and other Matters (Recommendation 2).
132. The Bill was introduced to the House on 27 October 2022 and was referred to the Foreign Affairs Defence and Trade Committee on 10 November 2022. The Committee requested public submissions to be provided by 31 January 2022 s9(2)(f)(iv) Ministry of Defence have been appointed as advisers to the Committee s9(2)(f)(iv)
- The Committee is required to report back to the House by 9 May 2023.



# ANNEX A

OVERVIEW OF THE  
NEW ZEALAND DEFENCE FORCE /  
HE TIROHANGA WHĀNUI KI TE OPE  
KĀTUA O AOTEAROA

Released by the Minister of Defence

## OUR PURPOSE / TĀ MĀTOU KAUPAPA

133. The NZDF is a modern, professional military that is ready and able to protect New Zealand and its interests at home and abroad across diverse geographical and operating environments. The Defence Force's contributions to peace and security provides the national security our country needs to prosper as a nation, and allows us to go freely about our daily lives.
134. The key role of the NZDF is to have military capability - people, equipment, and information - available for use when the Government needs it. The preparation and availability of a credible and effective armed force, capable of serving the Government's defence and national security policy objectives, is the NZDF's highest priority.
135. Although we must be – and are – prepared for combat, our technical skills, professional training, and high-end military equipment lend versatility to a range of security and humanitarian tasks.
136. New Zealand has a proud history of contributing to international efforts to resolve conflict. The NZDF is a credible coalition partner committed to peace and security, and regularly works alongside international partners on operations and exercises throughout the world where interoperability is a key requirement.
137. We work in partnership with many other government agencies to conduct activities within New Zealand, the Pacific and the Southern Ocean to protect New Zealand's resources, enforce protected areas, build experience and capacity, and provide lifesaving aid when required.
138. We have strong partnerships with our Pacific partners and make a valuable contribution to Pacific regional security through capacity building, engagements, and humanitarian and disaster relief activities.
139. The NZDF is a large and complex organisation that also includes Veterans' Affairs (VA). As an operational unit within the NZDF, VA upholds New Zealand's responsibility to honour the service of veterans. VA does this through service delivery to the veteran community and the provision of policy advice to the Government. The Minister for Veterans is responsible for the appropriations for VA within Vote Defence Force.
140. The NZDF is a key part of New Zealand's broader security system, and works alongside other government agencies to protect and advance New Zealand's security interests. The NZDF is part of the External Sector, which is administered by four departments - the NZDF, the Ministry of Defence, the Ministry of Foreign Affairs and Trade, and the New Zealand Customs Service. These departments are collectively responsible for managing most of New Zealand's official relationships with the rest of the world and protecting its security beyond the border.

## OUR PEOPLE / Ō MĀTOU ĀHEINGA

141. NZDF people serve voluntarily on behalf of New Zealand and New Zealanders. Members of the Armed Forces are not employees under the State Sector Act 1988 – they serve under the Defence Act 1990 and are not subject to New Zealand employment legislation. This creates special obligations on the NZDF and the Government to consider the unique interests of military personnel.
142. The Navy, Army and Air Force make up the Regular Force as the primary component of the NZDF. The most critical component of the Service capabilities are the full and part-time uniformed personnel, including the specialists needed to support deployed operations.
143. These personnel are an extremely diverse and capable group of people – from Privates to Generals, Ordinary Seamen to Rear Admirals, Aircraftsman to Air Marshals, technicians to chefs, intelligence specialists to medics, and divers to drivers. They are trained in command, planning, leadership, operations, logistics support, and participate in and support operational deployments, training and recruitment, both in New Zealand and in overseas posts.
144. The NZDF has a total strength of nearly 15,200 personnel, comprising approximately 9,215 Regular Force, 3,030 Reservists, and 2,940 civilian staff members.
145. The Defence Act 1990 gives the Chief of Defence Force the authority to direct those who have volunteered to serve in the defence and protection of New Zealand's interests into harm's way. In return, the CDF has a responsibility to care for and fairly reward and compensate uniformed personnel for their courage, comradeship, commitment and integrity. Through Veterans' Affairs, the CDF delivers an ongoing duty to provide support and advocacy to New Zealand's veteran community.
146. The Chief of Defence Force has two roles: the professional head of the Armed Forces and the Chief Executive of the NZDF who is the principal military adviser to Ministers. The Chief of Defence Force is responsible to the Minister of Defence, under the Defence Act 1990, for carrying out the functions of the NZDF, its general conduct, and the efficient, effective and economical management of its activities and resources.
147. To carry out these roles, the Chief of Defence Force draws on the operationally focused advice provided by the Chiefs of Service, the Commander Joint Forces New Zealand and senior members of civil staff.
148. Service Chiefs are the Professional Heads of Service and responsible for delivery of their Service activities to ensure their Force Elements are trained, equipped and prepared for operational employment. The activities prepare soldiers, sailors, aviators to operate in

uncertain environments that can deteriorate without warning. While there is commonality in the way each Service operates, they are optimised to meet specific environmental imperatives.

149. The Service Chiefs and the Commander Joint Forces are the primary advisors to the Chief of Defence Force on matters relating to their respective environmental domains.
150. While the Service Chiefs are responsible for generating and sustaining NZDF military capabilities, the Commander Joint Forces New Zealand is responsible to the Chief of Defence Force for employing these capabilities on operations and major exercises.

## THE ROYAL NEW ZEALAND NAVY / TE TAUA MOANA O AOTEAROA

151. With our geographical isolation and dependence on maritime trade, New Zealand is a maritime nation. The Navy's people and ships are able to respond to a range of situations and undertake tasks such as maritime combat operations, search and rescue, underwater recovery, trade protection, defence engagement, peacekeeping, and disaster relief. The Navy's readiness to deploy provides the Government with an important tool to respond quickly to emergency situations around New Zealand's 15,000 kilometre coastline, the Southern Ocean and into the Asia-Pacific region.

## THE NEW ZEALAND ARMY / NGĀTI TŪMATAUENGA

152. The Army is a modern, agile, light combat force that is regarded as world-class among our military partners and national and international stakeholders.
153. Through comprehensive preparation and contingency training, the Army generates combat ready, multipurpose land forces that protect and defend New Zealanders and our national security and interests.
154. The Army's operationally prepared land forces provide effective combat capabilities for a wide range of tasks. By working alongside national, regional and international partners, allies and friends, the Army supports peace, stability and prosperity wherever Government directs them.

## THE ROYAL NEW ZEALAND AIR FORCE / TE TAUAARANGI O AOTEAROA

155. The Air Force is a group of highly trained and adaptable professionals who are able to work with and deploy complex airborne and ground-based technologies. The Air Force is driven by the need to train and maintain aircrews at the directed state of readiness and provide air capabilities that are sufficient to sustain both domestic requirements and deployed operations.
156. The Air Force is well-equipped to protect New Zealand's interests and respond quickly to situations both at home and overseas, working closely with the Army

and the Navy, as well as other government and non-government agencies.

## RESERVE FORCES

157. As well as full-time Regular Force personnel, the NZDF provides extra military capacity through the Reserves who work and train for the NZDF part-time (while carrying out a full-time civilian career or studies). These Reserves supplement the Regular Force by providing specialist roles and a contingent capability in the event of a large-scale military deployment. Reservists need to be ready to step into a full-time military role at any time.

## NZDF CIVILIAN PERSONNEL

158. NZDF civilian employees fill a wide range of non-military specialist and corporate roles including Legal Services, Logistics, Estate and Infrastructure, Defence Intelligence and Defence Digital. The wide variety of work they do supports and sustains an integrated and combat-ready defence force, and ensures the effectiveness of operations. Many civilian personnel are ex-Regular Force or Reservists.

## OUR DIRECTION / TĀ MĀTOU ARONGA

159. The NZDF continues to build on an already strong reputation as a trusted, professional, valued force that is reflective of New Zealand society.

160. New Zealanders need us to be a highly effective military force in the face of a rapidly changing world. While the core task of the NZDF is to be combat-ready to carry out military operations at any given time, there is also a large focus on its capability building and humanitarian roles. This requires a range of integrated capabilities.

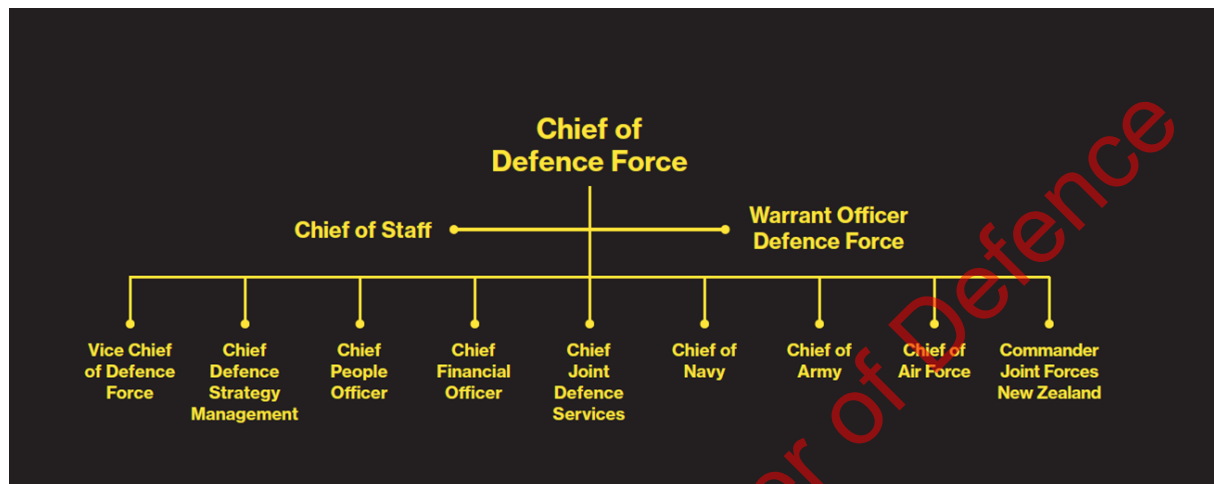
161. The policy direction for the NZDF is stated in a number of ways, including in principal policy documents (such as white papers and capability plans) that describe the Government's expectations for the NZDF. This direction is the primary vehicle for facilitating planning with the Defence Force.

