



BRIEFING FOR INCOMING

# Minister for Disarmament and Arms Control

NOVEMBER 2020



**NEW ZEALAND  
FOREIGN AFFAIRS & TRADE**  
Manatū Aorere



**Cover photos (*top to bottom*):**

- Nukunonu wharf, Tokelau. Credit: Taupulega o Nukunonu
- A traditional welcome to Port Vila, Vanuatu as part of the Pacific Mission 2019. Credit: MFAT
- The preferred design of the Scott Base redevelopment. Credit: Jasmax – Hugh Broughton Architects
- Visit to a farming community in Lombok as part of the Indonesia Innovative Farm Systems and Capability for Agribusiness activity. Credit: MFAT
- Cargo ships. Credit: Chris Williams
- Opening of the new embassy in Stockholm. Credit: MFAT

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## How this brief is organised

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This brief is organised into four parts:

- **Part One – The role of the Minister for Disarmament and Arms Control**  
Provides a brief summary of your role and the responsibilities that come with it, as well as information on how the Ministry of Foreign Affairs and Trade supports you in your role;
- **Part Two – New Zealand’s foreign policy and disarmament and non-proliferation policy**  
Provides a strategic foreign policy overview and outlines New Zealand’s current disarmament and non-proliferation policy approach;
- **Part Three – Significant near-term policy issues**  
Provides a brief overview of issues that will require early Ministerial awareness and/or your decisions; and
- **Part Four – The Ministry of Foreign Affairs and Trade**  
Provides some contextual information about the Ministry.

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## Part One

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# The role of the Minister for Disarmament and Arms Control

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## The role of the Minister for Disarmament and Arms Control

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The position of Minister for Disarmament and Arms Control was created in 1987 via the New Zealand Nuclear Free Zone, Disarmament and Arms Control Act. We understand that New Zealand remains the only country in the world to have a stand-alone ministerial portfolio for disarmament.

As Minister for this portfolio you will provide leadership of New Zealand's efforts to achieve progress on disarmament and non-proliferation, both in support of the global public good that these entail and as an important contribution to our national interest.

You will lead New Zealand's policy and voting positions on new and significant disarmament issues, including on nuclear weapons and other weapons of mass destruction, as well as on conventional weapons and new weapons of concern. You will guide the positions New Zealand will take in negotiations on any new disarmament treaties or initiatives and in important disarmament fora, including the United Nations (UN) First Committee and meetings of disarmament treaty bodies.

You will also lead our engagement with like-minded coalitions on disarmament issues, including the long-standing New Agenda Coalition<sup>1</sup> on nuclear disarmament, and the newer ministerial-level Stockholm Initiative<sup>2</sup> focused on the Nuclear Non-Proliferation Treaty. For the most significant disarmament meetings you may wish to consider, in conjunction with the Minister of Foreign Affairs, whether you would be inclined to lead New Zealand's delegation. Opportunities for your engagement include the five-yearly Review Conference of the Nuclear Non-Proliferation Treaty or the inaugural Meeting of States Parties to the new Treaty on the Prohibition of Nuclear Weapons (both in late 2021).

You will also have an important domestic role on disarmament and non-proliferation, recognising and responding to the interests of New Zealand civil society and ensuring our international efforts are informed by, and themselves inform, national dialogue on new and important issues. Key among your responsibilities in this regard is your role as Chair of the Public Advisory Committee on Disarmament and Arms Control (see p. 7).

There are significant interplays between the positions New Zealand takes on disarmament and non-proliferation and our wider foreign policy interests, especially when it comes to managing our relationships with other countries. The Ministry will provide advice that ensures these wider considerations are visible. On many issues, coordination between you and the Minister of Foreign Affairs will be needed, particularly where issues have significant foreign policy equities.

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<sup>1</sup> The **New Agenda Coalition** was formed in 1998 and comprises Brazil, Egypt, Ireland, Mexico, New Zealand and South Africa. It is focused on ensuring the five Nuclear Weapon States under the Nuclear Non-Proliferation Treaty (NPT) fulfil their legally-binding obligation on nuclear disarmament.

<sup>2</sup> The **Stockholm Initiative** was launched in 2019 to build momentum on nuclear disarmament in advance of the 2020 NPT Review Conference. Led by Sweden, it also involves Argentina, Canada, Ethiopia, Finland, Germany, Indonesia, Japan, Jordan, Kazakhstan, the Netherlands, New Zealand, Norway, Republic of Korea, Spain and Switzerland.

## Government priorities on disarmament and arms control

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The Ministry as a whole contributes directly to the Government's two overarching priorities:

- To drive our economic recovery from COVID-19; and
- To continue our health response to keep New Zealanders safe from the virus.

Within the Government's broader objectives of building a confident and internationally connected nation and pursuing a principled, independent foreign policy, we note the priority attached to continuing New Zealand's long-standing advocacy for effective nuclear-weapon-free zones and a nuclear-weapon-free world. This will be a focus of the Ministry's support for your portfolio, and will be one of many areas where the Government's emphasis on multilateral approaches to resolving international issues will be crucial to promoting New Zealand's interests and values.

The Government's commitment to our Pacific neighbourhood as a top priority will be relevant to your portfolio, given the Pacific region's keen interest in nuclear disarmament and its engagement in other multilateral disarmament and arms control initiatives.

We look forward to discussing your policy objectives with you, both to ensure we understand your priorities, and to ensure the Ministry is well positioned to advance and implement them.

## Statutory and related responsibilities

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### **New Zealand Nuclear Free Zone, Disarmament and Arms Control Act 1987**

The Prime Minister is responsible for decisions under this Act, determining whether to allow the entry of foreign warships into the internal waters of New Zealand and the landing in New Zealand of foreign military aircraft. The Ministry's advice to the Prime Minister is submitted through you.

This Act confers on the Minister of Foreign Affairs the power to appoint members of the Public Advisory Committee on Disarmament and Arms Control ("the Committee").

The Act also designates you as Chair of the Committee.

### **Public Advisory Committee on Disarmament and Arms Control**

The Public Advisory Committee on Disarmament and Arms Control was established under the New Zealand Nuclear Free Zone, Disarmament, and Arms Control Act 1987. The Committee's main responsibilities under the Act are to advise the Minister of Foreign Affairs on disarmament and arms control issues; to advise the Prime Minister on the implementation of the Act; and to distribute grants from two government trust funds for peace education — the Peace, Disarmament and Education Trust and the Disarmament Education UN Implementation Fund.

Under the Act, the Committee is chaired by the Minister for Disarmament and Arms Control. Under the outgoing Government, as the Minister for Disarmament and Arms Control was also the Minister of Foreign Affairs, the Under-Secretary to the Minister for Disarmament and Arms Control, Hon Fletcher Tabuteau, was designated Chair.

Current membership:

- Treasa Dunworth (until 31 December 2021)
- Kennedy Graham (until 31 December 2021)
- Edwina Hughes (until 31 December 2021)
- Wayne Mapp (until 31 December 2021)
- Damien Rogers (until 31 December 2021)
- Guy Fiti Sinclair (until 31 December 2021)
- Ema Tagicakibau (until 31 December 2021)
- Alex Tan (until 31 December 2021)

## New Zealand's role in disarmament and non-proliferation

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New Zealand has long played an active role in major international disarmament and non-proliferation processes. Our principled approach is respected and is a practical demonstration of New Zealand's independent foreign policy. Accordingly, our efforts have conferred on us profile and some influence on disarmament issues, as well as more broadly.

New Zealand's size, resources and the fact that we are not a major player in international security terms means that we need to make judgments about where we apply our effort so that we can work to maximum effect internationally. The leadership diplomacy of the Minister for Disarmament and Arms Control helps deliver profile with other countries, heads of international organisations, and civil society and adds significant impact to New Zealand's efforts.

Among the fora in which New Zealand pursues its disarmament and non-proliferation objectives are elements of the UN disarmament machinery, principally the UN General Assembly's First Committee in New York and the Conference on Disarmament in Geneva. We are also very active in key treaty-based processes such as the five-yearly Nuclear Non-Proliferation Treaty review process, and annual meetings of treaty bodies covering the arms trade, landmines, cluster munitions and inhumane weapons. We are strong supporters, too, of the international organisations dedicated to disarmament and non-proliferation, such as the International Atomic Energy Agency and Comprehensive Nuclear-Test-Ban Treaty Organisation in Vienna, and the Organisation for the Prohibition of Chemical Weapons in The Hague.

New Zealand also works through a variety of international coalitions to advance disarmament issues. Prominent among these is the New Agenda Coalition, the De-alerting Group (which seeks to extend the decision-making period for any use of nuclear weapons) and, most recently, the Stockholm Initiative. On non-proliferation, we work within the four international export regimes to control the spread of weapons-related material, and other coalition-based initiatives such as the Proliferation Security Initiative, and the Global Initiative to Combat Nuclear Terrorism.

## Proposed programme of engagements to March 2021

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### International engagement

The impacts of COVID-19 are creating significant challenges for the exercise of ministerial diplomacy. In the absence of international travel and face-to-face meetings, telephone and video diplomacy will be required to establish and build relationships and to sustain New Zealand's influence.

There are limited opportunities for international engagement on disarmament and non-proliferation before March 2021, including as a result of the rescheduling of major disarmament meetings due to COVID-19 restrictions. It is also the case that few disarmament and non-proliferation meetings take place at ministerial level, with high-level engagement usually focused on significant events such as review conferences, anniversaries or new initiatives to create or sustain momentum around a specific objective. We propose that officials meet with you to discuss whether there are any particular issues you wish to focus on with a view to future international engagements.

### Domestic engagement

We recommend you engage early with domestic stakeholders on disarmament and arms control issues. The Public Advisory Committee on Disarmament and Arms Control (PACDAC) is due to hold one of its regular meetings before the end of the year and, with a view to securing your availability, officials have established that all other Committee members could attend a meeting in Wellington in early December. We propose to discuss this opportunity with you during your initial meeting with the Ministry's Chief Executive.

Beyond PACDAC, we recommend undertaking domestic engagement with interested NGOs, community groups, academics and think tanks to build relationships and form a view of the key disarmament issues of interest to the New Zealand public. You may also be interested in the contributions made by New Zealand's nuclear scientists in the field of disarmament and non-proliferation (for example, at GNS Science and the Institute for Environmental Science and Research).

Should you be interested, officials would be pleased to pull together a proposal for your consideration, with a view to commencing domestic outreach from February 2021. PACDAC members are also likely to have proposals regarding priorities for domestic engagement, which they may share with you at the first meeting suggested above.

## How the Ministry supports you

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The Ministry engages with you through the following channels, which will be adapted to suit your preferences and schedule:

- A meeting with the Chief Executive;
- Issues-based meetings with Ministry senior officials;
- Issue-specific briefings on policy issues that require Ministerial decision, direction or attention;
- Diplomatic reporting (known as Formal Messages) from the Ministry's overseas posts;
- Support from accompanying senior officials for your virtual engagements and, in due course, during international travel; and
- Regular engagement through Ministry staff supporting your office.

You will also receive intelligence briefings on relevant issues from the New Zealand Intelligence Community.

Given the inter-linkages among the portfolios the Ministry supports, ministerial coordination and mutual support are important to the pursuit of New Zealand's interests.

To help achieve this coordination, advice, reports and briefings the Ministry prepares for you are referred to the other Ministers to whom the Ministry reports.

## The Ministry's role in disarmament issues

The Ministry of Foreign Affairs and Trade supports you in its capacity as the government's lead agency for disarmament, non-proliferation and arms control work.

Advice on disarmament and arms control issues is provided by the Ministry's International Security and Disarmament Division (ISED), working with other divisions of the Ministry as required. The Division has four staff working full time on disarmament and non-proliferation policy issues, with a further three staff managing New Zealand's export control regime for strategic goods. The Division reports to the Ministry's Deputy Chief Executive (Policy), Ben King.

The Division currently includes a Disarmament Ambassador (Dell Higgin), who has been based in Wellington. The Disarmament Ambassador is New Zealand's lead negotiator for international disarmament agreements and represents New Zealand at international disarmament forums, such as the UN General Assembly First Committee, which meets annually in New York, and the annual meetings of disarmament treaty bodies.

The Ministry's disarmament and arms control work also engages four overseas posts:

- The Permanent Mission in **Geneva** pursues our interests at the Conference on Disarmament and various disarmament treaty bodies based in that city, including the Arms Trade Treaty, the Convention on Cluster Munitions and the Anti-Personnel Mine Ban Convention;

- The Permanent Mission in **Vienna** pursues our interests at the International Atomic Energy Agency, the Comprehensive Nuclear-Test-Ban Treaty Organisation, the Nuclear Suppliers Group and the Wassenaar Agreement (which covers conventional arms transfers);
- The Embassy in **The Hague** pursues our interests at the Organisation for the Prohibition of Chemical Weapons; and
- The Permanent Mission in **New York** supports New Zealand's engagement in disarmament activities which take place at the UN headquarters.

All the while, New Zealand's broader network of embassies, high commissions and consulates-general report and represent New Zealand's views on disarmament and arms control issues as part of their work.

Work on disarmament and arms control issues contributes to the Ministry's Strategic Goals on International Rules and Institutions, and Security and Safety.

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## Part Two

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# New Zealand's foreign policy and disarmament and non-proliferation policy

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## Strategic foreign policy overview

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The Ministry acts in the world to build a safer, more prosperous and more sustainable future for New Zealanders. We engage with other countries and non-state actors and seek to influence outcomes that align with New Zealand values and protect enduring national interests in:

- A rules-based international order that supports New Zealand's priorities;
- A security environment that keeps New Zealand people and activities safe;
- International conditions and connections that enable New Zealanders to prosper; and
- Global action on sustainability issues that matter to New Zealand.

