



## Terry Johanson

MAAS, MA, Centre for Defence and Security Studies, Massey University, New Zealand,  
t.c.johanson@massey.ac.nz. ORCID: 0000-0002-8724-6059

# *Kua Takoto Te Manuka*: Meeting the Challenges of New Zealand's Contemporary Strategic Environment

## Introduction

The Maori component of this article's title is a *whakatauki*, or proverb, which refers to the formal welcoming of visitors to a village. Part of this welcome is to challenge (wero) the peaceful intent of the visitors before they enter the walls. The key element of this challenge is expressed through the laying of leaves at the entrance way, and the answer to the challenge is seen in the way the leaves are picked up. The wero has its origins in times when the security of the tribe, or a sub-tribal group, relied upon knowing whether a visiting party came in peace, or as an enemy.<sup>1</sup> This proverb is used when being challenged, or a challenge arises ahead of you. Given the uncertainty and complexity of the contemporary international system, this proverb is an appropriate reflection of the challenges to traditional paradigms of national security brought about by the September 11 attacks and the ripples that have permeated the global security environment ever since.

The purpose of this article is to introduce the national security framework New Zealand uses for responding to significant security events. The discussion will examine how New Zealand's strategic context influences the country's approach to national security, how the government defines the scope of activities included within the field of security, and how agencies are coordinated within security responses.

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<sup>1</sup> Hirini Moko Mead, *Tikanga Maori: Living by Maori Values*, Huia Publishers, Wellington, New Zealand 2003.

Once the framework has been introduced, discussion will turn to the major national security events that have occurred in New Zealand since September 2001, and explore the impact the lessons from these individual events have had in refining the national security system as a whole. Finally, the article will conclude with an analysis of the benefits to be found in the production of a consolidated national security strategy.

## New Zealand's National Security Coordination

Articulating the national security aims and interests of the New Zealand government is difficult as the country has no national security strategy. To determine the New Zealand government's approach to national security, a number of different sources must be examined to construct an idea of the risks and threats likely to undermine New Zealanders' sense of security.<sup>2</sup> The closest presentation of a centralised concept for national security operations is the *New Zealand's National Security System Handbook (National Security Handbook)*. The *National Security Handbook* is the architectural framework that guides New Zealand government agencies in response to national security crises. The current iteration was published in 2016 and superseded the original *New Zealand's National Security System* document released in 2011.<sup>3</sup> Although not previously laid out in formal documentation, the structures and principles of the National Security System described in these documents have been the framework for New Zealand's security responses since 2000.<sup>4</sup> The events of the 9/11 attacks, rather than having a transformative effect on national security in New Zealand influenced very little change in how citizens went about their daily lives. The attacks did highlight the potential for national security threats to originate domestically; however, the most obvious impacts of increased security measures for air travel and greater suspicion towards Middle Eastern ethnicities were seen as an annoying inconvenience and xenophobic scaremongering respectively. The publication of the *New Zealand's National Security System* document came a decade after the World Trade Centre attacks, a period during which global instability, globalisation and rapid technological advancement changed the fabric of

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<sup>2</sup> Ministry of Defence, *New Zealand Strategic Defence Policy Statement* (New Zealand Government, Wellington, New Zealand 2018); Department of Prime Minister and Cabinet, *New Zealand's National Security System* (New Zealand Government, Wellington, New Zealand 2011); Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016); Ministry of Defence, *Inquiry into Defence Beyond 2000* (New Zealand House of Representatives, Wellington, New Zealand 1999); Ministry of Defence, *Defence White Paper 2016* (New Zealand Government, Wellington, New Zealand 2016); Ministry of Defence, *Defence White Paper 2010* (New Zealand Government, Wellington, New Zealand 2010).

<sup>3</sup> Department of Prime Minister and Cabinet, *New Zealand's National Security System* (New Zealand Government, Wellington, New Zealand 2011); Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016).

