



Proactive Release

The following documents have been proactively released by the Department of the Prime Minister and Cabinet (DPMC) on behalf of (Rt Hon Chris Hipkins), Minister for National Security and Intelligence:

Aotearoa New Zealand's National Security Intelligence Priorities – 2022 Cabinet Report

Minute of Decision Aotearoa New Zealand's National Security Intelligence Priorities: 2022 Report

Report of the Cabinet External Relations and Security Committee: Period Ended 16 December 2022

Aotearoa New Zealand's National Security Intelligence Priorities: 2022 Report

The following documents have been included in this release:

- Paper: Aotearoa New Zealand's National Security Intelligence Priorities: 2022 Report (ERS-22-SUB-0059)
- Minute: Aotearoa New Zealand's National Security Intelligence Priorities: 2022 Report (ERS-22-MIN-0059)
- Minute: Report of the Cabinet External Relations and Security Committee: Period Ended 16 December 2022 (CAB-22-MIN-0586)
- Paper: Aotearoa New Zealand's National Security Intelligence Priorities – 2022 Cabinet Report

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

Key to redaction codes:

- Section 6(a), to protect the security or defence of New Zealand or the international relations of the Government of New Zealand
- Section 9(2)(f)(iv), to maintain the confidentiality of advice tendered by or to Ministers and officials

RESTRICTED

Office of the Minister for National Security and Intelligence
Cabinet External Relations and Security Committee

**Aotearoa New Zealand's National Security Intelligence Priorities
2022 Cabinet Report**

Proposal

- 1 The National Security Intelligence Priorities ('NSIPs' or 'the Priorities') – *Whakaarotau Marumaru Aotearoa* – underpin a well-functioning national security system, supporting intelligence and assessment agencies to prioritise effort and add value to decision-making on national security matters. This paper provides *Aotearoa New Zealand's National Security Intelligence Priorities 2022 Cabinet Report* to inform Cabinet of progress made since the NSIPs were agreed in November 2021, and to highlight some key opportunities for further improvement. This paper also informs Cabinet of the planned 2023 NSIPs Review.

Relation to government priorities

- 2 The NSIPs are the Government's priorities for agencies that provide intelligence, assessment, and other reporting on key national security issues (all these types of reporting are referred to in this paper as "intelligence") and are traditionally agreed by Cabinet every two-to-three years.
- 3 This paper also relates to the Government's response to the Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (the Royal Commission). The 2020 Speech from the Throne outlined the importance of responding appropriately to the Royal Commission, and also emphasised the need to protect "New Zealand and the lives and livelihoods of New Zealanders".

Executive Summary

- 4 The NSIPs support evidence-based, whole-of-government understanding on key national security issues, ensuring intelligence resources are directed where they are most needed. Cabinet endorsed the current NSIPs in 2021 and agreed the Cabinet External Relations and Security Committee (ERS) would consider annual reporting on the NSIPs in 2022. *Aotearoa New Zealand's National Security Intelligence Priorities 2022 Cabinet Report* ('the Report') is attached for this purpose.
- 5 The Report informs Cabinet of progress made against the NSIPs over 2022 and highlights some key opportunities for further improvement. Alongside the content of the Report, I invite Cabinet to note that:
 - 5.1 a public summary of the Report will be published in 2023 to further transparency and public conversation on national security and intelligence matters;

- 5.2 I am considering options for improving the national security system as part of the National Security Reform programme and development of Aotearoa New Zealand's first National Security Strategy, which will likely help address the key opportunities for further improvement raised in the Report;
- 5.3 included in this are efforts to better integrate intelligence, assessment, risk and policy on national security matters, and s9(2)(f)(iv) [REDACTED] and [REDACTED]
- 5.4 the NSIPs will be reviewed and updated to align with Aotearoa New Zealand's first National Security Strategy and provided to Cabinet for approval with the Strategy (expected April 2023).

Background

The NSIPs are vital to the safety and security of New Zealand and New Zealanders

- 6 A crucial part of any country's national security system is its ability to make sense of global and domestic environments. High quality intelligence is a critical input to this process.
- 7 The NSIPs are the framework used to guide agencies' intelligence resources, enabling joined-up, whole-of-government decisions to be made about how best to support, inform, and add value to New Zealand's decision-making on national security.