162. The NZDF Strategic Plan's over-arching goal is for the NZDF to be an integrated defence force, as demonstrated by deployment of a networked combat force. The Plan takes into consideration the effects of the COVID-19 pandemic on the NZDF, the deteriorating strategic environment and increasing security threats, while awaiting the outcomes of the Defence Policy Review. The NZDF Strategic Plan will be refreshed based on the Review.

163. The NZDF is managing the pressures resulting from personnel and funding constraints. The NZDF continues to deliver against Government expectations as best as possible, while also regenerating the Force following the commitment to the COVID-19 response. This balance requires difficult prioritisation decisions.

164. The NZDF is working to become a better connected, coordinated and agile military organisation that thinks and acts as One Force, and works with partners to achieve better security outcomes for New Zealanders. In order to maximise

the NZDF's potential, successive governments have invested in equipment and platforms that will give service people the tools they need to integrate and align their activities to carry out this uplift.



## GOVERNING THE NZDF / NGĀ MANA HAUTŪ O TE OPE KĀTUA

165. The NZDF delivers defence outputs and outcomes for New Zealanders in partnership with the Ministry of Defence and in accordance with the Defence Act 1990, the Veterans' Support Act 2014, and other regulations.

166. The command structure of the NZDF is a chain that emanates from the Crown, down through the Chief of Defence Force, then branches out to the three Services; the Royal New Zealand Navy, the New Zealand Army and the Royal New Zealand Air Force, as well as Joint Forces New Zealand, the New Zealand Defence Force Headquarters, and enabling functions.

## NZDF ADVISORY BOARD

167. The governance of the NZDF is supported by the NZDF Advisory Board, which provides advice directly to the Chief of Defence Force. Chaired by an independent external member, the Board includes the Chief of Defence Force, the Vice Chief of Defence Force, the three Service Chiefs, the Warrant Officer of the Defence Force, the Secretary of Defence, and a number of independent external members. The role of the Board is to set the long term strategy for the NZDF and to monitor the organisation's strategic risks and performance, ensuring that accountabilities are clear and strategic initiatives are integrated across the organisation.



# NZDF GOVERNANCE SYSTEM



## GOVERNANCE ARRANGEMENTS WITH THE MINISTRY OF DEFENCE

168. In addition to the joint governance arrangements that are part of the Capability Management System, a joint Defence Business Committee (DBC) was established in 2013 to support work between the agencies on organisational and policy priorities. The DBC also considers work programmes in respect of audits and assessments of the defence system and International Defence Engagement Strategy.

## MAINTAINING PUBLIC TRUST AND CONFIDENCE

169. The New Zealand Defence Force is mindful of the need for transparency to maintain public trust and confidence, while also meeting its security obligations including ensuring we keep our personnel safe.

170. There are from time to time cases that will be considered through either the Civil Courts or the Military Justice System that are likely to be of public interest. There is an ongoing prosecution relating to espionage that is before the Court Martial of New Zealand. There has been considerable interest in this case as media have reported that the soldier has links to far right groups. A further appeal case before the Supreme Court following the conviction of former Air Force member, Robert Roper, involving a complex legal question on the scope of New Zealand's Accident Compensation scheme could potentially impact many other cases being taken against the Crown. A WorkSafe prosecution involving the death of SAS Trooper Nicholas Kahotea is scheduled to be dismissed following a High Court decision.

## STATUTORY AND NON- STATUTORY APPOINTMENTS / NGĀ KOPOUNGA Ā-TURE, TURE-KORE HOKI

### DEFENCE EMPLOYER SUPPORT COUNCIL

171. You are responsible for appointing the members of the Territorial Employer Support Council (the Council). The Council was established under the Defence Act 1990 in order to promote service in the Territorial Forces and to advise the Minister on related matters. Ministerial approval was given in 2016 for the Council to operate and be referred to as the Defence Employer Support Council (DESC).

172. The DESC consists of a Chair (currently Mr Bevan Killick), an NZDF representative (currently Chief of Army John Boswell) and up to eight appointed members. The DESC is independent of the NZDF and the Ministry of Defence and holds a minimum of two meetings each year. It is actively working on the development of short and long term strategies for its operation.

173. The focus of the DESC is to:

- engage with the employers of Reserve Force members and New Zealand Cadet Force officers
- open doors to civilian employment opportunities for members of the:
  - Limited Service Volunteer programme
  - New Zealand Cadet Forces (NZCF), and

- Regular Five Eyes Force members who are transitioning from the NZDF
- foster relationships with employers to identify potential NZDF opportunities where members with unique skills are needed by the NZDF, and
- other functions as determined by the Minister (the DESC Terms of Reference are defined by the Minister of Defence).

### VIET NAM VETERANS AND THEIR FAMILIES TRUST

174. You and the Minister for Veterans' Affairs are jointly responsible for appointing the Chair of the Viet Nam Veterans and their Families Trust. The Returned Services Association and the New Zealand Viet Nam Veterans Association each appoint two trustees to the Trust. These trustees are people who served in Viet Nam or who are a family member of someone who has served. The Trust is administered by the Department of Internal Affairs.

175. The Trust was established to support New Zealand Viet Nam veterans or their family members, whether living in New Zealand or overseas, with expenses such as house repairs, installing home heating, or travel for getting to hospital appointments. The Trustees consider how grants will benefit the lives of veterans and their families.

## **OUR COMMITMENT TO YOUTH DEVELOPMENT / TŌ TĀTOU PAIHERENGA KI TE WHAKAWHANAKE TAIOHI**

176. The NZDF is committed to building leadership, self-reliance, and resilience in young New Zealanders. It does this by supporting youth development programmes in the community that seek to develop young people and make a difference in their lives.
177. The New Zealand Defence Force has arrangements with the Ministry of Social Development and the Ministry of Education to deliver a range of youth and social intervention programmes. NZDF personnel supervise the youth development activities and are drawn from Reserve, Regular Force and Civilian personnel.

## **LIMITED SERVICE VOLUNTEER PROGRAMME**

178. The Limited Services Volunteer (LSV) programme is an intensive residential six-week training course established to help young people aged 18 -24 who are at risk of long-term unemployment to gain confidence, fitness and new skills. Sponsored and substantially funded by the Ministry of Social Development and supported by the New Zealand Police, the programme utilises the expertise of NZDF personnel to encourage young people to find a pathway into employment or education.

## **YOUTH LIFE SKILLS PROGRAMME**

179. The Youth Life Skills programme supports the Ministry of Education to deliver Service Academies within 30 secondary schools throughout New Zealand. The Service Academy Programme is aimed at 15 to 17 year old students who are at risk of disengaging or who have disengaged from school. The military-based programme helps students gain qualifications in preparation for the workforce, further education, or training. The NZDF typically provides leadership development and outdoors adventure-based training opportunities for Service Academies.

## **NEW ZEALAND CADET FORCES**

180. The New Zealand Cadet Forces (NZCF) is the second largest youth organisation in New Zealand. The NZCF is a disciplined, uniformed organisation which provides military-based leadership, personal development and operational training to persons aged between 13 and 18 years old. Through its three branches, the NZCF provides personnel with a three-year training curriculum, while a number of unit, area and national courses provide further experience and qualifications in specific training areas. Cadets learn a variety of skills, both practical and personal, which have positive flow-on effects in other areas of their lives, from school to future employment.

# ANNEX B

OVERVIEW OF THE  
MINISTRY OF DEFENCE /  
HE TIROHANGA WHĀNUKI KI TE  
MANATŪ KAUPAPA WAONGA

Released by the Minister of Defence

## THE MINISTRY OF DEFENCE / MANATŪ KAUPAPA WAONGA

defence and security challenges internationally.

181. The Ministry of Defence is a civilian agency of 175 staff.
182. As the Government's civilian advisor on defence, the Ministry:

- analyses and advises on New Zealand's defence and national security interests and challenges, both short and long-term
- advises the Government on how the Defence Force can meet current and future challenges
- plans for, advises on, and purchases major defence capabilities and systems
- builds and maintains strong defence relationships internationally, and
- advises on Defence's performance and effectiveness as a system.

183. The Ministry works closely with the NZDF, the Ministry of Foreign Affairs and Trade, and other agencies to carry out these activities. The Ministry also builds and maintains strong defence connections with other governments, including our ally Australia, so that New Zealand can contribute to the security of the Asia-Pacific region, as well as understand and respond to

## VOTE DEFENCE

184. The Ministry delivers its work through three departmental appropriations, and operates a Crown capital appropriation on behalf of the Minister of Defence for its work procuring major military capabilities.

## DEPARTMENTAL APPROPRIATION

185. The Ministry's departmental operating budget for 2022/23 is \$25.5 million, with an additional \$4.0 million funded through cost recoveries from NZDF for work undertaken on its behalf. The majority of the Ministry's departmental costs are spent on personnel.