<sup>4</sup> Department of Prime Minister and Cabinet, *Securing Our Nation's Safety: How New Zealand Manages Its Security and Intelligence Agencies* (Domestic and External Security Group, Wellington, New Zealand 2000).

the international system. Despite these changes in the international security environment, the broader interests and outcomes expressed in these documents remain consistent with ideas surfaced within New Zealand's security sector at the turn of the millennium.<sup>5</sup>

The traditional influences on New Zealand security policy have arguably been its geographic isolation and the lack of a clear physical threat to the country's sovereignty and resources. The lack of a military threat pushes the risk of conventional warfare far from the minds of most New Zealand citizens. Their security concerns are more attuned to natural disasters, loss of primary resources, or severe environmental damage due to industrial accidents. Unsurprisingly, the New Zealand government's description of national security encompasses risks that have not been traditionally included in this field.

The New Zealand government defines national security as:

[...] the condition which permits the citizens of a state to go about their daily business confidently free from fear and able to make the most of opportunities to advance their way of life. It encompasses the preparedness, protection and preservation of people, and property and information, both tangible and intangible.<sup>6</sup>

This definition broadens the traditional orientation of national security from focusing on the use of intelligence, police and armed forces in protection of the state, to an all-encompassing whole of society approach.

The broad definition of national security proposed by the New Zealand government is reflective of the strategic context in which the country sits. The *New Zealand's National Security System* document describes New Zealand's security context in twenty-three themes ranging from risks to individuals such as criminal activity and traffic accidents to global security issues such as arms proliferation and interstate conflict.<sup>7</sup> This discourse highlighted the environment's absence of an existential military threat and reinforced the inherent vulnerabilities linked to New Zealand's geographic isolation and volatile natural environment.<sup>8</sup> The *National Security Handbook* did not contextualise New Zealand's strategic environment and was content to simply reinforce that all risks 'whether internal or external, human or natural,' are included within its national security structures and that the concept of national security goes beyond 'the preserve of defence, law enforcement, and intelligence agencies.'<sup>9</sup>

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<sup>5</sup> Ministry of Defence, *Inquiry into Defence Beyond 2000* (New Zealand House of Representatives, Wellington, New Zealand 1999).

<sup>6</sup> Department of Prime Minister and Cabinet, *New Zealand's National Security System* (New Zealand Government, Wellington, New Zealand 2011), p. 3; Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016), p. 7.

<sup>7</sup> T. Johanson, *The Emperor's New Clothes: New Zealand's Whole of Government Approach to National Security*, Massey University Press, Manawatu, New Zealand 2014.

<sup>8</sup> *Ibidem*.

<sup>9</sup> Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016), p. 9.

To achieve its broad approach to national security, the New Zealand government presents seven national security objectives in the *National Security Handbook*:<sup>10</sup>

- ensuring public safety,
- preserving sovereignty and territorial integrity,
- protecting physical and virtual lines of communication,
- strengthening international order to promote security,
- sustaining economic prosperity,
- maintaining democratic institutions and national values, and
- protecting the natural environment.<sup>11</sup>

These objectives allow New Zealand's government agencies to identify potential contributions to national security operations and develop the appropriate capabilities to fulfil government and public expectations during a security response. Responsibility within central government for the governance of New Zealand's national security system lies with the Department of Prime Minister and Cabinet, which leads a three-tiered national security architecture.

New Zealand's National Security System operates at three levels. At the ministerial level, the Prime Minister chairs the Cabinet National Security Committee which coordinates and directs national responses to security crises affecting national security. This committee is the primary decision-making body of the National Security System. The second tier is the Officials Committee for Domestic and External Security Coordination (Governance) [ODESC (G)] which is responsible for the identification and governance of national security risk, and that the appropriate capabilities and processes for mitigating and managing this risk are in place.<sup>12</sup> To support the ODESC (G) operationalisation of the National Security Committee's decisions, the Security and Intelligence Board and Hazard Risk Board focus specifically on external threats and domestic contingencies respectively.<sup>13</sup> These boards are in turn supported by watch groups and working groups that are formed in response to potential, emergent or actual issues to provide 'situational clarity'.<sup>14</sup>

The New Zealand National Security System was developed in the post-9/11 international environment and as such reflects the expansive idea of security espoused in this era. The latest iteration, the *National Security Handbook*, provides broad guidance for officials involved with the system; however, it avoids stipulating a template for national security response. The deliberate avoidance of standard operating procedures has been validated by the unexpected and unprecedented security events that New Zealand has experienced in recent years.

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<sup>10</sup> Department of Prime Minister and Cabinet, *New Zealand's National Security System* (New Zealand Government, Wellington, New Zealand 2011); Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016).