The national security sector is undergoing change

- 8 In response to the Report of the Royal Commission, the national security sector is undergoing reform; notably through the development of Aotearoa New Zealand's first National Security Strategy, and a National Security Reform programme. These work programmes were considered and endorsed by Cabinet in July 2022 [ERS-22-MIN-0028, ERS-22-MIN-0029 and CAB-22-MIN-0268 refer]. This work is expected to strengthen our national security settings, including for national intelligence prioritisation and coordination, and help support intelligence-informed decision-making on national security.
- 9 The national security sector has also taken early steps to change the way it engages with the public, including for example publication of the draft National Security Long-term Insights Briefing. A programme of public engagement is ongoing to help lift visibility and transparency, and better understand what New Zealanders think about national security.

Cabinet decisions

- 10 The current NSIPs were agreed by Cabinet in 2021 [ERS-21-MIN-0043]. That review had been delayed by a year to allow for consideration of findings and recommendations made by the Royal Commission.
- 11 As part of the review, Cabinet agreed that an annual report would be provided by the end of 2022 to "facilitate improved discussions on the balance of intelligence resources

across and within the NSIPs, and understanding of gaps and challenges” [ERS-21-MIN-0043]. The attached Report has been developed for this purpose.

- 12 Cabinet also agreed that the next review of the NSIPs would take place no later than 2023 [ERS-21-MIN-0043].

The Report

- 13 The Report at **Attachment A** provides Cabinet with an update on progress made against the NSIPs throughout 2022. It includes a summary of work that responds to the Report of the Royal Commission, provides case studies to illustrate how the NSIPs have been used to support intelligence-informed decision-making on national security, and highlights some key opportunities for further improvement.

- 14 I intend to make this report-back a permanent feature of the review cycle.

Consultation process

- 15 Led by the Department of the Prime Minister and Cabinet’s (DPMC’s) National Security Group, a wide range of intelligence and policy agencies from across the national security sector have contributed to this work primarily through the National Intelligence Coordination Committee (NICC).¹ Chief Executives on the Security and Intelligence Board also provided input into the Report.

- 16 In line with a recommendation from the Royal Commission, the Intelligence and Security Committee (ISC)² considered the Report in October 2022, as part of a wider discussion on the NSIPs, the National Risk Register and 2022 National Security Public Survey. This built on a briefing officials provided to the ISC in April 2022 to help foster cross-party understanding of the role of the NSIPs in government decision-making, and how these fit within wider national security settings. At the last session I invited members to provide feedback on the NSIPs if they wish, to inform the 2023 Review as appropriate (see paras 29-33).

Consideration of Te Tiriti o Waitangi

- 17 The national security sector is undergoing a process of considerable change in the way it consults and engages with New Zealand communities, as recommended by the Royal Commission. Central to this are our obligations under Te Tiriti and acknowledging the unique relationships Māori have with national security. The ongoing programme of public engagement on national security provides opportunity to further the inclusion of Māori interests on national security and intelligence matters.

¹ The National Intelligence Coordination Committee is a sub-committee of the Security Intelligence Board and oversees the development and implementation of the NSIPs. Member agencies are Ministry of Business, Innovation and Employment, Government Communications Security Bureau, New Zealand Security Intelligence Service, Customs, Department of the Prime Minister and Cabinet, New Zealand Defence Force, New Zealand Police, Ministry of Defence, Ministry of Foreign Affairs and Trade, as well as the Ministry for Primary Industries.

² Committee Membership: Prime Minister Rt Hon Jacinda Ardern (Chair), Minister Responsible for the GCSB and NZSIS Hon Andrew Little, Minister of Foreign Affairs Hon Nanaia Mahuta, Co-Leader of the Green Party Hon James Shaw, Leader of the Opposition Christopher Luxon, Deputy Leader of the Opposition Nicola Willis, and Hon Gerry Brownlee.