### Our operating context

The global outlook is clouded by increased complexity, heightened strategic tension and new levels of disruption, disorder and risk. Many of the assumptions about global and regional affairs that have underpinned our foreign policy for the last 75 years are coming under real and sustained pressure. For example, we can no longer take for granted the virtue of ever-deepening globalisation; the effectiveness of multilateralism and its institutions; the appeal of liberal democracy and economic models; the interest and capacity of great powers to shoulder the burden of global leadership; or a benign Pacific neighbourhood.

Our international operating context is shifting at pace and growing more complex. The post-World War II global order is receding and no new order is yet emerging to replace it. But it is clear that the future will not look like the recent past. And whatever comes next, it is unlikely to align as closely with our interests or reflect our values as fully as that which we had before.

Four trends will most strongly shape our strategic environment over the next decade: 1) global power shifts and strategic competition; 2) a rules-based system under pressure; 3) economic development pushing up against planetary thresholds; and 4) a retreat from openness and liberal democracy.

**Global power shifts and heightened strategic competition** – in particular, the shift in the relative power of US and China – will be more acutely felt. <sup>s6(a)</sup>

Trade and advanced technology are the current frontlines of the US-China strategic competition and escalation remains a key risk to the outlook. All countries are feeling their strategic space squeezed as a result of these shifts <sup>s6(a)</sup>

**The rules-based system is under pressure** and fractures are becoming deeper as more and more states retreat behind "country first" agendas amidst sustained domestic anti-globalisation and populist nationalist sentiment. These conditions erode existing norms and create more space for some states to misuse and undermine the system to frustrate effective action or create mischief.

**Economic development is pushing up against planetary thresholds**, with the costs of unsustainable growth evident in a growing network of global environmental issues. Climate change will present deep challenges in the next decade in terms of both impacts and responses. Climate change poses risks to development, security and health, and magnifies many other risks. As the negative effects of climate change are felt more acutely, international and social tensions related to climate change will intensify and the pace of countries' economic responses to climate change likely to accelerate. Other serious environmental issues include plastic pollution, declining ocean health, deforestation and species loss. Fresh water could become a powerful strategic weapon.

**A global retreat from openness and liberal democracy** is demonstrated by a steady decline in the quality of democracies, even if the number of democratic states remains high. Challenges to the underlying tenets of democracy are coming from within as anti-establishment leaders in notionally liberal states varyingly seek to centralise power, circumvent democratic process, politicise the judiciary and undermine freedom of expression. These trends are reinforced by growing public scepticism of elites, institutions and globalisation.

The COVID-19 pandemic overlays these four trends. **COVID-19 has manifested as an acute disruptor**, adding layers of complexity to all aspects of New Zealand's operating context. COVID-19 has amplified or accelerated the identified trends in ways that exacerbate their negative impact on the global operating context. As the COVID-19 recovery unfolds, we expect the world will be less open, less prosperous, less secure and less free.

## New Zealand's foreign policy priorities

In 2019, the Ministry identified a set of six strategic foreign policy priorities for New Zealand, both in response to these trends and because of their particular significance for New Zealand's wellbeing over the next decade:

- Safeguarding New Zealand's interests in the Pacific;
- Shaping an Indo-Pacific regional order that reflects New Zealand interests;
- Maximising New Zealand's trade value and resilience;
- Investing in global rules and institutions that deliver for New Zealand;
- Tackling increasing risks to New Zealand's security; and
- Playing a credible role in global climate change action.

COVID-19 has not altered these priorities at the headline level, although there will be shifts in focus or emphasis and the Ministry is having to prioritise new areas of work, such as safe travel zones and vaccine diplomacy, whilst also managing an unprecedented consular workload. COVID-19 has also impacted on the interplay of risk and opportunity for New Zealand's international engagement, and altered the allocation of resources in pursuit of revised priorities. Our foreign policy priorities are outlined below, with a COVID-19 lens necessarily applied to most issues.

### **Safeguarding New Zealand's interests in the Pacific**

New Zealand has enduring interests in ensuring that our Pacific neighbours are safe, resilient and prosperous; and in maintaining the key characteristics of our preferred strategic environment. A more contested region with non-traditional external partners increasing their presence in the Pacific has implications for stability and governance norms.

COVID-19 has severely impacted Pacific economies, even as most countries remain COVID-free. The region's economies are heavily reliant on tourism, remittances and labour mobility opportunities. Revenue from these sources has dried up. The increase in poverty and decline in standards of living resulting from a deep and long recession will impact on the region's politics and security, and will have direct consequences for New Zealand. Against this backdrop, strategic competition in the region could accelerate. If the region responds to these challenges by taking on unsustainable commitments, Pacific countries could be exposed to a broader set of risks that affect New Zealand interests.

The region will bear increasingly severe impacts of climate change, including further sea-level rise, more frequent extreme weather events, fresh water shortages and greater pressure on food stocks. Like COVID-19, these climate change impacts will exacerbate existing social, economic and security challenges.

Building on the rapid and decisive action already taken to support Pacific countries to prepare for and respond to COVID-19, New Zealand now faces difficult development funding and policy decisions to ensure the Pacific remains protected from COVID-19, while bolstering economic resilience and contributing to climate change resilience and protecting our strategic interests. Sustaining mature and robust political relationships in the region as best we can will continue to be important for New Zealand, as will efforts with Australia and other partners to preserve the strategic balance in the region.

### **Shaping an Indo-Pacific regional order that reflects New Zealand interests**

New Zealand has a deep stake in the Indo-Pacific region's stability, greater economic integration and evolving norms and systems. To shape those norms and systems to our advantage, we need to be active bilaterally and through regional architecture over the long term. One key driver for deepening our relationship with ASEAN is to help sustain its critical role in bringing countries together and promoting rules and norms that are consistent with our preferences, including as the anchor of key regional architecture, notably the EAS.

Key organisations such as the EAS and APEC are under increasing pressure as a result of decreasing willingness by major powers to see their strategic and economic interests intermediated by others. The contest for regional influence is also giving rise to new regional formats, including the various Free and Open Indo-Pacific constructs, China's Belt and Road Initiative and a re-invigorated (US, Australia, India, Japan) Quad. New Zealand's principle-based approach to these fora is shaped by interests in an Indo-Pacific that is open, inclusive and transparent; respects sovereignty, ASEAN centrality, and freedom of navigation and overflight; and promotes adherence to international law and open markets.

While New Zealand's economic interests in the Indo-Pacific can be expected to hold up fairly well, politically there is less room for optimism. COVID-19 has exacerbated existing major power tensions, accentuated regional competition over cooperation and increased risks to the pre-eminence of the vital regional architecture.

New Zealand's chairing of APEC in 2021 takes on additional geostrategic importance in a COVID-19 environment, including as a platform for us to help focus the region's approach to recovery, to reinforce economic norms aligned with *our* values and *our* interests, and to lead APEC at a time when it is developing an agenda covering the next 20 years of its work. Both chairing APEC and maintaining New Zealand's voice on wider regional issues will test New Zealand's diplomacy without face-to-face meetings.

### **Maximising New Zealand's trade value and resilience**

New Zealand's prosperity is underpinned by strong international connections, which support productivity and enable our export sector to deliver sustainable returns to the country. Trade is a major driver of productivity, employment and incomes in New Zealand: productivity per New Zealand worker is 36 per cent greater for workers in exporting firms compared with non-exporting firms. Inbound foreign direct investment (FDI) is an important component of the export sector's success: given New Zealand's relatively shallow capital base, it enables firms to build the necessary scale and capability.

A number of disruptive forces are bearing down on our trade interests: increased protectionism; consumer shifts away from carbon-intensive commodities and services; increasing interest in carbon border adjustments in response to climate change; and trade tensions between the US and China. Finally, climate change imperatives will require our exporters to adapt – sooner or later – to a low-carbon global economy.

COVID-19 has increased the headwinds we were already facing as nationalism and protectionism become more pervasive and more entrenched, as global demand plummets on the back of serious economic retraction, as businesses look to shorten supply chains, and as border restrictions constrain our significant tourism and education service exports.

The trade recovery strategy the Ministry is pursuing with New Zealand Trade and Enterprise includes more direct support to export businesses from our network of offshore posts, as well as helping businesses prepare to make the transition to a low-carbon economy. The Ministry is also leading negotiation of quarantine-free travel zones with Australia, the Cook Islands and Niue to facilitate the opening up of travel when safe. Over the longer term, it will be important to New Zealand's economic resilience <sup>s6(a)</sup> that our trade and climate change strategies are aligned.

### **Investing in global rules and institutions that deliver for New Zealand**

New Zealand's wellbeing over the last 75 years has been supported by an international system of institutions, rules, norms and frameworks, which has provided predictability, disciplined power, reflected our values and largely been consistent with our interests. But now there is declining international support for and adherence to many of the rules and norms that benefit us, with fractures deepening in the international system, the principles on which it was built and the institutions that support and sustain it.

At the point when the world needs a coordinated global response more than ever, the international system is under serious pressure and leadership from the major powers is often selective and frequently absent. As well as complicating many multilateral processes, COVID-19 has caused nations to focus inwards and global goodwill has fallen short as nations have tended to their own. Geopolitical tensions and inherent challenges in the UN's architecture continue to pose grave challenges to international cooperation, including around equitable distribution of any vaccine. Supporting the national vaccine strategy has become a critical part of our foreign policy effort.

As the COVID-19 crisis unfolds, some process may emerge that would help the world to address the health and economic impacts of the pandemic, in a similar way to the establishment of the G20 in response to earlier economic crises. New Zealand would want to be poised and ready to contribute to or support such a process.

More broadly, multilateralism serves our national interests (e.g., trade access/enforcement under WTO rules and the Law of the Sea mandating our Exclusive Economic Zone (EEZ)), and New Zealand's reputation has been enhanced through successful multilateral action. We need to ensure in the current environment that investment of effort will have impact. We will need to make astute choices about where to invest and at what scale. The UN treaty on high seas marine biodiversity is currently the only major multilateral treaty under negotiation at the UN and is a particular priority for New Zealand. Multilateral solutions to protect states' maritime zones in the face of sea level rise is another priority that we are championing on behalf of Pacific partners.

### **Tackling increasing risks to New Zealand's security**

New Zealand's security environment is deteriorating. State sovereignty and agreed norms of state behaviour are being undermined. Growing strategic competition is having a destabilising effect, especially in the Indo-Pacific region. Antarctica is not immune. Trans-border threats directly affecting New Zealand's security include malicious cyber activities, foreign interference, malign use of emerging technology (including in outer space), transnational crime, irregular migration and terrorism. These threats stem from global challenges with increasing domestic manifestations; addressing them will require increasingly deep cooperation between external-facing and internal-facing New Zealand government agencies. Likewise, New Zealand will need to broaden and deepen security cooperation with key partners and continue defending the rules-based order through contributions to global peace, security and disarmament initiatives.

Security threats will rise further and more quickly in the COVID-19 environment as a result of increased instability, greater state weakness and more failed states; greater international refugee flows; reduced capacity in countries to address trans-border security threats; and more space for malign actors to operate given distracted governments. Further demand for security and humanitarian contributions from New Zealand can be expected.

### **Playing a credible role in global climate change action**

A paradigm shift in global action on climate change in the next decade is essential to avert catastrophic outcomes. We have a compelling national interest in continuing to champion faster and more far-reaching global action to reduce emissions because our

wellbeing depends on the effectiveness and speed of others' decarbonisation efforts. This interest is amplified by Pacific island countries' pressing need for effective global action, their expectation of our support for such action, and the flow-on to our wider strategic interests in the Pacific.

Ambitious mitigation action at home can create opportunities to pursue a leadership role in promoting effective international climate action. We also have opportunities to partner with other like-minded countries to help increase action on climate change – for example partnering on new technology and carbon markets.

COVID-19 has seen much global climate change engagement pivot toward enhancing global ambition in the context of “green recovery” aspirations. In this context, the role of trade disciplines, investment, and civil society is assuming a new profile.

New Zealand's climate change diplomacy is focused on: advocating for COVID-19 recovery consistent with the Paris Agreement; completing negotiation of the implementation guidelines for the Paris Agreement (the “Paris rulebook”); supporting environmental integrity in international carbon markets, and developing ways for New Zealand to access those markets; and implementing the Ministry's Pacific Climate Change and Development Action plan. The outcome of the US presidential election will also have a major bearing on the effectiveness of the Paris Agreement.

## Advancing our foreign policy priorities

### The COVID-19 challenge

Even before COVID-19 hit, the period ahead was going to be challenging for New Zealand's international interests. COVID-19 has increased the challenge in both policy and practical terms, including because it continues to limit so seriously our engagement with the world. New Zealand's wellbeing depends on our international connections: through associated flows of trade, capital, skills, knowledge and ideas; and through our ability to influence decisions taken outside New Zealand that impact on us. Our connections have been drastically reduced by COVID-19 – weekly direct scheduled commercial flights to New Zealand have fallen on average over 90 per cent per week compared to the same time last year.

One of the presenting challenges for the Government therefore will be to determine **how the country can reconnect with the world in a safe and measured way**, ensuring that New Zealand is well-positioned to preserve, protect and rebuild international connections as soon as possible. A scenario where others re-open their borders but New Zealand remains closed could mean we will be absent from the international scene for longer than some others: a significant risk for New Zealand foreign, development and trade policy that will need to be mitigated.