<sup>11</sup> *Ibidem*.

<sup>12</sup> Department of Prime Minister and Cabinet, *New Zealand's National Security System* (New Zealand Government, Wellington, New Zealand 2011); Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016).

<sup>13</sup> Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016).

<sup>14</sup> *Ibidem*.

## New Zealand's National Security responses

Most of New Zealand's security risks originate from its volatile natural environment. Flooding, bush fires, minor earthquakes and tsunamis occur frequently and are most often managed at local or regional government level with the resources at their disposal. At times, central government may provide additional resources or national level capabilities to support these operations, but command and control of the response remains with the local authorities. Other security issues such as biosecurity risks or maritime accidents may require a specialised response and sit firmly within the expertise of a single government agency. In these cases, an appropriate agency such as Ministry of Primary Industries or Maritime New Zealand, will lead the response with support from other agencies when required.<sup>15</sup> However, for security events of unusual magnitude, high complexity, or that present a systemic risk to New Zealand, central government will assume command to ensure the best outcome for its citizens.<sup>16</sup> Four such events have occurred in New Zealand in the preceding decade: 2010/2011 Christchurch Earthquakes, 2019 Christchurch Mosque Shootings, 2019 Whakaari/White Island Volcanic Eruption, and 2020 COVID-19 Pandemic.

As one of New Zealand's nicknames, the Shaky Isles, suggests seismic activity is the national security issue that is most commonly experienced by its citizens. Whilst tremors are commonplace, the magnitude of a numerous recent earthquakes centred in the South Island have drawn national concern. The 7.1 magnitude earthquake which struck Christchurch at 4.35 a.m. on 4<sup>th</sup> September 2010 was the largest such event to strike an urban area since 1931.<sup>17</sup> Fortunately, no fatalities were reported during this quake; however, significant damage to buildings and infrastructure did occur. Five months later, New Zealand's second largest city would not be so lucky. On 22<sup>nd</sup> February 2011, a 6.3 magnitude earthquake struck closer to the city centre itself and at a shallower depth which had a catastrophic effect on buildings already damaged in the September event. One hundred and eighty-five people lost their lives, with several thousand receiving injuries. Most casualties occurred during the collapse of the Canterbury Television and Pyne Gould buildings with the other deaths resultant of falling masonry, bricks, and rocks.<sup>18</sup> The government declared a national state of emergency the following day and due to the continued risk, authorities used the New Zealand Defence Force to cordon off Christchurch's central business district. This cordon remained manned by the military and was in place until June 2013.<sup>19</sup> Just as the physical and psychological impacts of the earthquakes were receding, Christchurch was again the location of a mass casualty event, this time manmade.

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<sup>15</sup> Department of Prime Minister and Cabinet, *New Zealand's National Security System* (New Zealand Government, Wellington, New Zealand 2011); Department of Prime Minister and Cabinet, *National Security System Handbook* (New Zealand Government, Wellington, New Zealand 2016).

<sup>16</sup> *Ibidem*.

<sup>17</sup> *September 2010 Canterbury (Darfield) Earthquake*, New Zealand History, September 2020, <https://nzhistory.govt.nz/culture/canterbury-earthquake-september-2010> [accessed: 16.03.2021].

<sup>18</sup> *Christchurch Earthquake Kills 185*, New Zealand History, 22 February 2021, <https://nzhistory.govt.nz/page/christchurch-earthquake-kills-185> [accessed: 16.03.2021].

<sup>19</sup> *Ibidem*.

New Zealand's sense of security from violent terrorism was shattered on Friday 15<sup>th</sup> March, 2019, when Australian citizen, Brenton Tarrant, entered the Masjid Al Noor and Linwood mosques in Christchurch during Friday prayers and proceeded to kill 51 worshippers, leaving another 40 people wounded.<sup>20</sup> The killings, which were live streamed by Tarrant via Facebook, shocked most New Zealanders and much of the world. The New Zealand Police force and government responded quickly, arresting Tarrant at the scene and enacting gun reform legislation that severely restricted access to handguns and other weapons.<sup>21</sup> On the day following the shootings, Prime Minister Jacinda Ardern announced that New Zealand's firearms laws would change.<sup>22</sup> Less than a week after the Mosque attacks, Governor General, Dame Patsy Reddy, signed an order banning military style semi-automatic and assault rifles as well as large capacity magazines. The rapid introduction of these law changes was viewed by its opponents as an emotive overreaction that lacked the appropriate consultation of a democratic society.<sup>23</sup> Gun owners, however, have supported the Government's actions and participated in the buyback events that have occurred. New Zealand's firearms law changes remain a contentious issue and the prospect of further amendments will ensure the debate continues. The ever-present national security risk posed by New Zealand's natural environment became evident less than six months after the tragic events at the two mosques in Christchurch.