## CROWN CAPITAL APPROPRIATION

186. Crown funding for the delivery of defence capabilities is allocated after Cabinet approval of business cases for specific projects. The Ministry has been appropriated \$1.49 billion<sup>1</sup> for major capability projects during the 2022/23 year. The value of capital projects under active management is approximately \$5.6 billion.

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<sup>1</sup> Actual spend is forecast to be close to \$1 billion (90% of which is for the Ministry's two largest projects, Air Surveillance Maritime Patrol, and Future Air Mobility Capability), with the appropriation including headroom for technical accounting adjustments relating to foreign exchange movements and recognition of costs incurred under Foreign Military Sales contract for the P-8A and C-130J aircraft.

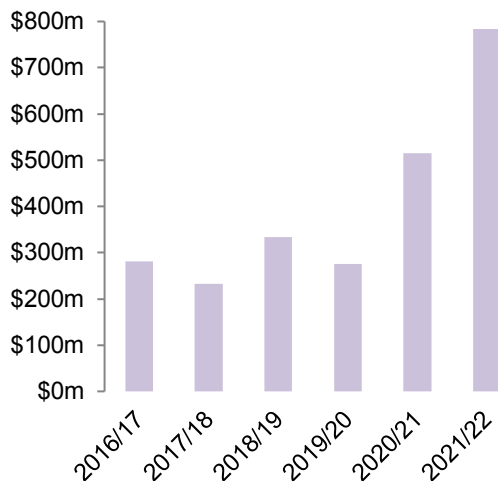


Figure 3: The Ministry's non-departmental expenditure on delivering Defence capabilities

## HOW THE MINISTRY IS ORGANISED – TE HANGANGA KAIMAHI A TE MANATŪ KAUPAPA WAONGA

187. The Ministry is organised around its civilian advice and capability delivery roles.

### POLICY AND PLANNING

188. The Ministry's Policy and Planning Division works in close partnership with the NZDF, and with other agencies, to deliver the defence planning cycle:
189. Policy Branch assesses our strategic environment and advises you on defence policy settings to shape and respond to it; Development Branch then defines capability and force structure to deliver on these settings; and International Branch advises you on applying defence capability through defence deployments and engagement.

### CAPABILITY DELIVERY

190. The Ministry's Capability Delivery Division has primary responsibility to lead the multi-disciplinary Integrated Project Teams (IPTs) that define, develop and deliver military capability for the NZDF which meets the Government's Defence policy objectives. IPTs incorporate personnel from both the Ministry and the NZDF.
191. Areas of particular responsibility for the Capability Delivery Division include source selection, contract negotiation and management, and project management. Additionally, the division is responsible for liaising with defence industry.
192. The Capability Delivery Division is responsible for the delivery of over 20 major military capability projects across the land, air, maritime, and information domains, totalling \$5.6 billion in capital spend.

### FINANCE

193. The Ministry's Finance Division provides financial services and advice to ensure prudent fiscal management and efficiency of Ministry operations. This includes:
- financial planning and monitoring
  - preparation of the annual financial reports, and
  - budget bids.



194. Finance provides financial management and support to the project teams purchasing major capital military equipment, and manages the cash position and foreign currency funds to minimise the foreign exchange risk.

## GOVERNANCE, PEOPLE AND EXECUTIVE SERVICES

195. The Ministry's Governance, People and Executive Services Division undertakes a range of activities to ensure the Ministry is an effective and accountable civilian advisor, and is a well-run, sustainable and resilient organisation. There are four branches: Governance and Assurance; Ministerial and Executive Services; Human Resources; and Office Management. The Division supports Ministry staff to work effectively and in strong partnership with the NZDF and other security sector agencies.

## STRATEGY MANAGEMENT AND ASSESSMENT

196. The Strategy Management and Assessment Division has two branches: Strategy Management Office and Defence Audit and Assessment.
197. Strategy Management Office works closely with NZDF to steward a coherent, integrated and Defence-wide strategy framework and system. Together with NZDF, they oversee the strategy system to ensure that Defence is clear about how it will achieve desired policy objectives and can demonstrate progress towards them.
198. Assessment and Audit will support the Ministry's statutory function under the Defence Act 1990, s 24(2)(e) to "arrange for the assessment and audit of the NZDF in relation to any function, duty, or project... as and when required by the Minister, or in accordance with a programme of audit and assessment approved by the Minister".

Released by the Minister of Defence

# ANNEX C

## CABINET FORWARD PROGRAMME TO OCTOBER 2023

Released by the Minister of Defence

199. Scheduling of Cabinet papers will be at your discretion, and coordinated between Defence agencies and your office. The table below details issues or matters for decision that you may need to take to Cabinet between now and October 2023.

Date	Type	Title	Context
16 Feb GOV	Cabinet paper <i>Programme Business Case, Implementation Business Case and Detailed Business Case</i>	Estate – Ohakea Infrastructure Programme Update – Programme Business Case and Fuels Detailed Business Case	Critical fuels infrastructure project. This is an update to the Programme Business Case along with a Detailed Business Case for the most pressing component, fuels management. Detailed Business Case. Cabinet approval is required to go to market.

s9(2)(f)(iv)

s6(a), s9(2)(f)(iv)

s9(2)(f)(iv)

Released by the Minister of Defence

Released by the Minister of Defence

Released by the Minister of Defence

Released by the Minister of Defence



# ANNEX D

NEW ZEALAND'S SECURITY  
ENVIRONMENT AND  
DEPLOYMENTS – TE ĀHUATANGA  
WHAKAMARUMARUTANGA O  
AOTEAROA

Released by the Minister of Defence

200. New Zealand is facing a more challenging strategic environment than it has for decades. *Defence Assessment 2021: He moana pukepuke e ekengia e te waka* identified strategic competition and the affect of climate change as the two principal challenges facing New Zealand's national, regional and global security interests. These interests include: our connections to the world, both physical and digital; a peaceful and resilient Pacific; and a strong and effective international rules-based system in the Indo-Pacific and beyond. New Zealand's strategic environment is changing even more rapidly than previously anticipated; resulting in a security environment that is less reflective of our values.

201. New Zealand has benefitted from a strategic environment characterised by an international rules-based system that reflects our values and supports our interests. This system of international law, norms, and institutions contributes to stability, provides safeguards against major conflict, and enables collective action on a range of issues. Over recent years, the effectiveness of this system in the international order has reduced through strategic competition and the increasing use of coercive statecraft, including hard power by some states.

202. s6(a)  
s6(a)  
s6(a)  
s6(a)  
Russia's illegal invasion of Ukraine in February 2022 shows its

ongoing disregard for fundamental international laws and norms.

203. The wider Indo-Pacific is now the central global theatre for strategic competition,

s6(a)  
s6(a)  
s6(a)  
s6(a)  
s6(a)  
s6(a)  
Indo-Pacific states are rapidly investing in their military and security capabilities in response to the range of security challenges they are facing.

204. Over recent years, the Pacific has become increasingly significant as a theatre for strategic competition. s6(a)

s6(a)  
s6(a)  
s6(a)  
s6(a)  
s6(a)

205. Despite their extreme remoteness and environmental harshness, strategic interest in the Southern Ocean and Antarctica is growing. The Antarctic Treaty System (ATS) provides parameters to guide state action, s6(a)

s6(a)  
s6(a)  
s6(a)

206. Addressing the effects of climate change will be one of the greatest global challenges of coming decades. But its effects are being felt now. Rising global temperatures are already increasing the frequency and intensity of extreme weather events. The environmental

effects of climate change have both direct and indirect flow-on effects on human security and wellbeing, which will increasingly present, and intersect with, national security challenges.

207. Pacific Island countries, in particular, are confronting the effects of the combination of complex disruptors, and are at the front line of the intensifying effects of climate change. The region is likely to require more humanitarian assistance and disaster relief, stability operations, and search and rescue missions in the next decade.

208. The region is also at the centre of renewed geostrategic competition. In 2019, s6(a)

[REDACTED]

209. Further afield, supporting stability in the Asia-Pacific, from countering violent extremism s6(a) to the de-nuclearisation of North Korea remain important to uphold regional security.

210. As challenges to the international rules-based order intensify it will remain in New Zealand's vital interest to act in support of this order. While we will conduct some missions on our own, most NZDF deployments will be undertaken alongside other government agencies and our international partners, including our ally Australia.

211. Our partnerships, including with our Pacific and Five Eyes partners, are vital to enabling the realisation of our

interests, the promotion of our values and the safeguarding of our sovereignty in a complex and changing world.

## REGIONAL SECURITY / TE WHAKAMARUMARUTANGA O TE ROHE WHĀNUI

### THE PACIFIC

212. A secure, stable, prosperous and resilient Pacific region is central to New Zealand's national security interests. New Zealand also has constitutional commitments to defend the Realm Countries. Defence articulated its approach to the Pacific region in the assessment *Advancing Pacific Partnerships*, launched in 2019.

s6(a)

[REDACTED]

213. Strengthening relationships between New Zealand and Pacific partners across a range of government agencies, is a central focus of New Zealand's defence and foreign policy. Defence seeks to leverage its extensive, and longstanding, people to people connections and our position as one of the most networked states in the region (being a member of the most security groupings) s6(a)

[REDACTED]

s6(a)

we work actively with like-minded partners to promote and protect the rules based international order in the Pacific s6(a)

214. Capable defence organisations, both civilian and military, in the Pacific are also important to New Zealand's security. New Zealand invests in capability-building to lift the skill and professionalism of Pacific militaries through our Defence Partnership Programmes with Fiji, Tonga and Papua New Guinea. Regular exercises and maritime surveillance patrols are also opportunities to support Pacific efforts to secure their vast exclusive economic zones and build skills alongside Pacific personnel. These exercises also build common understanding and interoperability with Pacific partners.