Increasing public awareness of national security

- 18 Officials are developing a public summary of the Report for my approval, to be published in 2023.
- 19 The summary will supplement the public version of the NSIPs released in 2021 and build on the programme of public engagement on national security undertaken throughout 2022. This further builds on the commitment to transparency and engagement with the public on national security and intelligence matters, as called for by the Royal Commission.
- 20 In the interests of protecting New Zealand's national security, it is not appropriate to release all information in the Report, nor due to the free and frank nature of its content. However, as much of the original text will be retained as possible.
- 21 s9(2)(f)(iv)

Progress to date and key opportunities for further improvement

- 22 The Report summarises progress made since the 2021 NSIPs were approved. This includes improvements to make them more useful for agencies and to provide more information about them to the public.
- 23 The Report also highlights some key opportunities for further improvement:
- 23.1 Improving coordinated, collective prioritisation decisions;
 - 23.2 Coordinating investment in the system's capability to deliver against the NSIPs; and
 - 23.3 Better connecting intelligence, policy and decision-making.
- 24 These issues are similar to those identified by the Royal Commission.
- 25 I am considering options for improving the national security system as part of the National Security Reform programme and development of Aotearoa New Zealand's first National Security Strategy, which will likely help to address key opportunities for further improvement raised in the Report.
- 26 The National Security Reform programme remains the most appropriate vehicle to consider and propose any system changes required to realise improvement opportunities. Cabinet will be kept informed of this work as it progresses.
- 27 Efforts are, however, underway to better-integrate intelligence, assessment, risk and policy on national security. This includes s9(2)(f)(iv)
- 28 All these efforts will better position the system to act early on national security threats and opportunities, as called for by the Royal Commission, as well as help generate options for Ministers to shape and influence the environment in New Zealand's interest.

The 2023 NSIPs Review

- 29 As noted, the NSIPs are due to be reviewed no later than 2023 [ERS-21-MIN-0043].
- 30 The 2023 Review will focus on aligning the NSIPs with the National Security Strategy. This will ensure they best reflect and enable the system to deliver on the strategic national security priorities that will be set out in the Strategy and agreed by Cabinet. The Strategy, which is expected to be considered by Cabinet in April 2023 and released publicly in May 2023, will help further illuminate and guide where intelligence efforts can best support decision-making to actively protect our national security interest.
- 31 The Review will take into account public views by drawing on findings gained through public engagement undertaken as part of the Strategy's development and from the ongoing programme of public engagement on national security, as summarised in the Report.
- 32 **I will look to provide the updated 2023 NSIPs for Cabinet's approval as part of Cabinet's consideration of the National Security Strategy.**
- 33 There are a number of key dependencies which may impact the NSIPs Review timing – notably the delivery of the National Security Strategy and any relevant findings from the statutory review of the Intelligence and Security Act 2017 (the Act), which is due to provide its report to ISC on 20 December 2022. Officials will advise me should this timeline need to be revised.

Financial Implications

- 34 There are no formal financial implications arising from this paper.

Legislative Implications

- 35 There are no legislative implications to this paper. Any legislative implications for the NSIPs arising from the statutory review of the Act will be addressed as part of the response to the review.

Impact Analysis

Regulatory Impact Statement

- 36 This paper does not require a Regulatory Impact Statement.

Climate Implications of Policy Assessment

- 37 This paper has no climate implications.

Population Implications

- 38 The NSIPs impact all population groups in New Zealand; the purpose of national security is to provide for the safety and security of New Zealand communities.

- 39 The ongoing programme of public engagement provides New Zealanders opportunity to engage on national security and intelligence matters.

Human Rights

- 40 There are no human rights implications arising from this paper.

Consultation

- 41 This paper was prepared by the National Security Group of DPMC, and the following agencies have been consulted: Government Communications Security Bureau New Zealand Security Intelligence Service, Ministry of Business, Innovation and Employment, Ministry of Foreign Affairs and Trade, Ministry of Defence, New Zealand Defence Force, New Zealand Police, New Zealand Customs Service and Ministry for Primary Industries.

Communications

- 42 A public summary of the Report will be published on the DPMC website, following agreement by the Minister for National Security and Intelligence. s9(2)(f)(iv)

Proactive Release

- 43 I intend to proactively release this paper, with any necessary redactions as appropriate under the Official Information Act 1982, as soon as practicable once decisions are confirmed by Cabinet.