Whakaari/White Island, an active volcano in the Bay of Plenty, erupted on 9<sup>th</sup> December 2019 showering forty-seven tourists and guides with rocks and volcanic gases.<sup>24</sup> Twenty-two people died immediately or later in hospital from severe burns or respiratory damage, and many other survivors suffered extensive burns or significant injuries.<sup>25</sup> The surprising nature of the event meant the immediate rescue was ad hoc and undertaken by local resources. National level coordination was activated as the magnitude of the disaster became apparent, particularly as a number of international visitors were identified as victims. Once the initial rescue had been completed, the operational focus became the recovery of six bodies remaining on the island and two missing victims. A New Zealand Defence Force/New Zealand Police combined operation recovered the bodies from the Whakaari three days later; however, the missing bodies were never found.<sup>26</sup> Four months after this disaster, Coronavirus and COVID-19 were new words added to the New Zealanders' vocabulary.

Unlike other parts of the world, the impact of the COVID-19 pandemic on New Zealand has been limited. Only 22 deaths have been attributed to the virus and although there have been a number of citizens effected by the illness, most have been contained and treated successfully. The New Zealand government's strategy

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<sup>20</sup> R. Azizian, T. Johanson, 'Finding the Democratic Balance', in: *Routledge Handbook of Democracy and Security*, eds. L. Weinberg, E. Francis, E. Assou, Routledge, London 2020.

<sup>21</sup> *Ibidem*.

<sup>22</sup> *Ibidem*.

<sup>23</sup> *Ibidem*.

<sup>24</sup> *Whakaari / White Island Eruption Kills 22*, New Zealand History, 9 December 2019, <https://nzhistory.govt.nz/page/whakaari-white-island-eruption-kills-22> [accessed: 16.03.2021].

<sup>25</sup> *Ibidem*.

<sup>26</sup> *Ibidem*.

has been one of elimination.<sup>27</sup> This approach has taken the form of strict border measures at international ports and airports as well as a series of national and regional lockdowns to isolate the virus and prevent widespread contamination. To support New Zealand's response, the National Security System was activated as the government determined that the 'scale, complexity and long-term nature of the impacts of COVID-19 have created a need for strong system leadership and governance to ensure that the response is well integrated, comprehensive and balanced.'<sup>28</sup> Initially, the response was controlled from the National Crisis Management Centre; however, in July 2020, the COVID-19 Group was established which 'provides central coordination and leadership across government.'<sup>29</sup> Despite not having any legislative or statutory responsibilities, the COVID-19 Group provides similar functions to ODESC but remains focussed on this particular security risk.<sup>30</sup> The biggest challenge in New Zealand's COVID-19 response has been the establishment and maintenance of Managed Isolation and Quarantine facilities (MIQ) as a mechanism for preventing external strains of the virus from entering the population. Whilst this has been largely successful, a number of outbreaks have occurred which have subsequently been traced to MIQ contacts unwittingly becoming infected; however, these have been quickly contained through an effective contact tracing system. In June 2020, Air Commodore Darryn Webb was appointed Head of Managed Isolation and Quarantine to address issues surrounding breaches of security at the facilities, and the New Zealand Defence Force assumed responsibility for MIQ sites after a significant personal data breach by a private security contractor.<sup>31</sup> This level of NZDF commitment has been the organisation's largest deployment since stabilisation operations in East Timor in 1999.<sup>32</sup>

The use of New Zealand's national security architecture in responding to the significant security events discussed above was largely successful. The centralised

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<sup>27</sup> Department of Prime Minister and Cabinet, *Brief to Incoming Ministers: Covid-19 Overview*, New Zealand Government, Wellington, New Zealand 2020.

<sup>28</sup> *Ibidem*, p. 10.

<sup>29</sup> *Ibidem*, p. 11.