COVID-19 has also posed **challenges for the Ministry's offshore network**. The pre-COVID business model has been to operate posts with lean staffing from Wellington, premised on the ability to move senior officials across borders to represent New Zealand at major meetings and to surge staff into posts for relief, respite or reinforcement as necessary. COVID-19 has changed all of this. The resilience of our offshore network – critical to supporting New Zealanders abroad, advancing New Zealand interests and

leading our trade recovery efforts – has been sorely tested. This is particularly the case for posts with just two officers from Wellington – some 17 of our 59 offshore missions. We have temporarily closed eight posts during the COVID-19 pandemic. Three are due to reopen. We will have to continue to manage the network dynamically over the coming months – a core task with increased transactional and financial costs.

While our border remains closed, New Zealand will need to sustain our agility in virtual diplomacy and explore other ways to maintain connections and influence. Even as borders re-open, we can anticipate a less open world until a safe and effective vaccine has been widely distributed and a future where pre-COVID-19 trends are accentuated. We will find it more difficult to **maintain profile, achieve cut-through and exert influence** on the issues that matter to us in this crowded, contested, fragmented and disconnected operating environment.

### **Our assets**

That said, we shouldn't lose sight of the fact that, our small size notwithstanding, New Zealand has **international mana and credibility** stemming from our national values and attributes; the practical development, defence and police contributions we make to the international community; and diplomatic successes, such as the Christchurch Call (see Figure 1: New Zealand interests and assets on p. 23).

These assets, which are derived from NZ Inc in its broadest sense, will be even more valuable in the current environment. Prioritising effectively and harnessing the collective NZ Inc capability will be important. An early issue for the incoming Government will be determining on what issues it might choose to leverage the influence that comes from New Zealand's currently increased profile from the country's response to the Christchurch terror attacks and to COVID-19.

### **Our relationships**

A more disrupted and disordered world will also be a lonelier one for New Zealand as global affairs become more transactional and traditional friends are more preoccupied domestically and take a narrower national interest approach globally.

We will need to invest more in and require more from our bilateral relationships. The quality of our bilateral relationships with our **Pacific neighbours** has impacts across New Zealand's international interests. Moreover, domestic and foreign policy considerations are intimately connected when it comes to the Pacific. **Australia** will remain our most important relationship and indispensable partner. <sup>s6(a)</sup>

<sup>s6(a)</sup> **The US** will continue to play a vital role in our security and prosperity, <sup>s6(a)</sup>

The value of a core group of major relationships has been reinforced during the COVID-19 crisis.

<sup>s6(a)</sup>

s6(a)

We will also continue to derive benefit from leading and joining **coalitions of interest** with countries with which we share (to varying degrees) a set of common interests and values, including a commitment to multilateralism, free trade, the rule of law and liberal democratic values.

s6(a)

New Zealand's relationship with China is significant, and multi-dimensional, but also enormously asymmetrical.

## Conclusion

The period ahead will present ongoing challenges as we seek to **uphold our interests and our values**. We will need to be clear in our understanding of both, and ensure others know what we stand for to maximise our ability to pursue a consistent, principled and independent foreign policy. Even so, our scope to advance an independent foreign policy may be reduced as the conditions that enable our independence of thought and action – the respect for rules, strategic space to make choices, a wide group of friends that share our views – will likely be wound back in a more inward-facing and transactional global environment.

We will need to be pragmatic and adroit to defend what we must and shape what we can, all the while building New Zealand's resilience so that we can capitalise on the opportunities and manage the risks that a disordered world will present. **Urgency, agency and entrepreneurship** in our foreign policy will be more important than ever in these tumultuous times.

Figure 1: New Zealand's interests and assets

## New Zealand's interests and assets

New Zealand's wellbeing depends on the protection and advancement of a set of enduring interests in the world. Securing these interests involves well focused and executed international action to influence other countries and organisations to our advantage, buttressed by complementary domestic policies and actions.

New Zealand's international influence and credibility are functions of our enduring national assets and the ways in which we use these to best advantage in the world. These assets will become even more valuable as we navigate greater uncertainty this decade. Nurturing them through action at home is critical to success internationally.

### New Zealand interests

We have essential and enduring interests in:

**A rules-based international order that supports New Zealand priorities:**

- Rules, norms and other international frameworks governing global affairs, which promote stability and predictability; and
- Multilateral institutions that give all countries a voice.

**A security environment that keeps New Zealand people and activities safe:**

- International security and stability, particularly in the Pacific and Indo-Pacific regions;
- Secure borders (land and maritime);
- Secure domains that New Zealanders use (oceans, airspace, cyberspace); and
- Collective security mechanisms (e.g., the UNSC, NATO).

**Conditions and connections that enable New Zealanders to prosper:**

- Open trading arrangements and access to markets underpinned by an effective multilateral trading system;
- Secure and open trade routes (maritime and air);
- Sufficient access to international carbon markets;
- Liberal economic norms; and
- Global financial stability.

**Global action on sustainability issues that matter to New Zealand:**

- Progress towards sustainable development;
- Global collective action to address climate change; and
- Environmental protection of Antarctica and the Southern Ocean.

### New Zealand assets

**Our mana and credibility in the international arena are founded on intrinsic New Zealand features:**

- Our strong democratic institutions and values and adherence to the rule of law;
- Our commitment to equality, fairness, inclusivity and accountability;
- Our distinctive bicultural society underpinned by Te Tiriti o Waitangi and the Crown-Māori partnership;
- Our Pacific orientation and Pasifika population;
- Our super-diverse multicultural society and tolerant communities; and
- Our robust and reputable domestic policy settings (open economy, ease of doing business, high transparency and absence of corruption).

**We earn recognition for the contributions we make to the international community including:**

- Our effective international development and humanitarian assistance programmes;
- A professional and capable New Zealand Defence Force deployed to promote international and regional security;
- New Zealand Police, respected for its modern, community-based policing approach;
- High quality analysis of classified and open source intelligence; and
- Our thought leadership and talent (niche research and innovation strengths).

**We have enduring assets derived from our geography:**

- Our maritime area (combined Exclusive Economic Zone (EEZ) and continental shelf) is one of the largest in the world;
- We are part of the Indo-Pacific, the fastest growing region in the world;
- We are embedded in the regional architectures of the Pacific and the Indo-Pacific; and
- The landmass of Australia stands between us and the most proximate source of a wide range of security threats.

## Disarmament and non-proliferation policy overview

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The strategic foreign policy overview in this brief outlined a seriously challenging operating environment for New Zealand. The waning commitment of some countries to multilateral institutions and processes was identified as having a negative impact for countries which, like New Zealand, rely so heavily on rules and norms as a basis to deliver prosperity, wellbeing and a sustainable future for New Zealanders.

It is hard to think of a context where these trends are more apparent than with regard to disarmament and non-proliferation. The re-emergence of great power rivalry has put long-standing and important frameworks under threat, undermining the international rules-based order to the detriment of our own national security.

The friction between the US and Russia, who between them hold around 91 per cent of the global nuclear stockpile, has manifested itself in a number of recent disarmament set-backs. These include the demise of the 1987 Intermediate-Range Nuclear Forces Treaty (INF), which banned both parties' land-based ballistic missiles, cruise missiles and missile launchers with a particular range. The US withdrew from the INF in 2018, citing Russian non-compliance as well as concern that the Treaty disadvantaged the US in respect of its strategic rivalry with China in the Pacific. Looking forward there are real concerns that the only remaining nuclear arms control agreement between the US and Russia, the New START Treaty, will not be extended by the time of its looming deadline (7 February 2021).

The lack of progress on nuclear disarmament will be the key point of contention at the Nuclear Non-Proliferation Treaty (NPT) Review Conference (tentatively scheduled for August 2021, having been postponed from April 2020 as a result of COVID-19). Some of the five nuclear weapon possessors and their allies may accuse supporters of the new Treaty on the Prohibition of Nuclear Weapons (TPNW) of having sown division within the NPT ranks. In reality, however, the TPNW is a symptom, rather than the cause, of disagreement on how to advance nuclear disarmament. Faced with a new nuclear arms race, expanding roles for nuclear weapons in the military doctrines of a number of nuclear-armed states, threats of the actual use of nuclear weapons, and suggestions that the norm against nuclear testing may erode, the TPNW has provided non-nuclear weapon states like New Zealand with the only meaningful opportunity in recent years to make, at the very least nominal progress on nuclear disarmament at the same time as we reaffirm our opposition to nuclear weapons and our commitment to their total elimination.

Another key issue before the NPT Review Conference relates to the intention of many of its Parties to further strengthen the nuclear non-proliferation regime. New Zealand is a strong advocate for nuclear non-proliferation, which we recognise as the essential partner to nuclear disarmament in our efforts to achieve a world without nuclear weapons. While some progress has been made in recent years, with ever more countries signing up to stricter nuclear safeguards and the strengthening of export control systems, the ongoing efforts of certain state and non-state actors to acquire nuclear weapons (or at least achieve "break-out" capability) means there is no room for complacency. The notable challenges faced in addressing the nuclear ambitions of North

Korea and Iran demonstrate the importance of non-proliferation, with the US withdrawal from the Iran nuclear deal (and its subsequent efforts to “snapback” sanctions on Iran) further complicating multilateral efforts in this regard.

Tensions between the major powers are not confined to nuclear disarmament and non-proliferation. They are also complicating efforts to shore up the Chemical Weapons Convention (CWC) after uses of chemical weapons. Following deadlock in the UN Security Council, efforts to empower the Organisation for the Prohibition of Chemical Weapons to investigate, identify and hold to account those who use chemical weapons have achieved some success. They have not been universally welcomed, however.

Beyond the existing framework, however, there is a clear reluctance on the part of the major powers to sign up to any new disarmament undertakings and not simply those relating to nuclear, chemical or biological weapons (so-named “weapons of mass destruction”). This rubs hard up against the ambitions of some smaller, progressive states, including New Zealand, to continue consolidating the gains made in the field of International Humanitarian Law (IHL) in the period since the end of the Cold War. Such gains most notably include treaties prohibiting anti-personnel mines and cluster munitions, as well as the adoption of the Arms Trade Treaty (alongside the already mentioned Treaty on the Prohibition of Nuclear Weapons).

Most recently, New Zealand’s strong desire to reduce the number of civilian casualties in conflict zones has resulted in our being part of a core group of states promoting adoption of a Political Declaration regarding the usage of ‘explosive weapons in populated areas’. Even this modest ambition (focused, as it is, on restating rather than expanding the terms of IHL) has met with either limited support or outright opposition by the major powers and their close military allies, reflecting their reluctance to impose what could be seen as new constraints on their use of weapons.

Notwithstanding the increased friction evident in disarmament forums as a result of this environment, New Zealand continues its principled position and unwavering support for multilateral outcomes. We set out below comments on key treaties – including the 1967 Nuclear Non-Proliferation Treaty and the 2017 Treaty on the Prohibition of Nuclear Weapons – together with an outline of how we position ourselves on issues of importance to New Zealand including on topical ones such as Iran, chemical weapons use in Syria, new technologies and outer space.

## Nuclear weapons

### **New Zealand’s nuclear-free legislation**

New Zealand’s nuclear-free status was established by the New Zealand Nuclear Free Zone, Disarmament and Arms Control Act 1987. The Act implements the Nuclear Non-Proliferation Treaty and the Treaty of Rarotonga (which established the South Pacific Nuclear-Free Zone), both of which commit New Zealand not to acquire nuclear weapons. The Act also establishes a New Zealand Nuclear-Free Zone and processes covering the non-entry of nuclear-armed warships and military aircraft, and nuclear powered vessels, into our internal waters.

## **Nuclear Non-Proliferation Treaty**

The Nuclear Non-Proliferation Treaty (NPT) is often described as the cornerstone of the global nuclear disarmament and non-proliferation regime. The NPT represents a grand bargain across the three pillars of nuclear disarmament, nuclear non-proliferation and the peaceful uses of nuclear energy. Put simply, the NPT provides that those states with nuclear weapons will disarm; those without nuclear weapons will not try to acquire them; and the peaceful uses of nuclear energy will be pursued by all under appropriate international safeguards. The NPT recognises as “Nuclear Weapon States” those five countries that had built and tested nuclear weapon by 1 January 1967 (the US, Russia, the UK, France and China), with all other states including New Zealand being “non-Nuclear Weapon States”. There are currently four nuclear armed states not party to the NPT: India, Pakistan, Israel and North Korea.

New Zealand signed the NPT in 1969. We have subsequently entered into a number of safeguards agreements with the International Atomic Energy Agency (IAEA) which, pursuant to the NPT, is mandated to verify that all nuclear material in New Zealand is being used for peaceful purposes only. The IAEA also sets standards for nuclear safety worldwide, and is playing an important role in strengthening nuclear security (the physical security of nuclear facilities to prevent unauthorised removal of nuclear materials). Other IAEA issues of interest to New Zealand include the transport of nuclear material and related issues of liability.

The NPT is reviewed every five years, with the review process highlighting the disparity between progress on nuclear non-proliferation and the promotion of nuclear technology on one hand, and the lack of progress on nuclear disarmament on the other. In this context, New Zealand is an active member of a number of cross-regional groupings aimed at advancing nuclear disarmament under the NPT. In addition to the New Agenda Coalition and Stockholm Initiative detailed above, these also include the:

- **De-alerting Group** (Chile, Malaysia, New Zealand, Nigeria, Sweden, Switzerland) – focuses on reducing nuclear risk by lowering the alert status of nuclear weapons; and the
- **Humanitarian Initiative** – a large group of countries that seeks to accelerate nuclear disarmament by highlighting the catastrophic humanitarian consequences of any use of nuclear weapons.