215. Strengthening the capacity and capability of civilian defence agencies in the Pacific represents a further way in which New Zealand can help increase the resilience of Pacific Islands countries and embed and expand our people to people links in crucial security sectors across the Pacific. s9(2)(f)(iv)

s6(a), s9(2)(g)(i)

216. There is a wide range of membership-based groups in the Pacific for discussing security issues. New Zealand is a member of many of these regional fora and uses its position in these fora to actively advocate for a shared regional response to security challenges that are in line with our values. It is important that these fora remain effective, both to us and our partners, so that they remain a valuable method of discussing and resolving challenging issues.

217. These settings provide New Zealand with regular opportunities to interact with key security leaders in the region. At the ministerial level, the South Pacific Defence Ministers' Meeting (SPDMM) (members include Australia, New Zealand, Fiji, Tonga, Papua New Guinea, France and Chile) is the central regional meeting. SPDMM convenes annually to discuss regional approaches to security priorities, and convey these priorities publicly through a shared communique.

218. s6(a)

sharing views on traditional and non-traditional security challenges; better coordination of humanitarian assistance and disaster relief; maritime protection and coordination; developing women in Pacific defence forces; and the security implications of climate change. New Zealand has provided high-profile support to these efforts, including through co-hosting the Women, Peace and Security Summit in 2019 with Samoa. The SPDMM has been consistently attended by the Minister of Defence. Ministers last met in

Tonga in October 2022. The 2023 SPDMM meeting will be in New Caledonia s6(b)(i)

219. In response to the rapid deterioration of the security situation in Solomon Islands' capital Honiara in November 2021, Cabinet agreed to a deployment of up to 60 NZDF personnel, an Offshore Patrol Vessel and 11 NZ Police personnel for up to 30 days. The Australian-led joint regional presence has become known as the Solomon Islands International Assistance Force (SIAF) which has been instrumental in helping to stabilise the security situation, and prevent further violence and destruction of property in Honiara. The deployment period for a reduced NZDF presence was subsequently extended several times,

s6(a)

with a mandate of no more than 15 NZDF personnel. Four NZDF are currently deployed under SIAF.

s9(2)(f)(iv), s9(2)(g)(i)

## THE WIDER INDO-PACIFIC

### CHINA

220. s6(a)
- China's size and sustained economic growth over several decades has provided the basis to grow its

strategic power, s6(a)

221. In the Indo-Pacific, China's influence in the region has grown as its trade relationships have flourished. China's increased presence in the Pacific is seen by Beijing as part of its natural progression s6(a) and a region it has had a long history with. s6(a)
222. Beijing is energetically pursuing modernisation of the military: the People's Liberation Army (PLA), with a vision to transform the PLA into a "world class" military by 2049, the centenary of the People's Republic of China. Beijing is making significant strides towards closing military gaps with the United States; building capacities intended to deter and defeat adversaries from operating in the 'First Island Chain'; and growing capability to operate further afield.

223. s6(a)

s6(a)  
Taiwan is a potential flashpoint for geopolitical tensions in the Indo-Pacific, and will likely be a topical issue during 2023.

## SOUTH CHINA SEA

224. The South China Sea is an increasingly contested space. China uses a broad set of levers in pursuit of its external interests, including in pursuit of its territorial claims. s6(a)

Notably, China has created and extended multiple artificial island features in the Spratly and Paracel Islands upon which it has constructed bases. These posts now feature radar and communications arrays, airstrips and hangars, deep water harbours and weapons systems, which provide China with the ability to quickly deploy a range of additional capabilities in and around key international shipping lanes.

225. s6(a)  
New Zealand's position remains that we want a peaceful resolution of differences, in accordance with international law.

226. s6(a)

227. The NZDF has operated in the region for decades, in support of regional peace and stability and freedom of navigation and overflight.

## SOUTH EAST ASIA

228. As well as formal bilateral defence relationships with seven of the 10 countries in South East Asia, Defence's principal regional engagement is through the ASEAN Defence Ministers' Meeting-Plus (ADMM-Plus); the members of which include the 10 ASEAN countries plus New Zealand, Australia, the United States, China, Japan, South Korea, India and Russia. Indonesia is the Chair for 2023, and while disruption from the COVID-19 pandemic saw many virtual engagements, all meeting and activities are now being conducted physically. Indonesia is planning on holding the annual Ministers' Meeting in the last week of July 2023.

229. Also important to New Zealand is our participation in the Five Power Defence Arrangements (FPDA) with Singapore,



Malaysia, Australia and the United Kingdom.<sup>22</sup> The FPDA conducts two major exercises per year and New Zealand typically contributes ships and aircraft plus supplementary staff. The FPDA Ministers last met during the 50<sup>th</sup> Anniversary celebration in 2021 and are due to meet again in 2024, although informal meetings are held in the margins of the annual Shangri-La Dialogue.

230. The Shangri-La Dialogue is considered Asia's premier defence summit and attracts Defence Ministers, industry leaders and academics from across the world providing excellent opportunity to conduct bilateral meetings with a wide range of counterparts. It will be held in Singapore over the period 2-4 June 2023. The Minister of Defence has normally accepted an invitation to make a speech at a plenary or special session.

## KOREAN PENINSULA

231. The Democratic People's Republic of Korea (DPRK) is the most pressing security concern facing the Indo-Pacific region. Its nuclear and ballistic missiles s9(2)(g) impact key New Zealand political, security and economic interests, and present a proliferation risk for nuclear weaponry and technology. The DPRK's conventional military capabilities also continue to pose significant risks to the Republic of Korea (ROK) and Japan.

232. The DPRK launched an unprecedented number of missiles in 2022. This includes a resumption of long-range missile testing for the first time since 2017 with DPRK launching eight ICBMs in 2022. These missile tests are in contravention of United Nations Security Council (UNSC) Resolutions. To date, DPRK has conducted six nuclear weapon tests, the last being in September 2017. The United States, ROK and the International Atomic Energy Agency have all noted preparations for a potential seventh nuclear test.

233. In recent months there have also been an increasing number of incidents on the border between North and South Korea. DPRK rang in the New Year with several missile launches and a commitment to 'exponentially increase' production of nuclear and conventional weapons.

234. In 2022, the newly-elected ROK President Yoon promised a tougher stance against DPRK than his predecessor. s6(a)

235. New Zealand supports security on the Korean Peninsula through the longstanding NZDF deployment to the UN Command (UNC) and its Military Armistice Commission (UNCMAC) in the ROK under *Operation Monitor*. There are currently 12 NZDF personnel deployed, six to the UNC and six to the

<sup>22</sup> The members of the Five Power Defence Arrangements are Australia, Malaysia, New Zealand, Singapore and the United Kingdom.

UNCMAC. The current mandate for *Operation Monitor* expires on 31 August 2023. s9(2)(f)(iv)

236. In addition, *Operation Whio*, which involves periodic deployments of maritime patrol aircraft to undertake maritime surveillance in North Asia supports UNSC sanctions by detecting and deterring DPRK sanctions evasion activities at sea s6(a)
- New Zealand also deploys s6(a) personnel to the Enforcement Coordination Cell (ECC) located in Japan. The ECC coordinates maritime patrol activities, receives evidence collected through maritime surveillance, and conducts initial analysis. The current mandate for *Operation Whio* expires on 30 September 2024.

## INTERNATIONAL SECURITY ISSUES / NGA TAKE WHAKAMARUMARUTANGA O TE AO

### COUNTERING VIOLENT EXTREMISM AND NEW ZEALAND'S CONTRIBUTION

237. New Zealand has contributed to the Global Coalition to Defeat ISIS (D-ISIS) since 2015, the most substantial aspect of this contribution was to the joint

Australia-New Zealand Building Partner Capacity (BPC) mission at Taji, Iraq. The mission trained over 47,000 Iraqi Security Force personnel at Taji since 2015. In April 2020 the BPC mission successfully concluded.

238. In March 2022, Cabinet extended the mandate for two NZDF roles in *Operation Inherent Resolve* for one year, through to 30 June 2023. Upon the expiry of this mandate, the NZDF will withdraw its remaining two personnel, concluding our eight year military deployment to the D-ISIS Coalition. In July 2022, Cabinet approved a package of non-military support which will see New Zealand contribute NZ\$4 million to D-ISIS efforts over the next three years.

239. New Zealand provides a multiagency contribution to *Operation Gallant Phoenix* (OGP), a multinational information sharing and intelligence mission tasked with countering violent extremism across the globe. OGP enhances contributors' ability to understand and respond to current, evolving and future threats

s6(a), s6(b)(ii)

New Zealand's deployment to OGP began in 2014. The mandate for this deployment expires on 30 June 2023

s9(2)(f)(iv)

240. New Zealand has also contributed to a Singapore-led initiative to establish a Counter-Terrorism Information Facility (CTIF) since 2020. The facility will seek to improve the counter-terrorism information sharing, primarily through

the exploitation of open-source material.

s9(2)(f)(iv)

## MIDDLE EAST AND AFRICA

241. The Middle East and Africa region is a long-standing theatre of operations for New Zealand and our partners. Territorial instability, proliferation of violent extremist organisations, threats to freedom of navigation, and regional power politics coalesce in the region but the affect and ramifications are global.
242. Global coalitions which safeguard sovereignty, maintain and monitor peace, and ensure compliance with international instruments have worked towards long-term stability, and facilitated cross-border cooperation. Threats to the global commons, particularly the congested shipping lanes of the Persian Gulf and the Horn of Africa, are tackled by international initiatives to safeguard critical maritime trade, and uphold freedom of navigation.
243. Challenges to the international rules-based system in the region have a disproportionate impact on international security, the global economy, and therefore New Zealand's interests. Consequently, New Zealand currently supports these international stabilisation efforts through the deployment of NZDF personnel, aircraft and vessels to an array of missions throughout the region.