<sup>30</sup> *Ibidem*.

<sup>31</sup> M. Woods, *Next Steps for Managed Isolation and Quarantine Facilities*, news release, 19 June 2020, <https://www.beehive.govt.nz/release/next-steps-managed-isolation-and-quarantine-facilities> [accessed: 7.05.2021]; *eadem*, *Government Strengthens Managed Isolation System*, news release, 28 June, 2020, <https://www.beehive.govt.nz/release/government-strengthens-managed-isolation-system> [accessed: 7.05.2021]; *eadem*, 'Boosting Security Support at Managed Isolation Facilities and Maritime Border', news release, 19 August 2020, <https://www.beehive.govt.nz/release/boosting-security-support-managed-isolation-facilities-and-maritime-border> [accessed: 7.05.2021]; *Managed Isolation and Quarantine Facilities to Get Boost in Defence Force Support*, Radio New Zealand, 19 August 2020, <https://www.rnz.co.nz/news/political/423911/managed-isolation-and-quarantine-facilities-to-get-boost-in-defence-force-support> [accessed: 17.03.2021]; *Military Not Long-Term Fix for Border Problems*, newsroom, 24 August 2020, <https://www.newsroom.co.nz/military-not-a-long-term-fix-for-border-problems> [accessed: 20.03.2021].

<sup>32</sup> M. Woods, *Next Steps for Managed Isolation and Quarantine Facilities*, news release, 19 June 2020, <https://www.beehive.govt.nz/release/next-steps-managed-isolation-and-quarantine-facilities> [accessed: 7.05.2021]; *eadem*, *Government Strengthens Managed Isolation System*, *op. cit.*; *eadem*, *Boosting Security Support at Managed Isolation Facilities and Maritime Border*, *op. cit.*

nature of the national security system within the office of the Prime Minister allowed the multiagency responses to be formed and coordinated under clear lines of command and control. Although during the Mosque shootings and Whakaari eruption the ability for providing a national level response was limited due to their fleeting nature, the government efforts in the aftermath of the events was seen as key in mitigating the negative impacts on affected communities. Less satisfaction has been apparent in the responses to the Christchurch Earthquakes and management of COVID-19 MIQ.<sup>33</sup> This begs the questions of whether publication of a national security strategy by the New Zealand government would bring greater consistency to national security operational performance.

## A New Zealand National Security Strategy?

The *New Zealand's National Security System* and *National Security Handbook* documents seek to enable a whole of government approach to national security operations across a broad spectrum of risks and threats.<sup>34</sup> These documents provide a clear explanation of New Zealand's national security architecture and provide the basis for multiagency cooperation during crisis responses.<sup>35</sup> The focus on clarifying proper processes comes at the expense of a clear definition of New Zealand's unique national security context and the articulation of the government's expectations of its security agencies within this environment.<sup>36</sup> The problems this lack of specificity creates for New Zealand's security orientated agencies was identified in the 2016 *Report of the First Independent Review of Intelligence and Security in New Zealand*.<sup>37</sup> The review concluded that an 'all hazards' approach to national security was too broad, and should be more focused towards 'protecting New Zealand's interests, including its economic and international security'.<sup>38</sup>

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<sup>33</sup> *Christchurch Five Years On: Have Politicians Helped or Hindered the Earthquake Recovery?*, The Conversation Australia, 19 February 2016, <https://theconversation.com/christchurch-five-years-on-have-politicians-helped-or-hindered-the-earthquake-recovery-53727> [accessed: 23.03.2021]; 'Christchurch: After the Earthquake, a City Rebuilt in Whose Image?', *The Guardian International Edition*, 27 January 2014, <https://www.theguardian.com/cities/2014/jan/27/christchurch-after-earthquake-rebuild-image-new-zealand#:~:text=The%20government's%20response%20was%20to,responsible%20for%20managing%20the%20rebuild> [accessed: 23.03.2021]; *MIQ Website Crashes as People Try to Snag Vouchers to Come Home*, stuff, 5 March 2021, <https://www.stuff.co.nz/business/124446001/miq-website-crashes-as-people-try-to-snag-vouchers-to-come-home> [accessed: 23.03.2021].