## **Treaty on the Prohibition of Nuclear Weapons**

Growing frustrations at the lack of progress towards nuclear disarmament led to a group of countries, including New Zealand, convening negotiations in 2017 on a treaty to prohibit nuclear weapons. More than 120 states participated in the negotiations and 53 (including New Zealand) signed the Treaty when it opened for signature in September 2017. New Zealand ratified the Treaty on 31 July 2018 and is a member of the core group of states that support the advancement of the Treaty. On 24 October 2020, the Treaty on the Prohibition of Nuclear Weapons (TPNW) reached the requisite 50 ratifications necessary to trigger its entry into force. The Treaty will now enter into force after 90 days, on 22 January 2021. None of the states possessing nuclear weapons, and no state in a formal military alliance with the US, have supported the Treaty, and some are actively critical of it.

The Treaty prohibits the use and threat of use of nuclear weapons, as well as their development, testing, production, possession, stationing and transfer. It also prohibits the provision of assistance or encouragement to anyone to do anything prohibited by the Treaty, and imposes positive obligations on States Parties relating to victim assistance and environmental remediation. By providing the legal framing for a nuclear weapon-free world, the Treaty strengthens the norm against nuclear weapons and represents a necessary step on the pathway towards their abolition.

### **Comprehensive Nuclear-Test-Ban Treaty**

The Comprehensive Nuclear-Test-Ban Treaty (CTBT) bans nuclear explosions in all environments. The aim of the Treaty is to prevent countries developing nuclear weapons and (for countries that already have nuclear weapons) modernising them.

There are currently 184 signatories to the Treaty, of which 168 have also ratified it, including three of the nuclear weapon states: France, Russia and the UK. But 44 specific nuclear technology-holder countries must sign and ratify before the CTBT can enter into force. Of these, eight have yet to sign and/or ratify: China, Egypt, India, Iran, Israel, North Korea, Pakistan and the US. North Korea is currently the only country conducting nuclear tests. Media reporting in May 2020 suggested that the US was considering a resumption of nuclear testing, with the Special Presidential Envoy for Arms Control confirming publicly in July 2020 that nuclear testing remained on the table for the US but that he was “unaware of any particular reason to test at this stage”. These developments highlight the importance of New Zealand’s ongoing work to advocate for the entry into force of the CTBT and for the maintenance of existing moratoria against nuclear testing.

New Zealand ratified the CTBT in 1999. We host a number of seismic, radionuclide and acoustic monitoring stations that are part of the treaty’s worldwide verification network. We are a lead sponsor of an annual resolution on the CTBT in the UN General Assembly’s First Committee.

### **Nuclear Weapon-Free Zones**

New Zealand is a strong proponent of nuclear-weapon-free zones. In addition to the zone in the South Pacific, there are currently nuclear-weapon-free zones covering Latin America and the Caribbean (Treaty of Tlatelolco), South East Asia (Treaty of Bangkok), Africa (Treaty of Pelindaba) and Central Asia (Treaty of Semipalatinsk). The proposed establishment of a Middle East Nuclear-Weapon-Free Zone (which is complicated by Israel’s possession of nuclear weapons) is a major issue in disarmament diplomacy. We participate in a five-yearly conference of States Parties to Treaties establishing Nuclear-Weapon-Free Zones, and are a core sponsor of an annual resolution at the UN General Assembly’s First Committee entitled “Nuclear-weapon-free Southern Hemisphere and adjacent areas”.

## Other weapons of mass destruction

**Chemical weapons** are prohibited under the Chemical Weapons Convention (CWC), which is implemented through the Organisation for the Prohibition of Chemical Weapons (OPCW) based in The Hague. The Convention requires the destruction of chemical weapons stockpiles worldwide and imposes controls on the trade in “precursor” chemicals, that is, those that can be used to make chemical weapons. The Convention

has been successful in many respects but the norm of non-use has been challenged by events in Syria as well as uses of the Novichok chemical agent.

New Zealand joined the CWC in 1996 and has been particularly active in responding to the challenges posed by Syria's repeated use of chemical weapons since 2013. While on the UN Security Council in 2015 and 2016, we supported resolutions establishing and extending a Joint Investigative Mechanism between the UN and the OPCW to identify and hold accountable those responsible for the use of chemical weapons in Syria. When Russia blocked the further extension of this mechanism in November 2017, New Zealand joined the International Partnership Against Impunity for the Use of Chemical Weapons, and was active in the establishment of an OPCW investigation and attribution mechanism at the Fourth Special Session of States Parties to the CWC in June 2018. We are also a member of the Australia Group that coordinates export controls on material related to both chemical and biological weapons.

**Biological weapons** are prohibited by the Biological Weapons Convention. Advances in biotechnology and difficulties in verifying non-possession of biological weapons are ongoing challenges for the Convention. New Zealand ratified the Convention in 1972.

**Ballistic missiles** are particularly suited for the delivery of nuclear, chemical and biological weapons. New Zealand is a member of the Missile Technology Control Regime (MTCR), which seeks to prevent the spread of missile technology. We served as President of the regime from October 2019, when we hosted the regime's plenary meeting in Auckland, until October 2020.

## Conventional arms

The **Arms Trade Treaty** (ATT), concluded in 2012, regulates the international arms trade by requiring states to maintain export and import controls, and by setting standards for international arms sales. New Zealand ratified the Treaty in 2013 and implements it through export control regulations. We are working to expand membership of the treaty in the Pacific region, for example through providing legal and technical resources to island states and hosting regional workshops. New Zealand is currently the Chair of the ATT Voluntary Trust Fund, which provides funding support to States in implementing their obligations under the Treaty.

New Zealand is also one of 41 states which participate in the Vienna-based **Wassenaar Arrangement**, which seeks to prevent the spread of conventional weapons technologies through a common approach to export controls.

The UN has established a **Programme of Action of Small Arms and Light Weapons** to address the multiple impacts of uncontrolled spread of these weapons, particularly on developing countries. Although New Zealand's focus for such weapons is on the ATT, we do report to the UN under the Programme of Action and keep abreast of developments given its importance to the Pacific.

## Inhumane and indiscriminate weapons

There are several treaties covering inhumane and indiscriminate weapons:

- The Anti-Personnel Mine Ban Convention (also known as the **Ottawa Treaty**) prohibits anti-personnel landmines and requires the destruction of stockpiles,

clearance of minefields and support for victims in states which are party to it. New Zealand is a party to the Treaty.

- The Cluster Munition Convention (also known as the **Oslo Treaty**) prohibits cluster munitions and requires the destruction of stockpiles, clearance of cluster munitions and support for victims in states which are party to it. New Zealand is a party to the Treaty, having hosted one of its negotiation conferences in Wellington in 2008. We are coordinator for National Implementation Measures under the Convention, and provide targeted support for States Parties in respect of their legislation to implement the treaty.
- The Convention on Certain Conventional Weapons (CCW) – also known as the **Inhumane Weapons Treaty** Convention – prohibits or restricts the use of weapons such as blinding lasers and incendiary weapons, and also has a protocol covering the use of landmines. New Zealand is a party to the CCW and a number of its protocols. The CCW is bound by consensus and has failed to make progress on important issues over the past two decades. Both the Ottawa and Oslo treaties were negotiated outside the CCW. The CCW is now considering the emerging issue of Lethal Autonomous Weapons Systems, but remains constrained by the requirement for consensus.

## Counter-proliferation initiatives

There are a range of international processes under way to restrict the flow of weapons and hazardous material. These include:

- **United Nations Security Council Resolution 1540**, which requires all states to have in place export control regimes and other measures to prevent “non-state actors” – which includes rebel groups and terrorists – acquiring weapons of mass destruction.
- The **Proliferation Security Initiative** (PSI) comprises more than 100 participating states including New Zealand. PSI participants commit to principles, consistent with international law, which facilitate the interdiction of shipments of weapons of mass destruction related materials to states which are a proliferation risk.
- The **Global Initiative to Counter Nuclear Terrorism** (GICNT), whose 88 members cooperate in technical measures to prevent and mitigate a terrorist attack using nuclear material.

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## Part Three

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# Significant near-term policy issues

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## Issues for immediate attention or decision

This section canvases issues on which you are likely to need to make decisions before the end of 2020 and others on which you may need to engage.

### United Nations General Assembly First Committee on International Security and Disarmament

The UNGA First Committee is currently under way in New York, with action having commenced on 3 November on its 70+ resolutions dealing with all aspects of global disarmament and non-proliferation. While nuclear disarmament is a key focus for the Committee, it also provides the venue for the UN membership to consider and take decisions on positions and initiatives relating to other weapons of mass destruction, conventional weapons, regional issues and the UN disarmament machinery. The New Zealand delegation already has its instructions for the current Committee but officials will provide you with reporting on its key conclusions and events.

### Iran: non-proliferation issues

Efforts to address nuclear proliferation concerns in Iran remain precarious. The International Atomic Energy Agency (IAEA), which is responsible for monitoring and verifying Iran's compliance with its nuclear safeguards obligations and the Joint Comprehensive Plan of Action (JCPOA), has finally been given access by Iran to nuclear sites of concern. At the same time, however, Iran is continuing its non-performance of key commitments under JCPOA. Although the US recently sought to trigger the re-imposition of pre-JCPOA sanctions on Iran (including the conventional arms embargo), the overwhelming majority of the UN Security Council and other states do not agree that the sanctions are back in place. The US has initiated its own unilateral sanctions on weapons sales to Iran, as well as a broader range of sanctions related to Iran's nuclear weapons, and continues to put pressure on other States and the UN Secretariat to implement the full suite of pre-JCPOA sanctions against Iran. Although it is unclear what the implications of the US unilateral re-imposition of sanctions might be, the US approach to the Iranian nuclear file will be impacted by the outcome of the US election.

New Zealand's voice on issues pertaining to Iran's nuclear programme will be amplified through our recent appointment to the IAEA Board of Governors, which will next meet 16-20 November in Vienna. The Board is mandated to consider and – if necessary – take action on the IAEA Director-General's reports on the status of nuclear safeguards in Iran. Officials will provide a brief submission on the upcoming IAEA Board meeting for your consideration and that of the Minister of Foreign Affairs.

### Chemical weapons: Syria and Navalny

New Zealand is a strong supporter of the Chemical Weapons Convention (CWC) and its implementing agency the Organisation for the Prohibition of Chemical Weapons (OPCW). The chemical weapons regime is under threat, with the global norm against the use of chemical weapons having been undermined repeatedly by Syria and most recently by the use of a "Novichok" chemical agent against Russian opposition politician, Alexei Navalny. The next Conference of the States Parties to the CWC is scheduled to meet in The Hague from 30 November to 4 December but may yet be impacted by the new COVID lockdown in Europe. The Conference will consider issues relating to Syria and the poisoning of Navalny, as well as the OPCW budget. New Zealand will work with all interested partners to ensure that the Conference upholds the CWC and reinforces the OPCW, and that it sends an unequivocal message about the importance of holding those who use chemical weapons to account. We are also working to support Pacific Island engagement in the meeting. Officials will provide you and the Minister of Foreign Affairs with a submission shortly, seeking your guidance on the meeting as well as the credentials that will be needed for our Permanent Representative to the OPCW in The Hague to lead New Zealand's delegation.

### Comprehensive Nuclear-Test-Ban Treaty Organisation: election of new Executive Secretary

The election to appoint the next Executive Secretary of the Comprehensive Nuclear-Test-Ban Treaty Organisation (CTBTO) will take place in Vienna from 25-27 November 2020. The CTBTO is responsible for preparing for the full implementation of the Comprehensive Nuclear-Test-Ban

Treaty pending its entry into force. The high quality functioning of the CTBTO is extremely important to New Zealand and Pacific interests both in terms of management of the Treaty's global monitoring and verification system which will verify the prohibition on nuclear test has run by the Secretariat, and maintaining the norm against nuclear testing. New Zealand is supporting Australia's candidate, Dr Rob Floyd, who is campaigning for the role against incumbent Lassina Zerbo of Burkina Faso (who has already served two terms in the role), and is working to ensure that Pacific Islands who wish to participate in the election but are not physically present in Vienna are able to vote.

#### **Treaty on the Prohibition of Nuclear Weapons**

On 24 October 2020, the Treaty on the Prohibition of Nuclear Weapons (TPNW) reached the requisite 50 ratifications necessary to trigger its entry into force. The Treaty will now enter into force after 90 days on 22 January 2021. It prohibits a range of activities associated with nuclear weapons including use, testing, and possession. It provides the legal framework for a world free of nuclear weapons (although it is not supported by the nuclear weapon possessors or their allies, including Australia and Japan). The stigmatisation of nuclear weapons (via their legal "prohibition") will strengthen the norm against their use and, it is hoped, will encourage nuclear weapon possessors to move away from reliance on them and ultimately eliminate their holdings. New Zealand signed the Treaty on its opening day for signature in 2017 and ratified it in 2018. New Zealand is a member of the core group of states that support the advancement of the Treaty and strongly welcomes its imminent entry into force. Officials will follow-up with you regarding possible publicity around the Treaty's entry into force on 22 January 2021.

#### **Public Advisory Committee for Disarmament and Arms Control (PACDAC)**

PACDAC, which has responsibilities under New Zealand's 1987 nuclear-free legislation and which you will Chair, is due to meet before the end of 2020. Officials have tentatively scheduled a meeting in early December in Wellington and, should that be agreeable to you, we will provide briefing and support in advance of the meeting. The Ministry provides Secretariat services for PACDAC in addition to supporting you in your role as Chair. PACDAC members are likely to want to use their first meeting with you to provide you an update on recent PACDAC initiatives and to lay out their priorities for the coming year.