Recommendations

- 44 The Minister for National Security and Intelligence recommends that the Committee:

Background

- 1 **note** the NSIPs are the Government's priorities for agencies that provide intelligence, assessment, and other reporting on key national security issues.
- 2 **note** the NSIPs were last approved by Cabinet in 2021 and are due to be reviewed no later than 2023 [ERS-21-MIN-0043].
- 3 **note** that Cabinet agreed to consider an annual report on the NSIPs by the end of 2022 [ERS-21-MIN-0043], and that *Aotearoa New Zealand's National Security Intelligence Priorities 2022 Cabinet Report* has been developed for this purpose.

The Report

- 4 **note** the content of the Report, as at Attachment A.
- 5 **note** that officials are developing a public summary of the Report for approval by the Minister for National Security and Intelligence, to be published in 2023.

- 6 **note** that the Minister for National Security and Intelligence is considering options for improving the national security system as part of the National Security Reform programme and development of Aotearoa New Zealand's first National Security Strategy, which will likely help to address the key opportunities for further improvement raised in the Report.
- 7 **note** that efforts are underway to better-integrate intelligence, assessment, risk and policy on national security, s9(2)(f)(iv)

The 2023 NSIPs Review

- 8 **note** that the next review of the NSIPs will focus on aligning them with the National Security Strategy, and will be provided to Cabinet for approval as part of Cabinet's consideration of the Strategy (expected April 2023), subject to key dependencies as outlined.

Authorised for lodgement

Rt Hon Jacinda Ardern

Minister for National Security and Intelligence

Appendices

Attachment A - Aotearoa New Zealand's National Security Intelligence Priorities 2022
Cabinet Report

Attachment B - Aotearoa New Zealand's National Security Intelligence Priorities 2022
Cabinet Report: *Appendix C: Case studies – the NSIPs in action* [Classified]

Attachment B is withheld under the following
section of the Act:
S6(a)

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Cabinet External Relations and Security Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Aotearoa New Zealand's National Security Intelligence Priorities: 2022 Report

Portfolio National Security and Intelligence

On 13 December 2022, the Cabinet External Relations and Security Committee (ERS):

Background

- 1 **noted** that the National Security Intelligence Priorities (NSIPs) are the government's priorities for agencies that provide intelligence, assessment, and other reporting on key national security issues;
- 2 **noted** that the NSIPs were last approved by Cabinet in 2021 and are due to be reviewed no later than 2023 [ERS-21-MIN-0043];
- 3 **noted** that:
 - 3.1 on 16 November 2021, ERS invited the Minister for National Security and Intelligence to submit an annual report on the NSIPs by the end of 2022 [ERS-21-MIN-0043];
 - 3.2 the report *Aotearoa New Zealand's National Security Intelligence Priorities 2022 Cabinet Report* (the Report) has been developed for this purpose;

The Report

- 4 **noted** the contents of the Report, which is attached as Attachment A to the paper under ERS-22-SUB-0059;
- 5 **noted** that officials are developing a public summary of the Report for approval by the Minister for National Security and Intelligence, to be published in 2023;
- 6 **noted** that the Minister for National Security and Intelligence is considering options for improving the national security system as part of the National Security Reform programme and the development of Aotearoa New Zealand's first National Security Strategy, which will likely help to address the key opportunities for further improvement raised in the Report;
- 7 **noted** that efforts are underway to better integrate intelligence, assessment, risk and policy on national security, s9(2)(f)(iv)
[REDACTED]

The 2023 NSIPs Review

- 8 **noted** that the next review of the NSIPs will focus on aligning them with the National Security Strategy, and will be provided to Cabinet for approval as part of Cabinet’s consideration of the Strategy (expected April 2023), subject to key dependencies as outlined in the paper under ERS-22-SUB-0059.

Janine Harvey
Committee Secretary

Present:

Rt Hon Jacinda Ardern (Chair)
Hon Grant Robertson
Hon Andrew Little
Hon Nanaia Mahuta
Hon Peeni Henare
Hon Michael Wood
Hon Kieran McAnulty

Officials present from:

Office of the Prime Minister
Officials Committee for ERS

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Report of the Cabinet External Relations and Security Committee: Period Ended 16 December 2022

On 19 December 2022, Cabinet made the following decisions on the work of the Cabinet External Relations and Security Committee for the period ended 16 December 2022:

ERS-22-MIN-0059 **Aotearoa New Zealand's National Security Intelligence** CONFIRMED
Priorities: 2022 Report
Portfolio: National Security and Intelligence





Rachel Hayward
Secretary of the Cabinet

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