<sup>34</sup> T. Johanson, 'New Zealand's National Security Coordination,' in: *New Zealand National Security: Challenges, Trends and Issues*, eds. W. Hoverd, N. Nelson, and C. Bradley, Massey University Press, Auckland, New Zealand 2017.

<sup>35</sup> *Ibidem*.

<sup>36</sup> *Ibidem*.

<sup>37</sup> Hon Sir Michael, Cullen KNZM and Dame Patsy Reddy DNZM, *Intelligence and Security in a Free Society: Report of the First Independent Review of Intelligence and Security in New Zealand*, New Zealand Government, Wellington, New Zealand 2016.

<sup>38</sup> *Ibidem*.



The lack of definitive strategic guidance inhibits security agencies' ability to reduce risk and enhance response readiness, which in turn leaves New Zealand's national security system largely reactionary in nature.<sup>39</sup> The breadth of potential security issues that are not specifically linked to particular department's accountabilities leaves room for misinterpretation and misunderstanding of the government's expectations of them in this area.<sup>40</sup> In the absence of an appropriate definition and direction from central government to develop unified understanding of their national security environment, New Zealand security agencies will operate in isolation and perceive security issues through their particular institutional lens. Operating in this way, it diverges from the New Zealand government's intent for applying the whole of government approach to national security presented in the national security system documentation.

The development and publication of a consolidated *national security strategy* document may be an appropriate bureaucratic device for enhancing coordination and efficiency with New Zealand's national security apparatus.<sup>41</sup> The use of strategy documents to guide operational approaches is not without precedent in New Zealand's security sector; and the national Counterterrorism and Cyber Security strategies can be found on the Department of Prime Minister and Cabinet's website. However, an overarching national security strategy from the central government would enhance New Zealand's national security system by providing clarity for security agencies around their required contributions to risk identification and pre-emption, as well as identify departmental responsibilities during specific crisis response events.

A national security strategy would be the articulation of the central government's conception of New Zealand's national security context to create common understanding of the country's particular security problem space. Additionally, specific strategic guidance to agencies within the document as to their priorities and responsibilities as part of the national security system would permit resources to be dedicated to identifying emergent security risks, thereby enabling a more effective response when, or if, they manifest. It is acknowledged that a degree of informal multiagency coordination occurs, and the successful national security responses to recent significant events indicate a strong commitment at the ground level to achieve the best possible result for affected communities. A centralised national security strategy would allow greater efficiency and coordination by addressing the command-and-control responsibilities and jurisdictional tensions that inevitably occur within high stress situations, prior to commencing an operation.

The explicit statement of central government's expectations within a consolidated strategy document should also drive greater prioritisation of national security responsibilities in relevant agencies. Being held accountable for specific national security objectives should persuade departments to critically analyse the national security implications within their sector in more depth to proactively identify emerging risks as early as possible to prevent or mitigate their impact. This

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<sup>39</sup> T. Johanson, *op. cit.*

<sup>40</sup> *Ibidem.*

<sup>41</sup> *Ibidem.*

change in approach should discard the current reactionary system for a more proactive methodology that identifies risks and threats earlier, thereby allowing increased preparation time and permitting the strongest possible response to be activated. The latter point will become increasingly important in the near future, as national security challenges continue to grow in complexity, uncertainty and volatility.

## Conclusion

New Zealand has traditionally benefitted from its isolation to protect it from threats to its sovereignty and territory. The distance an actor would need to travel to threaten New Zealand would either have provided significant time for an effective defensive response to be prepared or made the cost of the undertaking far greater than potential benefits that could be accrued. The changes in the post-9/11 international system that see greater connectivity, and the capacity to impact national security without having to deploy large numbers of conventional capabilities, have removed New Zealand's façade of the 'tyranny of distance' as a defensive mechanism. External influences were the origins of the Christchurch Mosque shootings and COVID-19 pandemic that were two of New Zealand's most significant national security responses in the past two decades. This fact has not been lost on the New Zealand public and its government, and a greater interest in national security operations has developed in response to these incidents as well as the significant natural disasters that have also occurred. The national security system's response to the four events discussed in this article was overall a success; however, could it have been better? The absence of a consolidated national security strategy means that command and control issues and other tension points must be clarified, or crucial decisions made during the stress and uncertainty of a crisis. These circumstances can lead to delayed responses or suboptimal decision making in situations where citizens survival may be time-critical. This begs the question, should the New Zealand government meet the challenge and strengthen its national security system with a national security strategy?