#### **Nuclear Non-Proliferation Treaty Review Conference**

The 10<sup>th</sup> Treaty on the Non-Proliferation of Nuclear Weapons (NPT) Review Conference is now expected to take place in August 2021 (with confirmation expected later this year). The five-yearly Conference – originally scheduled to take place in April/May 2020 – is a very significant event, given that it is the only real opportunity the global community has to discuss nuclear disarmament in general, and compliance with the NPT in particular. NPT Parties review progress in implementing the Treaty's core obligations, including the commitment by the Five acknowledged nuclear-weapon possessor states to disarm (pursuant to Article VI of the Treaty). The meeting is expected to be very challenging – not least due to slowed progress by those Five states in meeting their Article VI obligation; a more polarised international security environment; and deteriorating relations between the US and Russia and between the US and China. Although the conference is now quite some time away, officials will seek your guidance on efforts to build momentum and address key issues in the lead-up to the Conference.

#### **Proliferation Security Initiative: New Zealand-hosted event**

New Zealand is a member of the Proliferation Security Initiative (PSI), which aims to ensure that states are willing and able to interdict shipments of weapons of mass destruction-related materials to states which are a proliferation risk. In addition to being one of 21 states in the Operational Experts Group, which provides leadership on PSI issues and will meet remotely on 12 November, New Zealand is also part of the Asia Pacific Exercise Rotation (APER). The APER sees live and table-top exercises move around the Asia-Pacific region, with each member of the rotation expected to host an event roughly once every six years. New Zealand was scheduled to host Exercise MARU in 2022 but has agreed that the US could take that slot following the cancellation of its 2020 exercise due to COVID-19. Officials are in discussions with other members of the APER to determine when New Zealand might next be able to host an exercise, and we will present options for your consideration (and that of the Ministers of Foreign Affairs, Customs and Defence) as soon as we have clarity on what other APER partners are planning.

#### **Review Conference of the Convention on Cluster Munitions**

States Parties to the 2008 Convention on Cluster Munitions (CCM) are scheduled to meet 23-27 November 2020 for its second Review Conference, although the resurgence of COVID-19

in Switzerland means the meeting may yet be deferred (or held entirely virtually). New Zealand has been a strong supporter of the convention since its inception, in keeping with our strong advocacy for international humanitarian law and the protection of civilians. New Zealand serves on the Convention's Coordination Committee as coordinator for national implementation measures. We are standing for re-election to this position at the forthcoming Review Conference and will present at the Conference on developments in this portfolio over the past five years. The Convention has come under strain in recent years following an uptick in cluster munitions' use, including in the disputed Nagorno-Karabakh region of Azerbaijan, as well as in Syria and Libya. We will work to ensure the Review Conference delivers a clear message of the Convention's ongoing importance.

## Managing key relationships

This section provides an overview of New Zealand's key international relationships, including comment on our engagement with them on disarmament and non-proliferation issues.

### **New Zealand – Australia relationship**

The trans-Tasman relationship lies at the heart of New Zealand's prosperity and security and Australia is our indispensable partner across the breadth of our international interests. Australia is our only formal military ally, our most important security partner and our largest economic partner – the reverse is not the case. As the smaller partner in the trans-Tasman relationship, New Zealand needs to work with energy and vision to maintain the vitality of what will continue to be our principal bilateral relationship.

Australia will be critical to New Zealand's health and economic recovery from COVID-19. Finalisation and operationalisation of the Trans-Tasman COVID Safe Travel Zone Arrangement is an important element in that recovery effort.

The Australia New Zealand Closer Economic Relations Trade Agreement 1983 (CER) remains the anchor of the trans-Tasman economic relationship and is still considered one of the world's most open and ambitious trade agreements. Since 1973, Australians and New Zealanders have been free to live and work in each country with around 700,000 New Zealanders currently residing in Australia – our largest diaspora.

The trans-Tasman Single Economic Market (SEM) framework is strategically useful to engage Australian decision makers and provides architecture that supports mutual COVID-19 priorities, such as the Trans-Tasman Safe Travel Zone and vaccine access.

New Zealand and Australia share many foreign policy values and interests. In the Pacific, aligning and coordinating with Australia amplifies our ability to protect our mutual interests. We also work closely with Australia in the Indo-Pacific.

New Zealand and Australia work closely on a range of disarmament and non-proliferation issues, including within the Arms Trade Treaty, the Comprehensive Nuclear-Test-Ban Treaty and the International Atomic Energy Agency. We are both party to the Nuclear Non-Proliferation Treaty and the Treaty of Rarotonga (establishing the South Pacific Nuclear Weapon Free Zone), but have taken very different approaches to the Treaty on the Prohibition of Nuclear Weapons, which New Zealand has ratified and Australia, as a military ally of the US and therefore under its "nuclear umbrella", opposes.

**New Zealand – Pacific relationships**

New Zealand is a Pacific country connected to the wider region by people, culture, history, politics and shared interests. The Pacific shapes New Zealand's identity and influences our security, prosperity and strategic environment. How New Zealand works alongside our Pacific neighbours, especially in this time of crisis, really matters.

New Zealand has long-standing relationships with Pacific island countries, which we have been working to deepen over the past few years. Maintaining these mature and robust relationships is essential to progressing our interests. Promoting Pacific priorities – such as climate change action – remains an important element of our relationships with Pacific Island countries and our reputation as a good global citizen.

Our connections with other partners working in the region are also a key feature of how we work. Australia is our indispensable partner in the region. Given the magnitude of resources Australia is able to invest in the region, aligning and coordinating with Australia is essential. It is also important that we continue to work with other partners in the region that share our interests and values in progressing Pacific priorities.

New Zealand values the interest and engagement of Pacific Island countries on disarmament issues, particularly in respect of nuclear disarmament given the region's difficult history of nuclear testing (of the first 50 states to ratify the TPNW, nine were Pacific Islands). Recognising the resourcing and prioritisation challenges facing the Pacific, New Zealand is pleased to facilitate regional engagement on disarmament issues whenever it is welcome and useful. In addition to nuclear disarmament, the Pacific Islands are particularly interested in issues relating to nuclear contamination and preventing the illicit trade in small arms and light weapons.

**New Zealand – United States relationship**

New Zealand's relationship with the United States (US) has continued to strengthen over the past three years, building on the work of successive New Zealand Governments. The US is our third-largest individual trading partner and an integral defence and security partner. The US likewise views New Zealand as a valuable partner, particularly with our cooperation on a range of issues across the Indo-Pacific, the Pacific Islands region and Antarctica. Whether the next administration is Republican or Democrat, a strong bilateral relationship will remain essential, with deepening our trade and economic relationship a priority. You will play a key role in managing the political relationship with the US, in coordination with ministerial colleagues.

New Zealand and the US cooperate very closely on issues relating to nuclear non-proliferation (in particular through the IAEA). New Zealand is currently engaged in the US-led dialogue on "creating an environment for nuclear disarmament" but our views on nuclear disarmament (including the TPNW, implementation of the NPT, and entry into force of the CTBT) are very different. US policies on small arms and light weapons, cluster munitions and landmines also vary from ours, though we find common ground on issues pertaining to chemical weapons.

**New Zealand – China relationship**

New Zealand's relationship with China is critical to our prosperity and security, including in the context of the global pandemic and its aftermath. The breadth of our engagement with China requires considerable coordination. New Zealand seeks a mature relationship

where both parties have realistic expectations of each other, working together in areas where our interests align, while also standing firm and looking to manage equities where we disagree. Advancing our interests in a consistent and principled way will at times require close coordination with your ministerial colleagues. As is the case in any relationship, ensuring broad and strong relationships, including at the level of senior ministers, is an important tool in the effective management of the overall bilateral relationship.

China is one of the five nuclear weapons states parties to the Nuclear Non-Proliferation Treaty and has an important role to play in global efforts to achieve the elimination of nuclear weapons. We have an interest in understanding China's views and plans in respect of its nuclear weapons and missile programmes, and its role in global non-proliferation efforts. We have recently engaged with China in our role as Chair of the Missile Technology Control Regime. Although we have different approaches to many conventional weapons issues including cluster munitions, China's recent accession to the Arms Trade Treaty will provide a further avenue for engagement.

### **New Zealand's "likeminded" on disarmament and non-proliferation**

Analysis of New Zealand's voting positions at the UN General Assembly First Committee reveals that the country we are most closely likeminded with on disarmament issues is **Ireland**. This is reflected in our close cooperation on nuclear disarmament, for example through our membership with them of the New Agenda Coalition and the core group of the Treaty on the Prohibition of Nuclear Weapons, as well as our joint championing of other disarmament issues including cluster munitions and the use of explosive weapons in populated areas. Other partners with which we are likeminded across the disarmament portfolio (i.e., on conventional weapons, weapons of mass destruction and emerging issues) include **Austria, Switzerland and Sweden**.

On nuclear disarmament, New Zealand is particularly closely aligned with **Mexico, South Africa, Brazil, Chile, Nigeria, Indonesia and Malaysia**, with our views also being shared broadly by **the Pacific Islands** (as noted above). On conventional weapons, including cluster munitions, landmines and small arms and light weapons, New Zealand often works closely with the **Netherlands, Germany and Australia** in addition to **Ireland, Austria, Switzerland and Sweden**.

On non-proliferation issues, New Zealand's likemindeds are more closely aligned with our traditional security partners. We work very closely with **Australia, Canada, the US, the UK and much of the EU** on nuclear non-proliferation issues (including issues arising at the IAEA and in the context of the NPT) and on efforts to prevent the use and spread of chemical weapons.

The breadth and depth of New Zealand's relationships on disarmament and non-proliferation issues is one of our strengths. Although we often need to manage expectations and differences of opinion carefully, particularly with our close security partners, it is clear that our reach and influence on disarmament also enhances our impact on non-proliferation. New Zealand guards carefully its reputation as an independent champion of the international rules-based system, recognising its intrinsic value as well as its potential to deliver real benefits for national and global security. Our ongoing engagement across the disarmament and non-proliferation portfolio – and with those who both agree and disagree with us – will allow us to continue doing so.

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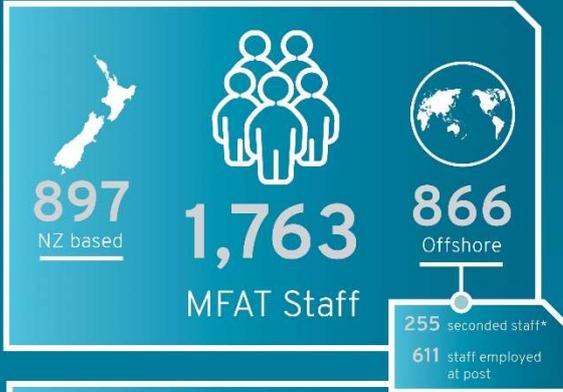
## Part Four

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# The Ministry of Foreign Affairs and Trade



# A Snapshot of MFAT



### Key data

Vote Foreign Affairs for 2020-21 =  
**\$1,443.6 million**  
(including \$776.6 million for international development cooperation)

Capital Expenditure for 2020-21 =  
**\$73.3 million**

- 4** ministerial portfolios
- 32** pieces of legislation administered
- 13** NZ Inc agency partners offshore
- 168** missions/consular posts resident in or accredited to New Zealand supported
- 51** languages spoken by MFAT staff

### Where MFAT people work in NZ

Americas and Asia Group .....	<b>63</b>
APEC NZ .....	<b>62</b>
Deputy Chief Executive - Policy Group ..	<b>98</b>
Europe, Middle East and Africa, and Australia Group .....	<b>36</b>
Multilateral and Legal Group .....	<b>105</b>
Office of the Chief Executive .....	<b>9</b>
Pacific and Development Group .....	<b>214</b>
People and Operations Group .....	<b>230</b>
Trade and Economic Group .....	<b>80</b>

### Our network

- 59** posts in **52** countries
- 115** accreditations to other countries
- 74** Honorary Consuls
- 2** NZ offices
- 330** properties managed in our portfolio