## PEACE SUPPORT OPERATIONS

244. New Zealand has a long history in peace support operations, having been involved in more than 40 peace operations in more than 25 countries over the past six decades, either under UN auspices or as part of coalitions. New Zealand's personnel are highly regarded due to their training, professionalism, practicality and neutrality.
245. There are currently three personnel deployed to the UN Mission in South Sudan (UNMISS), and eight to the UN Truce Supervision Organisation (UNTSO) in Israel, the Golan Heights and Lebanon, ranking New Zealand 95 out of 125 in terms of UN troop contributing nations. An additional twelve personnel serve in the UN Command in South Korea (but this is not formally a UN mission).
246. New Zealand was a founding member of the Multinational Force and Observers (MFO) mission, with the NZDF contributing troops to the Sinai since 1982. With 31 personnel in total, New Zealand's contribution to the MFO mission in the Sinai Peninsula represents New Zealand's largest contribution in the region. New Zealand currently holds the MFO Force Commander position (and two associated roles), but is scheduled to hand this over in March 2023, reducing New Zealand's overall contribution to 28 personnel.

EUROPE

247. Your appointment as Minister of Defence comes at a time of significant uncertainty in Europe. s6(a)

Russia's invasion of Ukraine fundamentally challenges the international rules-based system.

248. The international response has been strong, rapid and cohesive, and has made broad use of harder edged tools of statecraft. s6(a)

249. s6(a)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] actions taken in support of Ukraine and against Russia have enjoyed more broad international – and particularly diplomatic – support,

s6(a)

Age Group	Number of People
18-24	100
25-34	95
35-44	90
45-54	85
55-64	80
65-74	75
75-84	70
85+	65

250. Our assistance to Ukraine supports New Zealand's strategic interest in the defence of the international rules-based system, underlines our commitment to collective security, gives voice to our values, and reinforces our independent foreign policy. This assistance has come in the form of diplomatic, economic and military contributions. To date, the NZDF has deployed intelligence, liaison, logistics and training personnel to Europe to support the Armed Forces of Ukraine, activated our open source intelligence capability in New Zealand, in addition to the provision of surplus equipment, satellite access and funding for lethal weapons and ammunition (in the form of air defence missiles). The current deployments to Ukraine have Cabinet mandates to 30 June and 31 July respectively. S

\_\_\_\_\_ 3

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251. You will receive invitations to the monthly US and Ukraine-led Ukraine Defence Contact Group meetings, usually held in person in Europe with the option to attend virtually. This meeting is normally attended by approximately 30 other Ministers of Defence and Chiefs of Defence Force from contributing countries, with presentations from Ukraine and NATO partners discussing battlefield updates and key requirements for Ukraine to continue their self-defence efforts.

## OVERVIEW OF UKRAINE FINANCIAL SUPPORT TO DATE

Diplomatic (\$5.215m)	Military (\$47.670m)	Economic and Humanitarian (\$15.130m)
International Criminal Court (\$3.415m)	NZDF Deployments (\$24.720m)	Ukraine Humanitarian Response (\$10.93m)
UN Office of the High Commissioner for Human Rights (\$1.00m)	Supplies and Equipment (\$11.350m)	Global Food Insecurity (\$1.850m)
International Court of Justice (\$0.800m)	Weapons and Ammunition (\$7.500m)	Russia Sanctions Act (\$1.600m)
	Commercial Satellite Access (\$4.100m)	Cyber Resilience (\$0.750m)

Released by the Minister of Defence

## CURRENT DEPLOYMENTS / NGĀ KAIMAHI KEI TĀWĀHI I TĒNEI WĀ TONU

252. NZDF personnel are deployed on major peace support operations, maritime security, training missions and into headquarters positions around the world. 241 personnel are deployed on the following missions:

Deployment	Mandated Size	Description	Mandate Expiry
<b>Bahrain and United Arab Emirates: Operation PUKEKO</b>	Up to 12	Provides command and specialist support to coalition maritime security operations in the Middle East. Up to six NZDF staff are embedded in the Combined Maritime Forces (CMF) Headquarters in Bahrain.  s6(a)	June 2024
<b>Egypt: Operation FARAD</b>	Up to 31	Deployment to support the Multinational Force and Observers (MFO), Sinai Peninsula, Egypt, supervising the peace treaty between Egypt and Israel. NZDF provides up to 28 personnel across a number of functions. NZDF currently provides the Force Commander (Major General Evan Williams) and three associated support staff until March 2023.  Surges of up to ten personnel for up to six months s3(2)(g)(ii) are deployed with the approval of Ministers with Powers to Act in support of the MFO's reconfiguration process.	Sept 2024
<b>Iraq: Operation MOHUA</b>	Up to 2	New Zealand's contribution to the Defeat ISIS Coalition (D-ISIS). Two personnel are deployed to the United States led OPERATION INHERENT RESOLVE (OIR) in Iraq and Kuwait.  New Zealand's deployment to OIR concludes in June 2023.	Jun 2023
<b>Golan Heights and Lebanon: Operation SCORIA</b>	Up to 8	Deployment to the United Nations Truce Supervision Organisation (UNTSO), monitoring the truce agreements between Israel and Syria, Jordan and Egypt.	Sept 2024
<b>Republic of Korea: Operation MONITOR</b>	Up to 12	Contribution of six personnel to the United Nations Command Military Armistice Commission (UNCMAC), which monitors and supports the implementation of the armistice agreement signed at the end of the Korean War, and six personnel to the US-led United Nations Command Headquarters.	Aug 2023

Deployment	Mandated Size	Description	Mandate Expiry
<b>Jordan: Operation SOLAR</b>	s6(a)	Contribution s6(a) to New Zealand's multi-agency contribution to Operation GALLANT PHOENIX, a platform for collection, monitoring and sharing of material regarding potential and existing domestic and global threats. s6(a) s6(a) s6(a)	June 2023
<b>South Sudan: Operation SUDDEN</b>	Up to 3	Peace support deployment of three officers to the United Nations Mission in South Sudan (UNMISS).	Jun 2024
<b>Japan: Operation WHIO</b>	Up to 46	Maritime surveillance deployments (P-3K2 Orion and by 2024 the P-8A Poseidon) in support of UNSC sanctions enforcement against North Korea. s6(a) deployed to the Enforcement Coordination Cell in Japan.	Sep 2024
<b>Solomon Islands: Solomon Islands Assistance Force (SIAF)</b>	Up to 15	Contribution to supporting peace and security in the Solomon Islands. Four people are deployed as part of Task Unit 651.9 which provides support to the Multinational Police Support Group.	s6(a)
<b>Europe: Operation TIEKE</b>	Up to 95	The NZDF currently has up to 95 personnel deployed across Europe, in support of Ukraines self-defence. The deployed personnel are conducting work in intelligence, liaison, logistics and training.	June/July 23
<b>Antarctica: Operation ANTARCTICA</b>	Various depending on detailed support	NZDF provides support to Antarctic New Zealand in the form of air transport (15 return flights per season), engineering and logistic support.	Annual



# ANNEX E

TRANSLATING DEFENCE POLICY  
INTO CAPABILITY /  
TE WHAKATINANA I TE  
KAUPAPAHERE KAUPAPA WAONGA  
KIA WHAI KAHA AI

Released by the Minister of Defence

253. The Government sets the strategic direction for how it expects Defence to respond to challenges in the strategic environment. This direction sets the roles and tasks the Defence Force is expected to undertake, and guides

choices and priorities in making capability purchases.

254. Based on the Government's direction, Defence develops long-term plans on how these intentions translate into defence effects and equipment.



Figure 2: How the Ministry informs and implements the Government's policy for Defence

## DEFENCE CAPABILITY PLAN

255. The Defence Capability Plan (the Plan) allows the Government to communicate its Defence capability priorities to the public, industry, and international partners. The 2019 Plan identified and sequenced capabilities for use by the Defence Force in order to give effect to the Government's policy intentions. It sets out indicative planned investments in the NZDF out to 2030, while identifying further potential investments to be made after 2030. These indicative investments do not represent a final commitment by Government.

256. By providing visibility of planned Defence investments, the Plan allows the Government to more easily consider projected Defence capability commitments alongside other Government priorities. This is

particularly useful when preparing annual Budgets and balancing the needs of other Government agencies.

257. Following robust scrutiny by Defence officials and other government agencies such as The Treasury, individual business cases justifying each significant investment are submitted to Cabinet for approval and consideration of available funding within Budget capital and operating allowances, taking into account other Government investment priorities.

258. Defence is currently managing a large portfolio of investment, which includes some items within the *Defence Capability Plan 2019*.

s9(2)(f)(iv), s9(2)(g)(i)

259. The Plan can be updated at the direction of Ministers. The plan is usually updated following a Defence White Paper process to capture the changes in investments signalled, but can be changed in between Defence White Paper reviews as occurred in 2019.

s9(2)(f)(iv)

## DEFENCE CAPITAL PLAN

260. The Defence Capital Plan outlines the funding requirements for implementing the Defence Capability Plan, and details specific capital spending by fiscal year out to 2030. It is reviewed on an annual basis to assess the affordability of planned investments. The Defence Capital Plan is an official document not for public release due to the commercially sensitive nature of the information.