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### *Kua takoto te manuka: mierzenie się z wyzwaniami ewolucji środowiska bezpieczeństwa Nowej Zelandii po 11 września 2001 roku*

#### *Streszczenie*

W artykule przedstawiono ramy systemu bezpieczeństwa narodowego Nowej Zelandii w obszarze reagowania na najważniejsze wydarzenia związane z zagrożeniami dla bezpieczeństwem państwa. Autor analizuje, w jaki sposób kontekst strategiczny polityki Nowej Zelandii wpływa na jej podejście do bezpieczeństwa narodowego oraz jak rząd definiuje bezpieczeństwo narodowe. Główne wydarzenia związane z bezpieczeństwem narodowym, takie jak trzęsienia ziemi w Christchurch w latach 2010–2011, zamachy na meczety także, erupcja wulkanu Whaakari na wyspie White oraz reakcja na COVID-19, zostały tak przedstawione, by podkreślić złożoność środowiska bezpieczeństwa narodowego Nowej Zelandii od września 2001 r. Artykuł zakończono wskazaniem korzyści wynikających ze skonsolidowania strategii bezpieczeństwa narodowego dla systemu bezpieczeństwa Nowej Zelandii.

**Słowa kluczowe:** koordynacja polityki bezpieczeństwa narodowego, Nowa Zelandia, bezpieczeństwo narodowe

### *Kua takoto te manuka: Meeting the challenges of New Zealand's post 9/11 strategic environment*

#### *Abstract*

This article introduces New Zealand's national security framework for responding to significant security events. It examines how New Zealand's strategic context influences its approach to national security and how the government defines national security. The major national security events of 2010/2011 Christchurch Earthquakes, Christchurch Mosque Shootings, Whakaari/White Island eruption and COVID-19 Response are introduced to demonstrate the complexity of New Zealand's security environment since September 2001. Finally, the article concludes by examining the benefits of a consolidated national security strategy to New Zealand's national security system.

**Key words:** national security coordination, New Zealand, national security

*Kua takoto te manuka: Die Herausforderungen des  
Strategieumfelds in Neuseeland nach dem 11. September  
Zusammenfassung*

Dieser Text erläutert den nationalen Sicherheitsrahmen in Neuseeland, um das Land gegen wesentliche Sicherheitsbedrohungen zu wappnen. Er untersucht, ob der strategische Kontext Neuseelands den Umgang mit der nationalen Sicherheit beeinflusst und wie die Regierung nationale Sicherheit definiert. Die wichtigsten nationalen Zwischenfälle im Bereich der Sicherheit, d.h. die Erdbeben in Christchurch 2010/2011, den Terroranschlag auf zwei Moscheen in Christchurch, der Whakaari/White Island-Ausbruch und die Reaktion auf die COVID-19-Pandemie werden erörtert, um die Komplexität des neuseeländischen Sicherheitsumfelds seit September 2001 zu veranschaulichen. Der Text endet mit einer Erläuterung der Vorteile einer konsolidierten nationalen Sicherheitsstrategie für das nationale Sicherheitssystem Neuseelands.

**Schlüsselwörter:** Koordination der nationalen Sicherheit, Neuseeland, nationale Sicherheit

*Kua takoto te manuka: решение проблем  
эволюции среды безопасности в Новой Зеландии  
после 11 сентября 2001 года  
Резюме*

В статье изложена структура системы национальной безопасности Новой Зеландии в области реагирования на наиболее важные события, связанные с угрозами государственной безопасности. Автор анализирует, каким образом стратегический контекст политики Новой Зеландии влияет на ее подход к национальной безопасности и как правительство определяет национальную безопасность. Основные события, связанные с национальной безопасностью, такие как землетрясения в Крайстчерче в 2010–2011 гг., взрывы в мечетях, извержение вулкана Вакари на острове Уайт и меры реагирования на COVID-19, были изложены таким образом, чтобы подчеркнуть многогранность проблем национальной безопасности Новой Зеландии после 11 сентября 2001 года. В итогах статьи были указаны преимущества консолидации стратегии национальной безопасности для системы безопасности Новой Зеландии.

**Ключевые слова:** координация политики национальной безопасности, Новая Зеландия, национальная безопасность