### MFAT's offshore footprint

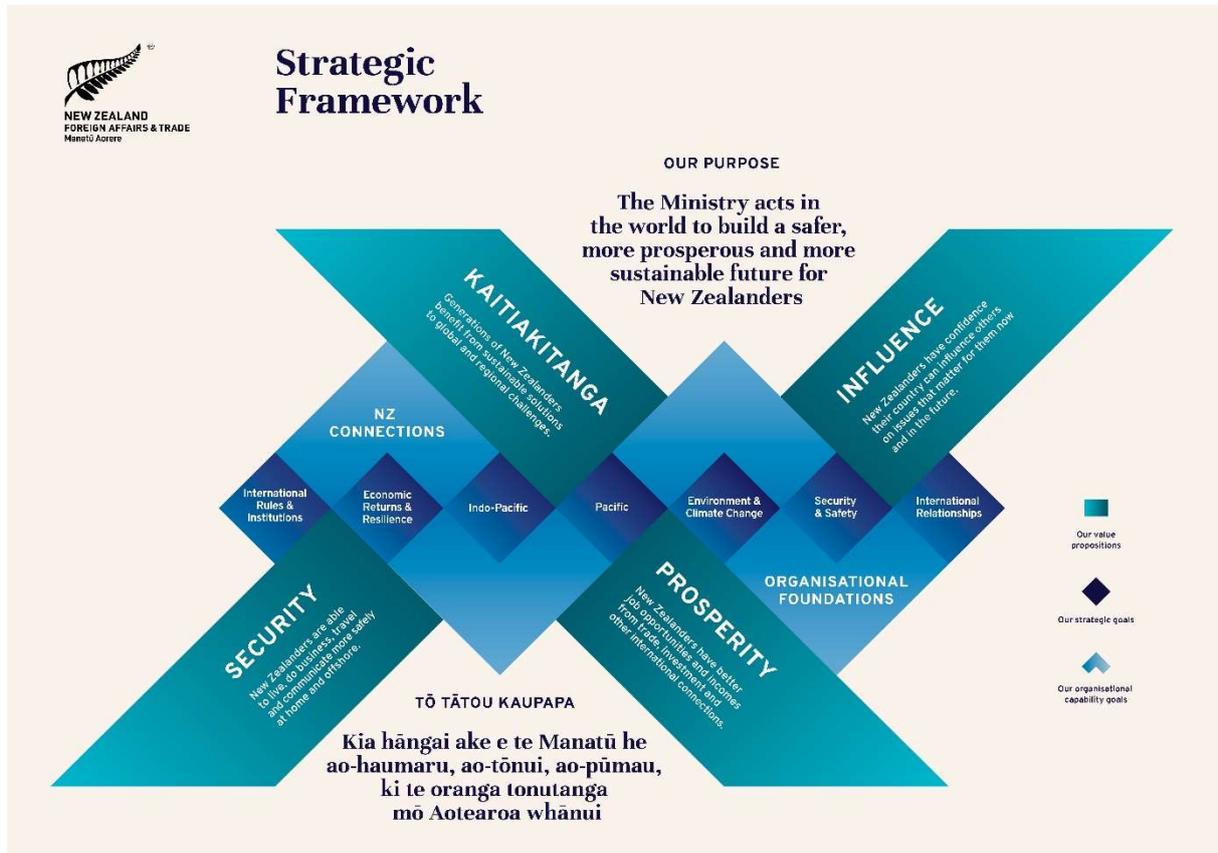
Africa .....	<b>9</b>
Americas .....	<b>41</b>
Asia .....	<b>89</b>
Australia .....	<b>9</b>
Europe .....	<b>60</b>
Middle East .....	<b>21</b>
Pacific .....	<b>47</b>



\*Numbers represent actual seconded staff at posts at 1 September 2020 reflecting COVID-19 impacts.

**SEPTEMBER 2020**

## Purpose, strategic framework and priorities



The Ministry’s Strategic Framework sets out our purpose, the value we deliver to New Zealanders, and the collective impact we aim to achieve over a ten year period through our seven strategic goals, supported by our organisational capability goals.

The detailed content of the Strategic Framework is contained in the Ministry’s Strategic Intentions 2020-24 (a copy of which is enclosed with this briefing). The enduring, high level components are set out below.

### Our purpose

**The Ministry acts in the world to build a safer, more prosperous and more sustainable future for New Zealanders**

**Kia hāngai ake e te Manatū he ao-haumarū, ao-tōnui, ao-pūmau, ki te oranga tonutanga mō Aotearoa whānui.**

## Our value propositions: how we contribute to New Zealanders' wellbeing

In line with our purpose, the Ministry exists to deliver value to New Zealanders and contribute to their wellbeing. Our four value propositions are:

- **Kaitiakitanga:** Generations of New Zealanders benefit from sustainable solutions to global and regional challenges;
- **Security:** New Zealanders are able to live, do business, travel and communicate more safely at home and offshore;
- **Prosperity:** New Zealanders have better job opportunities and incomes from trade, investment and other international connections;
- **Influence:** New Zealanders have confidence their country can influence others on issues that matter to them, now and in the future

The contribution we make to New Zealanders' wellbeing in these four areas is at the heart of our Strategic Framework and is linked to the four capitals in the Living Standards Framework (LSF), as illustrated on page 43.

The Ministry's principal contribution to wellbeing as defined in the LSF is through the four capitals (natural, human, social, financial/physical) — the "foundations of wellbeing that together generate wellbeing now and in the future."

New Zealand's interdependence with other countries and the impacts of a shifting global environment mean that the Ministry's role in establishing and maintaining strong international connections, effective relationships with a diverse range of partners, a voice in international fora and a range of robust rules and norms that serve our interests is important to build capital stocks and manage risks related to them. For our wellbeing, New Zealand relies on global public goods, such as the atmosphere, economic stability and global institutions, rules and agreements. We both invest in and benefit from these international assets.

In turn, New Zealand's value proposition internationally is underpinned by the domestic strengths and values that make up the wellbeing capitals. These include our commitment to democracy and the rule of law, the integrity of our public service and governance institutions, the strength of our economic and environmental management and our values of fairness, openness and tolerance. We leverage these intrinsic advantages to promote New Zealand's interests in the world.

## Our priorities to June 2021

The Ministry's Senior Leadership Team has endorsed 11 Priority Issues and Projects (PIPs) as areas of focus for the period May 2020 to June 2021.

Priority Issues and Projects to June 2021	
1	Recalibrate our trade and economic work to support New Zealand's economic recovery and longer term resilience;
2	Recalibrate our Pacific work to respond to COVID-19;
3	Assist New Zealanders impacted by COVID-19 offshore and work with others on impacted foreign nationals in New Zealand;
4	Maintain and restore safe international transport connections and people movement;
5	Build Indo-Pacific regional resilience;
6	Support the global system's response to the COVID-19 crisis;
7	Provide diplomatic support for national health objectives, with a focus on securing a COVID-19 vaccine;
8	Support APEC's contribution to regional economic recovery and host a successful APEC;
9	Sustain and encourage international cooperation on climate change;
10	Sustaining and building relationships and coalitions with key partners;
11	Adapt our diplomatic engagement for a COVID-19 environment.



# Our value propositions: What MFAT does to contribute to New Zealanders' wellbeing



## KAITIAKITANGA

Generations of New Zealanders benefit from sustainable solutions to global and regional challenges.



Wharfedale and passage upgrade in Tordise, co-funded by New Zealand Government, 2019. Credit: MFAT

- Natural Capital
- Social Capital
- Human Capital

New Zealanders' long-term wellbeing depends on the international community working together to safeguard shared global resources, promote global norms and achieve sustainable development. We lead New Zealand's contribution to these efforts, ensuring New Zealand has a say on decisions that affect it and people around the world now and in the future.

- Specifically, we:
- support the international and regional institutions that resolve problems which cross borders and impact on global wellbeing.
  - work with other countries to address environmental and natural resource challenges by negotiating and implementing agreements on issues such as climate change and over-fishing.
  - contribute to global efforts to achieve sustainable development.
  - deliver New Zealand's international development cooperation, with a focus on the Pacific region, and lead responses to humanitarian crises and natural disasters.
  - promote global rules and legal frameworks on issues such as human rights and support the international justice system.
  - protect Antarctica.

## INFLUENCE

New Zealanders have confidence their country can influence others on issues that matter for them now and in the future.



Clayton Kretsch, Permanent Representative of New Zealand to the United Nations addresses the General Assembly debate 2020. Credit: UN Photo/John Tople

- Natural Capital
- Social Capital
- Human Capital
- Financial and Physical Capital

The international dimension of New Zealanders' wellbeing depends on New Zealand's ability to influence the decisions of other countries and organisations. The Ministry works to ensure that New Zealand has the relationships and levers to achieve what matters to us. Specifically, we:

- sustain through the way we work New Zealand's reputation for being a principled, fair and constructive participant in global and regional affairs – a country others want to work with and do business with.
- work to strengthen institutions and rules that give small states influence and protect their interests.
- build trust and long-term capital in our relationships with other countries so that when we need their support, we can secure it.
- build worldwide coalitions to support initiatives on issues that are important to New Zealand and where we have expertise.

## SECURITY

New Zealanders are able to live, do business, travel and communicate more safely at home and offshore.



The NZ111 NGC returning to Taranaki. Recognised Seasonal Employer scheme workers disembarking the NZ111 facilitated repatriation flight on 18 June 2020. Credit: Airports New Zealand Ltd/Neil

- Social Capital

New Zealanders' ability to operate in safe environments, whether in New Zealand, offshore or online, can be threatened by international factors ranging from conflict to cyber attacks. The Ministry is New Zealand's voice in the fora that address security issues affecting New Zealand, our region and the world. We also provide the consular services that help keep New Zealanders safe and informed when they live or travel overseas. Specifically, we:

- lead New Zealand's contribution to global and regional efforts to promote peace and security, working through the United Nations and Indo-Pacific fora, as well as directly with other countries.
- work with international partners on rules and capacity-building to reduce threats from cyber and terrorist attacks, illegal migration, transnational crime and other threats.
- help advance global disarmament and rules against the proliferation of weapons.
- provide safe travel information, help New Zealanders affected by crises and other problems overseas and ensure their rights are protected.

## PROSPERITY

New Zealanders have better job opportunities and incomes from trade, investment and other international connections.



Export promotion event in Thailand, supported by MFAT 2019. Credit: MFAT

- Human Capital
- Financial and Physical Capital

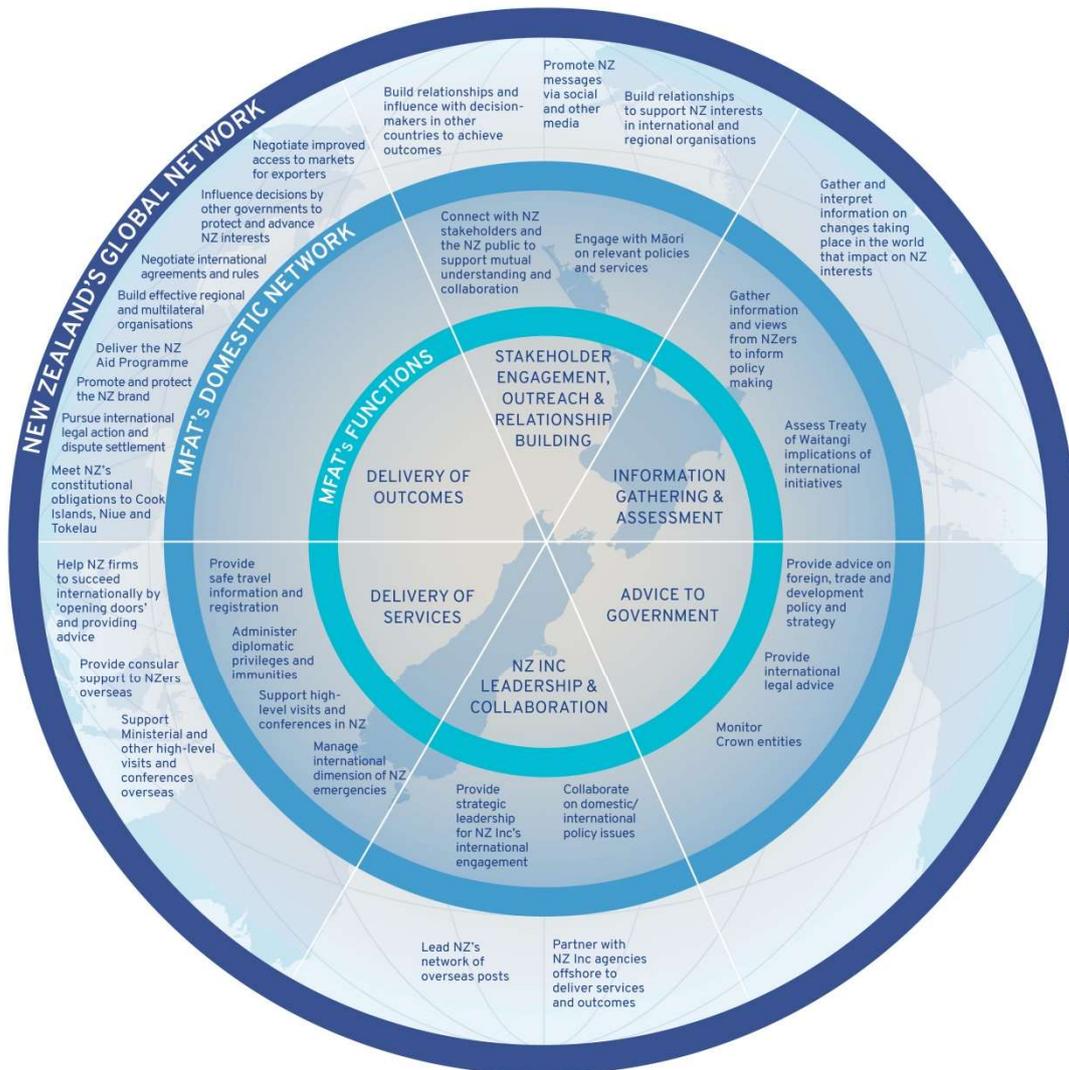
International trade and investment are essential for New Zealanders' prosperity and standard of living. One in four jobs depends on exports. The Ministry negotiates the reduction and removal of barriers to trade and investment, defends access to overseas markets and helps exporters succeed. Specifically, we:

- help build global and regional trade rules and frameworks through the World Trade Organisation and fora such as Asia-Pacific Economic Cooperation (APEC). These make it easier for New Zealanders to conduct international business.
- open up and protect diverse exporting and investment opportunities through negotiating free trade agreements and tackling non-tariff barriers.
- defend New Zealand's access rights including through taking dispute settlement action when other countries don't keep their commitments.
- help New Zealanders through our network of overseas posts to succeed in international markets and support international connections in areas such as research.
- promote the New Zealand brand and protect it when it's put at risk.