## THE DEFENCE CAPABILITY MANAGEMENT SYSTEM

261. Defence has a scalable and resilient Capability Management System (CMS) that is capable of delivering an expanding portfolio of complex projects. The CMS provides decision-makers with a strong level of confidence and assurance to support informed decision-making. The CMS was established in 2017 as part of an uplift to address structural, operations and information deficiencies within the previous system.

Subsequent reviews by Sir Brian Roche in 2018, 2019 and 2021 concluded that the CMS has addressed and rectified these issues. The final review concluded that the CMS is an increasingly mature and resilient system, which has to date achieved what it was set up to do, and has been successfully embedded as the leading example for long term capital planning within the public sector.

262. As a tier one capital intensive agency, Defence is subject to assessments under the Investor Confidence Rating Index (ICR) assessment process. The ICR is designed to provide an incentive mechanism that rewards good investment management performance, encourage departments and the Central Agencies to address gaps in investment performance, and provide Ministers with an indicator of the confidence they can have in an agency's capacity and capability to realise a promised investment result.

263. In 2018, The Treasury raised the rating from B to A for major Defence capability management, highlighting Defence's robust asset management, project, programme and portfolio management, and long term planning.

264. s9(2)(g)(i)

# ANNEX F

NEW ZEALAND DEFENCE  
INDUSTRY / TE RĀNGAI KAUPAPA  
WAONGA O AOTEAROA

Released by the Minister of Defence

265. Defence industry is a key partner and a fundamental input in the successful delivery and support of military capability.
266. In 2022/23, Defence is forecast to spend over \$2 billion in capital and operating expenditure on goods and services. The partnership this creates with industry is deep and wide-ranging. It includes the purchase of military equipment, long-term maintenance and support services, facilities management, personnel sustainment and training, and the supply of professional services. As at 1 October 2022, Defence had over 1,140 active contracts.
267. Given the scale and complexity of many of Defence's larger capital investments, prime contractors tend to be international suppliers. However, in line with the Government Procurement Rules and the broader outcome to increase New Zealand business access to Crown procurement, including Māori and Pasifika businesses, Defence's focus is on providing opportunities for domestic suppliers to partner with prime contractors, either in the supply of components and engineering support or in the area of through-life maintenance and sustainment.
268. The New Zealand Defence Industry Association supports engagement between industry and Defence to deliver improved commercial outcomes for the Ministry, NZDF, other national security sector agencies and industry. Defence industry is also an important stakeholder in the Defence Policy Review.

## NEW ZEALAND DEFENCE INDUSTRY ADVISORY COUNCIL

269. The New Zealand Defence Industry Advisory Council (different from the Defence Industry Association) is a non-statutory Ministerial advisory board comprising senior defence industry leaders.
270. Chaired by Beca Group Ltd Chief Executive, Greg Lowe, its purpose is to provide
- you with national and international defence industry advice, encourage a strategic relationship between Defence and industry, and act as a conduit between Defence and industry
  - on defence matters. The Council also facilitates the annual.
271. s9(2)(g)(i) [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

# ANNEX G

DEFENCE ESTATE /  
NGĀ PĀ O TE OPE KĀTUA O  
AOTEAROA

Released by the Minister of Defence

272. New Zealand Defence Estate (the Estate) comprises 81,000 hectares and over 4,700 buildings across nine camps and bases, two large training areas, and associated support facilities. A map showing the geographical spread of the NZDF camps, bases and main facilities is attached.

273. The NZDF's Estate and infrastructure is a critical enabler and strategic asset. It provides the working, training and living environments required for generating and maintaining military skills and capabilities. In some cases, Defence Force infrastructure is akin to that of a small township including water treatment, wastewater, runways, wharves and roading to support military operations.

274. There is minimal or no remaining useful life for the majority of assets. Many people are working in aged assets prone to breakage, accelerated deterioration, unhealthy, and often unsafe working conditions. Dilapidation of the Estate is particularly evident in the living and training environments, and with network utilities. There are many challenges to overcome, in particular:

- assets are no longer fit for purpose due to a mix of underinvestment, insufficient asset management capability and uncoordinated infrastructure capital projects;
- increasing compliance standards resulting in risk of infrastructure not meeting minimum human

health, environmental and NZDF regulations and standards; and

- s9(2)(g)(i) [redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]

## REGENERATION UNDERWAY

275. Investment in the Defence Estate is vital for ongoing operations, the well-being of the NZDF and New Zealanders, and to support growth in the regions. In 2016, the NZDF implemented the Defence Estate Regeneration Programme to address critical underinvestment in the Estate. This investment programme was designed to achieve a fit for purpose and sustainable Estate that more effectively enables the delivery of Defence Force outputs. To date the investment required has not been matched by Budget.

s9(2)(g)(i) [redacted]  
[redacted] cost escalations within the construction sector are adding to asset decline.

276. The initial investments have prioritised health, safety and compliance works alongside the provision of support to new capability projects (to the value of \$300 million) such as building new infrastructure to accommodate the future arrival of Boeing P-8A Poseidon



maritime patrol aircraft at Ohakea Air Base.

277. Cabinet has directed that funding allocated to the Estate Regeneration Programme, as set out in the Defence Capital Plan, will not be reallocated within Vote Defence Force without Cabinet agreement. s9(2)(f)(iv)
- In FY 2023/24 approximately \$109 million of depreciated capital is generated. s9(2)(f)(iv)

## FIRST PRINCIPLES REVIEW

278. In August 2022, Cabinet agreed with the outcomes of the First Principles Review of the Defence Estate Footprint. It confirmed that as a guiding principle to managing the Defence Estate, the NZDF will maintain a substantial presence in its current locations including existing training areas. While approving the decision to stay in Devonport, Cabinet also tasked the NZDF to give careful consideration to a supplementary maritime facility in Whangarei because half of the Devonport Naval Base is at risk from flooding events due to rising sea levels. In addition, the conclusion of the First Principles Review has cleared the way for the following investments (subject to annual Budget funding):

- continuation of approved projects from the Defence Estate Regeneration Programme Plan 2016-2030

- replacement of existing infrastructure at Ohakea (with an immediate focus on the Fuels Precinct)
- off-base Defence Force housing at all camps and bases
- on-base accommodation, messing and dining modernisation at all bases with a pilot proposed for Linton Military Camp
- infrastructure supporting the Consolidated Logistics Project with its planned infrastructure builds of workshops and warehouses
- infrastructure linked to new capabilities and platforms
- horizontal infrastructure replacement (e.g. three waters, roads, communications and electricity utilities) over the entire Estate
- regional facilities (with the first focus on Wellington and Dunedin facilities)
- maintenance and upgrades of existing buildings where this is feasible (as part the annual planned maintenance programme), and
- moving units from Waikouru to Burnham and Linton to support personnel and family needs and optimise the Army's functional distribution of land training between the North and South Islands (known as 'Plan Mere').

Figure 4: the Defence Estate

Released by the Minister of Defence

# ANNEX I

BIOGRAPHIES / NGĀ HAURONGO

Released by the Minister of Defence

## DEFENCE CHIEF EXECUTIVES

### SECRETARY OF DEFENCE – ANDREW BRIDGMAN

Andrew Bridgman became the Secretary of Defence and Chief Executive of the Ministry of Defence on 1 July 2019. Before becoming Secretary of Defence, Andrew was the Chief Executive and Secretary for Justice, commencing that role in August 2011. Andrew was previously the Deputy Chief



Executive, Ministry of Health from 2007, and from August 2010 to January 2011 was the Acting Chief Executive and Director-General of Health. Prior to joining the Ministry of Health, Andrew was Deputy Secretary, Policy and Legal Group, Ministry of Justice. Andrew began his career in 1991 as a Senior Solicitor in the Ministry of Māori Development. He has a Bachelor of Laws from Victoria University of Wellington and worked as a Solicitor in Rudd Watt and Stone (now Minter Ellison). Andrew has led substantial change management programmes in large, complex departments and has been responsible for developing justice policy and advice to Ministers on matters relating to criminal justice and crime prevention, constitutional law, human rights and public and commercial law.

### CHIEF OF DEFENCE FORCE – AIR MARSHAL KEVIN SHORT

Air Marshal Kevin Short joined the Royal New Zealand Air Force (RNZAF) in 1976 as a General Duties Navigator. In his early career Air Marshal Short was employed on No 5 Squadron completing duties as a Navigator, Tactical Coordinator, and Aircraft Captain, and accumulated over 5,000 flying hours primarily on



the Lockheed P-3K Orion aircraft. Whilst on No 5 Squadron he held the positions of Navigator Leader, Deployment Commander, and Operations Flight Commander. In 1987 Air Marshal Short attended the General Duties Aero Systems Course at Royal Air Force Cranwell, and in 1991 attended No 32 Staff Course at the RNZAF Command and Staff College. In 1999 he attended the USAF Air War College in Alabama, USA.