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# What MFAT does in New Zealand and around the world to deliver value to New Zealanders



## Functions and footprint

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### The Ministry's functions

The Ministry of Foreign Affairs and Trade is the Government's principal agent for pursuing the country's interests and representing New Zealand internationally. We build connections with and influence other countries to advance New Zealand's interests, project New Zealand values and secure outcomes that matter to New Zealand. We pursue the Government's international priorities and provide advice to the Government on the implications for New Zealand of what is happening in the world.

We lead the New Zealand Government diplomatic network, a unique national asset, safeguarded by international law, able to speak with an authoritative voice, and with heads of mission and post formally charged with representing the state.

We are the Government's specialist foreign, trade and development policy adviser, international legal adviser and negotiator. We are responsible for delivering New Zealand Official Development Assistance and for providing consular services to New Zealanders overseas and coordinating offshore emergency responses.

The full range of functions that the Ministry undertakes, both in New Zealand and internationally, is set out in the diagram on page 45.

### Where we operate and how we organise ourselves

The head office structure and the top three tiers of the Ministry's leadership are set out on page 49. The Ministry is organised around geographic regions, policy functions and corporate functions.

In New Zealand, in addition to our Wellington head office, we have an office in Auckland which is focused on business engagement and outreach to the Pacific community. It also assists with VIPs visiting or transiting through Auckland. The Auckland office can serve as a base for your Auckland engagement. It is co-located with New Zealand Trade and Enterprise (NZTE).

The Ministry's global network comprises 59 posts in 52 countries. In addition, NZTE Trade Commissioners lead a further nine Consulates-General. The entire NZ Inc network with agency representation is illustrated in Appendix 1.

Heads of mission/post are identified on pages 50-1. Beyond the 52 countries where they are based, posts have diplomatic cross-accreditations to a further 110 countries. These cross-accreditations are a cost-effective way of extending the reach of our network beyond the countries where we have established physical posts, and are in some locations usefully supplemented by the appointment of Honorary Consuls.

## COVID-19 impacts

Over last nine months the Ministry has temporarily closed eight posts due to extreme COVID-19-related health and safety risks, three of which have are due to re-open. These closures are kept under regular review. In locations where posts have been closed, staff employed at post remain in place performing some consular duties and maintaining the premises.

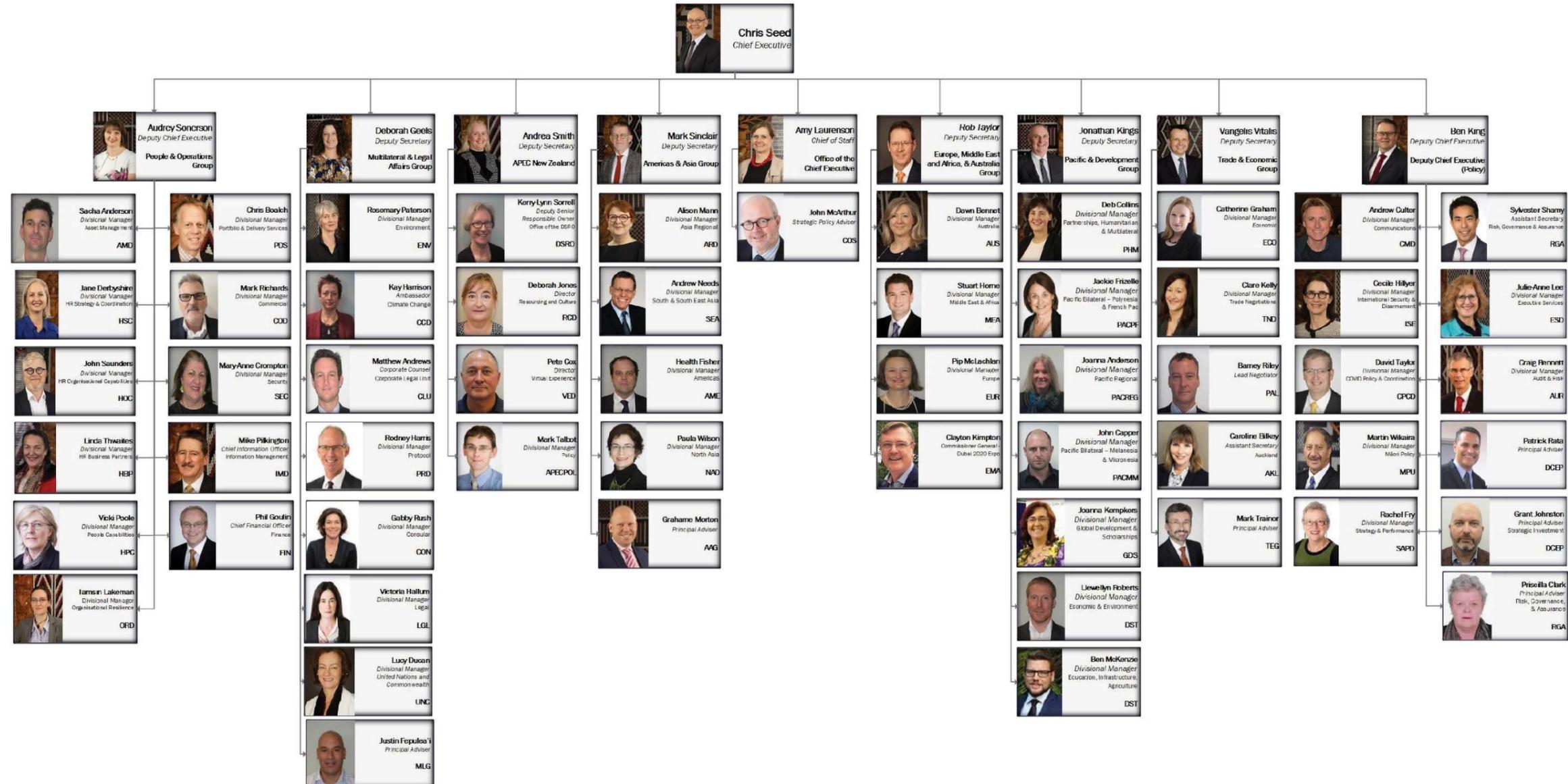
The landscape off-shore is changing as we maintain offices, staff and families in high risk COVID-19 contexts that continue to be subject to tight restrictions on movement. The Ministry faces significant challenges in relation to health and safety, staffing levels, family wellbeing, and ensuring sufficient leave and respite options are available. We will also look to an early discussion with you about the spread and scale of our offshore footprint.

In New Zealand, the Ministry stood down a COVID-19 Emergency Coordination Centre in June 2020 that had run for five months. In its place, two temporary COVID-19 teams have been established to manage the longer-running policy and organisational response and increase our capacity on pressing consular and protocol issues. These temporary structures are intended to be in place throughout 2021 with regular review. They are specifically to ensure that the Ministry can focus policy effort in support of the All-of-Government COVID-19 effort as well as sustain the post network in an increasingly uncertain set of environments. The additional roles required were managed from within baseline through re-prioritisation.



# Ministry of Foreign Affairs and Trade – Leaders

As at 3 November 2020



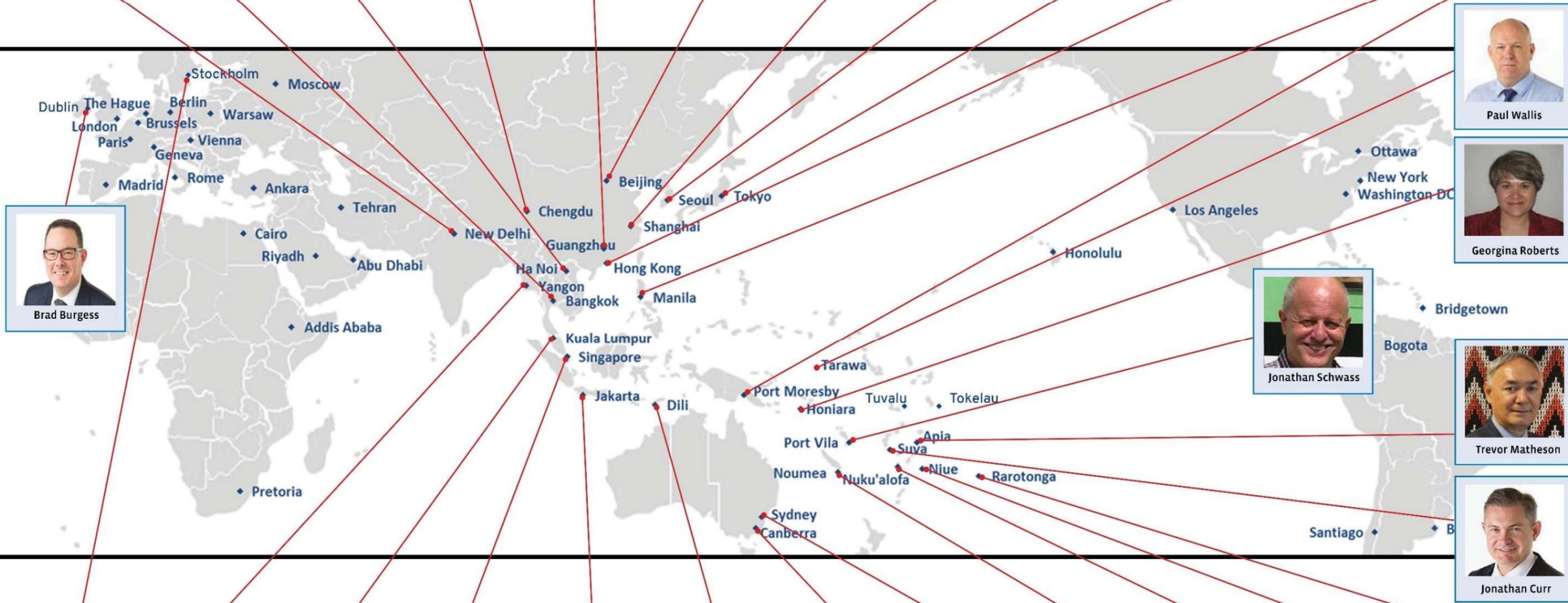
# Ministry of Foreign Affairs and Trade Heads of Mission

As at 3 November 2020



# Ministry of Foreign Affairs and Trade Heads of Mission

As at 3 November 2020



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## Consular services and emergency responses

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### Consular services

The Ministry provides a range of services to New Zealanders travelling and residing overseas. These include providing help during crises such as terrorist incidents and natural disasters, helping New Zealanders who are sick or injured, assisting with arrangements following a death, undertaking welfare visits for those arrested or detained, and providing notarial services such as statutory declarations for use under New Zealand law. These services aim to support New Zealanders to help themselves.

There is no automatic right for New Zealanders in distress overseas to receive financial assistance from the Government. But in exceptional circumstances – where there is an immediate threat to a person’s safety and well-being, and specified criteria are met – the Ministry can provide a consular loan which the New Zealander must agree to pay back.

The Ministry has an important role in establishing, updating and disseminating travel advice for destinations around the world, including through its SafeTravel website. Travel advisories are based strictly on safety and security risks to New Zealanders rather than political or foreign policy considerations and are reviewed regularly. The Ministry’s SafeTravel registration system allows travellers to register their details and destination with the Ministry when they are traveling or residing overseas. Important messages and travel advice updates can then be sent to those registered. The current travel advisory was moved to ‘do not travel’ for all overseas destinations (an unprecedented move) on 19 March 2020 due to COVID-19, and remains at this level. A framework for assessing whether to lower the travel advice level for some countries on an exceptions basis was agreed by Ministers under the previous government. The Ministry will consult the new government on any proposal to lower advisories from ‘do not travel’ before taking any such action.

The Ministry will also provide regular situation reports and case summaries to you about significant incidents offshore and sensitive consular cases. We will continue to seek ministerial direction and advice on a small number of particularly sensitive cases. Consular issues generate high media interest and updates are often sought on significant or high-profile events, for example natural disasters and terrorist attacks, particularly if New Zealanders are involved. Media lines will be included in reporting to you.

Consular services are delivered by staff at posts and in Consular Division in Wellington. Assistance is available on a 24/7 basis, monitored by an after-hours call centre and consular duty staff. We work closely with Five Nations partners to share experiences and provide consular coverage in places where we (or they) are not represented.

The COVID-19 pandemic has presented an unprecedented challenge given the need to provide consular services at scale. The pandemic has also underlined the need for the Ministry to maintain and strengthen over the longer term a robust capacity to deliver consular services across the post network with support from Wellington, even in difficult operating circumstances. The Ministry’s Consular Division has increased in size to manage the current increase in and complexity of consular cases and to support an

ongoing need to assist New Zealanders to repatriate. For the longer term, the Ministry is reviewing its COVID-19 response, including consular functions, to strengthen capacity.

The annual Consular Satisfaction Survey for 2020 found 75 per cent of customers were either satisfied or very satisfied with services received, down from 84 per cent satisfaction in 2019. The survey concluded pandemic challenges had generally stretched the service.

## Disaster relief and humanitarian response

The Ministry is the lead agency for offshore emergency response and the Minister of Foreign Affairs approves all deployments of New Zealand Government personnel and assets in a response.

## National emergencies in New Zealand affecting foreign nationals

During a domestic incident, the Ministry has legislative obligations to support the National Emergency Management Agency under the National Civil Defence Emergency Management Plan Order 2015. The Ministry, through the Protocol Division, is responsible for communicating with foreign governments and international organisations on all aspects of the emergency, including on the safety and whereabouts of foreign nationals. The Ministry also usually manages offers of, and requests for, international assistance; condolence messages; and facilitates VIP visitors to New Zealand. Ministry staff will often deploy to the disaster area so they can engage seamlessly with emergency response teams on the ground and act as the interface between the teams and foreign missions.

## New Zealand connections

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### New Zealand partnerships

The Ministry's performance as a New Zealand public sector agency and our success in pursuing New Zealand's interests internationally rely on strong connections at home.

The Ministry is committed to a systematic, collaborative and transparent approach to working with New Zealand partners and engaging with Māori, other stakeholders and the New Zealand public.

Our partnership with other government agencies with external interests ("NZ Inc") is critical to delivery of results for New Zealanders. The Ministry leads and supports an integrated NZ Inc approach, both onshore and offshore, to maximise collective impact in pursuing the Government's objectives internationally. Our work with NZ Inc agencies involves strategic leadership on international issues and engagement, a high level of collaboration on delivery of shared objectives, and practical services for agencies with staff offshore, many of whom are located in Ministry offices.<sup>3</sup>

With domestic and international policy increasingly linked, the Ministry collaborates with many other government agencies in New Zealand by contributing to cross-agency coordination and policy-making on Pacific policy, economic policy, the national security system and climate change/natural resources. The growing complexity of international relations, and the increasing interplay between foreign and domestic policy, are deepening this collaboration. COVID-19 has increased demand for rapid policy development in new areas and brought new domestic interdependencies to the fore.

The Ministry has extensive engagement with New Zealand stakeholders across business, iwi, non-government organisations (NGOs), local government, Pasifika and Asian communities, and academia in order to inform development of policy and negotiating objectives and to pursue mutually beneficial partnerships.

The Ministry uses a range of digital channels for communicating with New Zealanders. These include our main website [www.mfat.govt.nz](http://www.mfat.govt.nz) and, for travel advice, [www.safetravel.govt.nz](http://www.safetravel.govt.nz) as well as two trade-related websites (with a third to be launched shortly) and a repository of New Zealand's treaties. The Ministry also uses an official Twitter account @MFATgovtNZ, and our offshore posts have a social media platform of 50-plus Facebook pages and 50-plus Twitter accounts.

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<sup>3</sup> The key agencies represented offshore are the Department of Internal Affairs, Education New Zealand, Ministry of Business Innovation and Employment, Ministry for Primary Industries, New Zealand Customs Service, New Zealand Defence Force, New Zealand Police, New Zealand Trade and Enterprise, The Treasury, and Tourism New Zealand.

## Māori/Crown relationship

The Ministry recognises the importance of Te Tiriti o Waitangi as New Zealand's founding document and the basis of the relationship between the Crown and Māori. The principles of Te Tiriti – including partnership, good faith, and active protection – are at the core of our work. As the national and global landscape changes, we appreciate that how we interpret and apply those principles will need to adapt, but the relevance and importance of Te Tiriti will remain.

The Ministry is committed to delivering on our obligations as a Treaty partner with authenticity and integrity and to advancing Māori interests in our international work. We are conscious that the mana of Te Tiriti o Waitangi and the enduring relationship between Māori and the Crown make New Zealand unique on the world stage.

The Ministry's Māori Engagement Strategy, which was adopted in 2017 with a four-year horizon, sets out our enduring commitment to and aspirations for our relationship with Māori. In implementing the Strategy, we aim to improve the way we engage, partner and consult with Māori in order to ensure Māori are able to influence the development and implementation of Ministry-led issues and activities that affect them.

The Strategy also drives efforts to build Māori capability and capacity in the Ministry. We want our people to have the confidence to use Mātauranga Māori in their mahi in a way that brings mana to the Ministry and represents Māori interests with authenticity offshore. Lifting our Mātauranga Māori capability is one of four organisational priorities for 2020. The Ministry is also actively working to attract and retain Māori staff.

As part of our enhanced engagement with Māori, in 2019 the Ministry entered into an agreement to establish Te Taumata. Te Taumata is a unique and independent engagement model involving a group of recognised leaders in Māori socio-economic and cultural development chosen by Māori to engage with the Ministry on trade matters.

We are committed to ensuring the Ministry is well placed to meet our obligation under the Public Service Act 2020 to support the Crown in its relationships with Māori under the Treaty and to build the Māori capability and capacity required to deliver this.

## Budget

**Vote Foreign Affairs** funds the Ministry's operating costs, Official Development Assistance, Crown entities and charitable trusts, membership of international organisations, obligations under the Vienna Convention to resident diplomatic missions, as well as short-term additional costs for one-off events, which include the cost of hosting APEC 21 and New Zealand's participation at the Dubai Expo.

VOTE FOREIGN AFFAIRS BASELINE – PREFU 2020	2020/21 \$M	2021/22 \$M	2022/23 \$M	2023/24 \$M	2024/25 \$M
<b>Ministry's Operating Expenditure</b> (includes the cost of managing ODA)	492.115	491.619	486.618	494.221	492.059
<b>APEC 21 programme</b>	37.356	20.140	-	-	-
<b>Ministry's Capital Expenditure</b>	66.200	55.560	68.304	81.025	76.040
<b>Official Development Assistance (International Development Cooperation)</b>	825.317	819.517	858.167	860.955	860.955
<b>Other non-departmental expenditure, made up of:</b>	118.746	98.372	91.399	90.899	90.899
<i>Antarctica NZ (Operating)</i>	20.820	20.820	20.820	20.820	20.820
<i>Antarctica NZ (Capital)</i>	7.100	-	-	-	-
<i>Pacific Broadcasting Services</i>	0.000	0.000	0.000	0.000	0.000
<i>Pacific Cooperation Foundation</i>	1.400	1.400	1.400	1.400	1.400
<i>Asia NZ Foundation</i>	5.500	5.500	5.500	5.500	5.500
<i>Rate refunds for Diplomatic Missions resident in NZ</i>	2.400	2.400	2.400	2.400	2.400
<i>Subscriptions to International Organisations</i>	60.729	60.729	60.729	60.729	60.729
<i>Dubai Expo</i>	27.747	7.473	0.500	-	-
<i>NZ Employees Working Overseas PLA</i>	0.000	0.000	0.000	0.000	0.000
<i>Consular Loan Expenses</i>	0.150	0.050	0.050	0.050	0.050
<i>Capital - Consular Loans</i>	5.000	0.100	0.100	0.100	0.100
<b>Total Vote Foreign Affairs</b>	1,539.734	1,485.278	1,504.488	1,525.100	1,519.953

**Foreign Affairs and Trade Funding:** Across the last three budgets (2018, 2019 and 2020) the Ministry received new operating funding totalling \$436.764 million over four years (including \$184.140 million for APEC 2021 and \$87.590 million to manage the

delivery of ODA) and capital funding of \$88.16 million for additional capability, cost pressures and to invest in the infrastructure of its posts in the Pacific. In June 2020, Cabinet agreed that New Zealand would host a largely virtual APEC in 2021, and as a result agreed that the amount appropriated for APEC be reduced by \$107.600 million. In Budget 2019, funding was reduced by \$20.217 million to provide an efficiency dividend. Funding increases largely end this financial year and the Ministry is faced with a flat-lined budget into the future.

**Other funding provided:** The main other areas that have received funding in the last three years are New Zealand's participation in the Dubai Expo (\$61.020 million) and the Scott Base Redevelopment Project (\$18.500 million).

## Asset portfolio

The Ministry's \$554 million asset base comprises property (91 per cent), information and communication technology (8 per cent) and motor vehicles (1 per cent).

CAPITAL ASSETS AT 30 JUNE 2020	PROPERTY \$M	TECHNOLOGY \$M	VEHICLES \$M	TOTAL \$M
Cost	617.791	111.964	10.542	740.297
Accumulated depreciation	114.633	66.892	5.002	186.527
Carrying value	503.158	45.072	5.540	553.770

The Ministry actively manages a portfolio of approximately 333 properties (24 per cent owned and 76 per cent leased) around the world to support the Government's international objectives.

The Ministry meets most of the costs (operating and capital) of the office accommodation of the overseas network. Other New Zealand agencies contribute to the cost of their office accommodation on a marginal cost basis. This pricing model is applied to incentivise co-location of New Zealand agencies overseas.

## Investment planning and management

The Ministry is planning to invest capital of \$552 million over the next 10 years. This investment primarily reflects the Ministry's asset replacement cycle that is funded from existing resources (including those that will accumulate over the period). It also includes capital contributions of \$47.825 million for Pacific infrastructure projects between 2020 and 2024. The major projects under way include:

### Property

- Colombo: new post establishment;
- Moscow and Riyadh: Chancery upgrades;
- London: New Zealand House building refurbishment in conjunction with the United Kingdom Crown Estate;
- Suva: construction of new High Commission; and

- Pacific infrastructure projects: staff housing in Honiara, Tarawa and Port Moresby; new High Commission in Rarotonga; infrastructure replacements in Apia and Nuku'alofa, and Port Moresby Chancery refurbishment.

### **Information technology**

- Human Resource Information System replacement;
- ODA management system upgrade; and
- New data centre in Hamilton.

As a "Tier 2" capital intensive agency under the Government's Investment Framework, the Ministry underwent its first Investor Confidence Rating in 2016. At the time we received an "A" rating with a score of 81. Last year the Ministry's score dropped slightly to 77, resulting in a "B" rating. Treasury advise that "... as the second round assessments are more robust, they consider clear improvements have been made by MFAT to achieve their 77 score..." As a consequence, Cabinet agreed increased approval thresholds for all baseline-funded, low and medium risk investments (from \$15 million to \$25 million for the Chief Executive and from \$25 million to \$40 million for the Minister of Foreign Affairs) be retained.

A key element in this Investor Confidence Rating is our asset management strategy that sets the principles for property-related decisions and drives longer range and transparent asset management discipline. This strategy ensures that the Ministry's property assets are fit for purpose, business-aligned, resilient and protect the wellbeing and safety of staff and represent value for money.

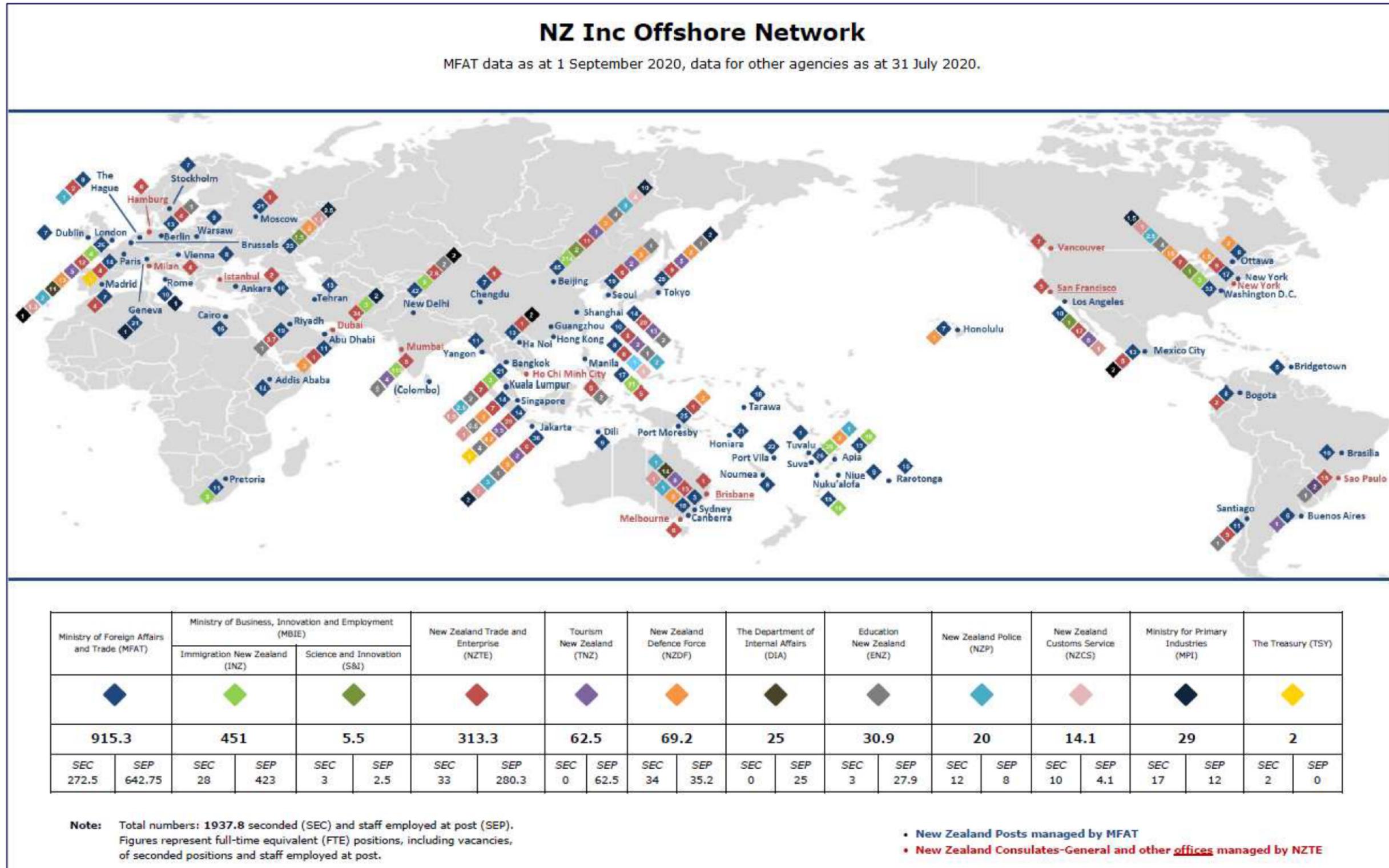


## Appendices

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Appendix 1: NZ Inc offshore footprint



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