Air Marshal Short has also filled a range of senior command and representational appointments. In 2002 he served as the NZDF Senior National Officer in the United States Central Command as part of Operation Enduring Freedom. In 2003 he took up the position of Officer Commanding No 485 Wing, RNZAF Base Auckland, with responsibility for the RNZAF Operational Force Elements. In 2006 he served as Senior National Officer and Commander of the NZ Provincial Reconstruction Team (Rotation 9), Bamyan, Afghanistan. In June 2007 Air Marshal Short was appointed Assistant Chief Development in HQNZDF on promotion to the rank of Air Commodore, and in 2009 took up the appointment of Assistant Chief Strategic Commitments and Intelligence. In 2011 he was posted as Deputy Chief of Air Force and in 2013 assumed the appointment of Commander Joint Forces New Zealand in the rank of Air Vice-Marshal. Air Marshal Short was appointed as Vice Chief of the New Zealand Defence Force in 2014, and became Chief of Defence Force effective 1 July 2018.

## MINISTRY OF DEFENCE LEADERSHIP TEAM

### DEPUTY SECRETARY, CAPABILITY DELIVERY –SARAH MINSON



Sarah Minson is acting Deputy Secretary, Capability. She has over 20 years experience in the management of large projects. Sarah joined Ministry of Defence in 2018 and spent three years leading the combat systems upgrade programme for New Zealand's two ANZAC class frigates. She then took on the role of Director Air Domain with responsibility for several large capability projects including the purchase and introduction into service of the P-8A Poseidons and the C-130J Hercules fleets. Prior to joining Ministry of Defence, Sarah spent 13 years working for Statistics NZ. The majority of this time was on the 5 yearly Population Census. Sarah has significant experience leading software and data related programmes. Sarah holds a Bachelor of Arts (Hons) and a Bachelor of Commerce from Canterbury University, NZ.

### DEPUTY SECRETARY, STRATEGY MANAGEMENT AND ASSESSMENT – ANTON YOUNGMAN



Anton joined the Ministry of Defence as Deputy Secretary, Strategy Management and Assessment in November 2022. Prior to this he was the General Manager, Sector Insights at the Ministry of Justice, where he was responsible for performance reporting, data analytics, research and evaluation across the justice sector and judiciary. Anton was previously a Strategy Consultant for eight years and before that was part of the International (mathematical) Modelling branch of the UK's Department for Environment, working closely with the European Commission and the OECD on international tariffs and subsidies. Anton was a BSc (Hons) from Cardiff University in Mathematics and Statistics and a MSC from Southampton University in Operational Research.

### DEPUTY SECRETARY, DEFENCE POLICY AND PLANNING – RICHARD SCHMIDT



Richard Schmidt starts as Deputy Secretary Defence Policy and Planning on 13 February. Richard is an experienced public servant who has worked in the Policy Advisory Group at the Department of the Prime Minister and Cabinet since 2017, providing advice to the Prime Minister on a variety of portfolios including Defence, Police, Immigration, Customs and Corrections. His work has included firearms reform, COVID-19 border settings, and Reconnecting New Zealand. Prior to that he was the General Manager Criminal Justice Policy at the Ministry of Justice, leading work on domestic and international criminal justice policy. Before moving into the Ministry of Justice, Richard worked for several years in the Health sector, including on the Board of a Primary Health Organisation, in senior roles at Hutt Valley and Wairarapa District Health Boards, and in a variety of functions at the Ministry of Health. Prior to joining the public service in 2005, Richard worked in private legal practice for seven years, mainly in property, finance and commercial law. He holds an LLB (Hons) from Canterbury University and is a qualified lawyer.

## CHIEF FINANCIAL OFFICER – PASANKA WICKREMASINGHE



Pasanka Wickremasinghe was appointed Chief Financial Officer in August 2017. Pasanka is responsible for providing financial services and advice to the Ministry to ensure prudent fiscal management and finance operations of the Ministry. Previously Pasanka worked at Chorus Ltd as a Manager, Capital Investment and Performance where as part of this role, Pasanka was responsible for the financial planning, forecasting and management of Chorus's capital programme. Pasanka has also worked in the United Kingdom, where he held a number of senior finance roles for the NHS Lambeth, one of the largest healthcare service providers and commissioners of healthcare in the UK. Prior to that, Pasanka was a member of the Audit New Zealand team, where he worked with a number of government agencies and provided specialist assurance services in the areas of governance, risk, contracts and project management.

Pasanka holds degrees from Victoria University and is a Chartered Accountant.

## CHIEF PEOPLE ADVISOR – MELISSA THORN



Our Chief People Advisor is Melissa Thorn. Melissa brings a unique perspective to the Chief People Advisor. She has a background of 20+ years as a public servant working in a range of roles across operations management, project management, and regulatory and assurance functions, in addition to HR. For ten years prior to joining the Ministry Melissa was self-employed as a change management and HR specialist in both consultancy and contracting roles. She has worked on the largest restructure in the public sector, has consulted in the not for profit and private, and has run a small business. She has considerable experience providing advice and support to Chief Executives and senior management teams across numerous public sector organisations such as the Ministry of Business, Innovation and Employment, the Ministry for Primary Industries, Statistics New Zealand, Department of Internal Affairs, Ministry of Foreign Affairs and Trade, and Capital and Coast and Hutt Valley District Health Boards.

## ASSISTANT SECRETARY, CAPABILITY DELIVERY – DR HUNTLEY WRIGHT



Huntley is the Assistant Secretary Capability Delivery at the Ministry of Defence. The Capability Delivery Division is responsible for procuring and delivering major military capability for the New Zealand Defence Force. Huntley joined the Ministry in 2011 as an Analyst in the International Branch. Since then, he has worked in a variety of policy and capability management roles, including as the Director of Development Branch, Private Secretary to the Minister of Defence and on the Defence White Paper 2010. In 2013, Huntley had a leadership role on the Defence Mid-point Rebalancing Review which balanced the Government's defence policy, the capabilities required to deliver that policy, and funding. As Assistant Secretary Capability Delivery, Huntley oversees the practice management and standard setting functions of the Division, including risk management, contracting, commercial policy and specialist advice. He also had a number of project governance roles. Huntley is a member of Ministry's Senior Leadership Team. Prior to joining the Ministry, Huntley was a lecturer in History and Politics at the University of South Pacific in Fiji.



## NEW ZEALAND DEFENCE FORCE LEADERSHIP TEAM

### VICE CHIEF OF DEFENCE FORCE – AIR VICE-MARSHAL TONY DAVIES



Air Vice-Marshal Tony Davies became Vice Chief of Defence Force in 2018. He joined the RNZAF in 1984 as an Officer Cadet and trainee pilot. After gaining his wings Air Vice-Marshal Davies entered the Air Transport role and flew Andover and Hercules aircraft. In 1999 Air Vice-Marshal Davies was appointed as a Member of the New Zealand Order of Merit for his role in the 1998 mid-winter Antarctic rescue mission from McMurdo Station. In June 2000 Air Vice-Marshal Davies graduated from the USAF Air Command and Staff Course at Maxwell AFB, Alabama, before returning to New Zealand as the Assistant Director of Joint Operations and Plans at Defence Force Headquarters in Wellington. In 2003 he was promoted to the rank of Wing Commander and appointed as Commanding Officer No 40 Squadron in a position he held until 2007 when he took up the J35 position at Headquarters Joint Forces New Zealand. In 2008 Air Vice-Marshal Davies was promoted to Group Captain and posted to Air Staff as Assistant Chief Air Force Capability. He then took up his dual role as Officer Commanding 485 Wing and Senior Commander Auckland in 2009 before attending the Royal College of Defence Studies in London in 2013. Air Vice-Marshal Davies was promoted to Air Commodore in 2013 and has held a variety of command and Headquarters positions including Assistant Chief of Air Force Capability, Assistant Chief Strategic Commitments and Intelligence, and Air Component Commander at Headquarters Joint Forces New Zealand. Air Vice-Marshal Davies was promoted to his current rank in 2016 when he assumed the role of Chief of Air Force, and following this was appointed Vice Chief of Defence Force in 2018.

### CHIEF OF NAVY – REAR ADMIRAL DAVID PROCTOR



Rear Admiral (RADM) David Proctor assumed the role of Chief of Navy in 2018 following numerous senior positions within the New Zealand Defence Force including Deputy Commander Joint Forces New Zealand and Acting Vice Chief of Defence Force from July to September 2018. RADM Proctor joined the Royal New Zealand Navy (RNZN) as a Midshipman in January 1987. He has held a number of senior logistics posts during his career, including operational logistics appointments at sea and overseas. His operational service includes a deployment to the Solomon Islands and Timor Leste. RADM Proctor's early shore-based appointments were primarily in the Human Resources arena but he also has staff experience in capability development and delivery. Most notable was his appointment as Deputy Assistant Chief of Capability and Director Capability Portfolio Planning from 2013 to 2014. Following on from his promotion to Commodore and appointment to Commander Logistics in 2015, RADM Proctor was appointed in 2017 to the position of Chief of Defence Strategy and Governance.

### CHIEF OF ARMY – MAJOR GENERAL JOHN BOSWELL DSD



Major General Boswell was appointed Chief of Army on 10 September 2018. Major General Boswell enlisted into the New Zealand Army in 1984 and graduated from the Officer Cadet School of New Zealand in 1985 into the Royal New Zealand Infantry Regiment in the rank of Second Lieutenant. Major General Boswell has undertaken a range of regimental, staff and training appointments including postings as the Chief Instructor of Combat School, Director Army Training, and as Military Assistant at the New Zealand High Commission in London. As a senior officer Major General Boswell has held a variety of appointments including Head of Strategy Management (Army), Acting Deputy Chief of Army, and the Chief Staff Officer - Joint Plans at Headquarters Joint Forces New Zealand. In 2016 he was posted to Defence Headquarters as the Assistant Chief Strategic Commitments and Engagements, and in 2018 assumed



the role of the Land Component Commander. Major General Boswell has deployed on operations with the United Nations in Angola, East Timor and to the Middle East. He deployed to Afghanistan in April 2010 as the Senior National Officer and Commanding Officer of the New Zealand Provincial Reconstruction Team. Major General Boswell was subsequently awarded the Distinguished Service Decoration (DSD) in recognition of his service in Afghanistan. Major General Boswell is a graduate of the Australian Command and Staff College and the National Defence College of India.

## CHIEF OF AIR FORCE – AIR VICE-MARSHAL ANDREW CLARK



Air Vice-Marshal Clark joined the Royal New Zealand Air Force in 1986 as a Navigator. During his flying career he has had four operational tours on P-3 Orion aircraft, as well as a tour as an instructor with the Royal Australian Air Force. His flying career has included command of an operational mission in the Middle East, and culminated with a tour as Commanding Officer of No. 5 Squadron. Throughout his career Air Vice-Marshal Clark has held a variety of operational and strategic level staff positions. In recent years these positions have included Assistant Chief of Air Force – Strategy Management, Director of Strategic Commitments, Director of Defence Intelligence, Deputy Chief of Air Force, Assistant Chief Capability and Air Component Commander. In addition, he has served as the New Zealand Defence

Adviser to India. Air Vice-Marshal Clark completed Staff College in Australia. He has a Masters degree in Management (Defence Studies) from the University of Canberra and a Graduate Diploma in Defence Studies from the University of New South Wales. Air Vice-Marshal Clark was appointed Chief of Air Force in September 2018.

## COMMANDER JOINT FORCES NEW ZEALAND – REAR ADMIRAL JAMES GILMOUR



Rear Admiral (RADM) Gilmour's 33 year career has included: ship navigation, helicopter aviation, senior staff appointments, major fleet unit command, Deputy Maritime Component Commander, senior staff training, directorship of New Zealand Defence Force capability delivery, Maritime Component Commander, and most recently, Chief of Defence Strategy Management. After his time in command of the Naval Support Squadron, RADM Gilmour was posted to Naval Headquarters where he assumed the duties of: Director of Naval Capability Requirements and Director Naval Aviation. During this period he was heavily involved with Project Protector which ultimately saw the introduction to service of seven new ships in the RNZN including HMNZS *Canterbury*.

RADM Gilmour commanded the *Canterbury* for two and a half years where he oversaw the introduction to service of the ships amphibious and aviation capabilities. During this time *Canterbury* was involved in several humanitarian and disaster relief operations including the Samoan Tsunami Relief and the response operation to the Canterbury (Christchurch) earthquake in 2011. He completed tertiary studies at the Australian Defence Force Centre for Defence and Strategic Studies in 2014 before taking up the role of Director of Programme Delivery in 2015. RADM Gilmour assumed the role of Maritime Component Commander in 2016 until 2018 when he assumed the role of Chief of Defence Strategy Management. In November 2018 he was appointed to the role of Commander Joint Forces New Zealand.

## CHIEF, JOINT DEFENCE SERVICES – BRIGADIER ROB KRUSHKA, MNZM



Brigadier Rob Krushka enlisted into the New Zealand Army in 1989. After graduating he went into the Royal New Zealand Corps of Transport, and over the next twelve years undertook a number of regimental appointments; including a tour of duty in Antarctica as a Detachment Commander and a deployment to East Timor as the Officer Commanding Combat Services Support Company. In 2004 Brigadier Krushka was posted to Headquarters Joint Operations Command, Sydney Australia as the Staff Officer Grade Two Logistics Operations and Plans. On returning to New Zealand he assumed the appointment of Assistant Military Secretary followed by a posting to Headquarters Joint Forces New Zealand. In 2007 Brigadier Krushka was appointed Commanding Officer, 2nd Logistics Battalion and then Chief of Staff, 2nd Land Force Group. In 2011 Brigadier Krushka deployed to Iraq as a United Nations Military Advisor and on return to New Zealand he assumed the appointment of Military Secretary, Army General Staff. In 2014 he was appointed Logistic Commander (Land). He was promoted to Brigadier in March 2017 and appointed Commander Logistics, Defence Logistics Command. He assumed his current appointment as Acting Chief Joint Defence Services in 2019. Brigadier Krushka is a graduate of the New Zealand Defence Force Command and Staff College and the Dwight D. Eisenhower School for National Security and Resource Strategy. Brigadier Krushka holds a Post Graduate Diploma in Arts, a Master of Business Administration and a Master of Science in National Resource Strategy. In 2006 Brigadier Krushka was awarded an Australian Defence Force (ADF) Deputy Chief of Joint Operations Commendation for his role in ADF support to the 2004 Boxing Day Tsunami and in June 2006 he was appointed as a Member of the New Zealand Order of Merit.

## CHIEF PEOPLE OFFICER – JACINDA FUNNELL

Jacinda Funnell will be joining the NZDF as Chief People Officer on 7 February 2023 from her role as Deputy Chief Executive People and Capability for the New Zealand Customs Service. Jacinda has over 25 years' experience in the public sector having previously worked in the Ministries of Defence and Transport, in a variety of roles, including private secretary to the Minister of Defence and in the Australian Department of Defence on secondment. She has represented New Zealand at international defence and transport fora.

## CHIEF FINANCIAL OFFICER – BRIDGET MARKS



Ms Bridget Marks was appointed Chief Financial Officer in 2018. Bridget joined the NZDF in 2012 in the senior finance role, Finance Manager Headquarters, promoted to the Deputy Chief Financial Officer in 2015. Prior to this, Bridget spent 16 years with Deloitte in various roles providing financial services to both public and private sector clients. Bridget is a graduate of Victoria University of Wellington with a Bachelor of Commerce, and has a Diploma of Chartered Accounting. Bridget is a member of Chartered Accountants Australia and New Zealand and is also a graduate of the Australian Centre for Defence and Strategic Studies. Bridget holds a Master's degree in Business Administration.

## CHIEF OF STAFF – AIR COMMODORE ANDY WOODS



Air Commodore Andrew (Andy) Woods joined the Royal New Zealand Air Force (RNZAF) as an aeronautical engineer, graduating from the University of Canterbury with a Bachelor of Engineering, and undertaking specialist military aeronautical engineering training at the Royal Air Force College, Cranwell, in the United Kingdom. In his early career Air Commodore Woods held a number of engineering and maintenance officer command positions, qualified as a military parachutist, and was seconded for three years to the Royal Australian Air Force. Between 2000 and 2010, Air Commodore Woods was the architect of the current RNZAF Logistics, Engineering, and Technical Airworthiness organisations and held the posts of Commander of the RNZAF Logistics Group, RNZAF Chief Engineer, and New Zealand Defence Force (NZDF) Technical Airworthiness

Authority. Air Commodore Woods was heavily involved in the project engineering and certification of a range of major capability acquisition and upgrade projects including the P-3K Orion, NH90 and A109 helicopters. Air Commodore Woods was named a Member of the New Zealand Order of Merit (MNZM) in the 2006 New Year's Honours List. Most recently, Air Commodore Woods has held the positions of Deputy Chief of Air Force, and Chief of Defence Strategy and Governance for the NZDF. In September 2018, Air Commodore Woods was appointed Chief of Staff for Headquarters New Zealand Defence Force.

## CHIEF DEFENCE STRATEGY MANAGEMENT – COMMODORE KARL WOODHEAD MNZM, RNZN



Commodore Karl Woodhead joined the Royal New Zealand Navy in 1990, later qualifying as a Warfare Officer of the Watch. Karl served in several frigates and a variety of other vessels, in addition to periods in command of patrol craft. Operational deployments include the Persian Gulf; the Multinational Force and Observers in Egypt; the Solomon Islands; Afghanistan; and most recently, Bahrain as Deputy Commander of a counter piracy task force. Mid-career roles included Construction Engineering Manager, Director of Navy Strategy, and command of the NZ Defence Support Unit (South East Asia) in Singapore. Karl continued to roles in a Defence review, Inspector General (Navy), and Director of Strategic Engagement (Navy). Senior roles followed as the Assistant Chief of Navy (Strategy and Engagement), Project Director for an organisational review, Director of Capability Portfolio Planning, Acting Assistant Chief of Capability, and Director

of Strategic Commitments. Karl holds a Bachelor of Planning degree from Auckland, a Post Graduate Diploma in International Security and Strategy (Distinction) from King's College London, an MBA (Distinction) from Massey, and is a graduate of the UK's Royal College of Defence Studies. Karl was made an Additional Member of the New Zealand Order of Merit in 2005 in recognition of service in Afghanistan, and was awarded a Chief of Defence Force commendation in 2019 for his contributions to strategic management. In 2022 Karl was promoted to Commodore and appointed as Chief of Defence Strategy Management.

## WARRANT OFFICER CLASS ONE MARK MORTIBOY – WARRANT OFFICER OF DEFENCE FORCE



Warrant Officer Class One Mark 'Titch' Mortiboy was born in Auckland and enlisted in the Army Regular Force in 1982 as a Rifleman. His career has seen him take up numerous operational and garrison postings and roles, and he has served overseas on a number of occasions. WO1 Mortiboy was appointed Sergeant Major of the Army in 2014. In 2008 WO1 Mortiboy was awarded the Distinguished Service Decoration (DSD) and the Meritorious Service Medal in 2013. WO1 Mortiboy became Warrant Officer of the Defence Force on 29 June 2018.

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