

# DEFENCE WHITE PAPER

2016

## Public Consultation Summary of Submissions





A helicopter loadmaster's view from an NH90 helicopter during a search and rescue exercise in the Wairau Valley region.

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ISBN: 978-0-478-27875-0 (Print)

ISBN: 978-0-478-27876-7 (Online)

Published by the Ministry of Defence, June 2016  
Freyberg House, 2-12 Aitken Street, Wellington 6144, New Zealand  
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Soldiers come ashore from a HMNZS *Canterbury* landing craft at Titirangi Bay in the Marlborough Sounds during Exercise Southern Katipo 2015.

# Foreword

The Defence White Paper 2016 is an opportunity to assess how New Zealand's strategic circumstances have evolved since the White Paper in 2010 and ensure that the Defence Force continues to be structured and equipped to meet the Government's objectives out to 2030 and beyond.

A critical element of the process is seeking the views of members of the New Zealand public and drawing on this information to inform the Defence White Paper 2016.

This report summarises what contributors had to say about Defence matters.

It was readily apparent that the public appreciated the role performed by the Defence Force in securing New Zealand and promoting our interests overseas. There was strong support for soldiers, sailors and airmen and airwomen of the Defence Force having the best equipment available to do the tasks asked of them by the Government.

Strengthening relationships with Australia, the United States and other nations in the Asia-Pacific were seen as important priorities. Many submitters also saw the Defence Force as playing a key role in building the resilience of New Zealand and South Pacific states, and supporting the development of New Zealand youth.

The public consultation process was held between May and June 2015.

Over 300 submissions were received this year, with meetings held around the country. I would like to thank all members of the public and Defence Force personnel who contributed.

A handwritten signature in blue ink, appearing to read 'Gerry Brownlee', with a small horizontal line at the end.

**Hon Gerry Brownlee**  
**Minister of Defence**

# Introduction

This report summarises the main themes that arose from the public consultation process administered by the Ministry of Defence and the New Zealand Defence Force between 5 May and 22 June 2015.

Thirteen public meetings were held throughout the country, as well as dedicated meetings with Defence Force personnel at all major camps and bases, and engagement with academics and students at universities in the main centres. During this period 294 written submissions were received, as well as 31 oral submissions from the public meetings. Individual submissions from members of the public and submissions from Defence Force personnel formed the two largest respondent groups, with submissions from businesses and non-governmental organisations making up the remainder.

The report begins with some background on the submissions received from the consultation process, before outlining the major themes that arose. A number of the themes were seen by submitters as interrelated and relevant to many of the areas covered by the Review. The second section of the report provides a summary of the key points raised in each of the nine consultation questions, as well as the supplementary section. Unless a particular group is mentioned specifically, such as Defence Force personnel, responses to the questions reflect submitters' views as a whole.



## Public consultation

- Meetings in main centres
- Targeted engagement:
  - Universities
  - New Zealand Institute of International Law
  - Returned and Services' Association
  - Defence industry
  - Defence Force personnel
- Written submission information at



A NH90 helicopter of the Royal New Zealand Air Force prepares to depart from the beachhead at Ttirangi Bay, carrying a team of international observers during Exercise Southern Katipo 2015.

# Submissions

The 325 submissions received through the public consultation process were drawn from a variety of sources.

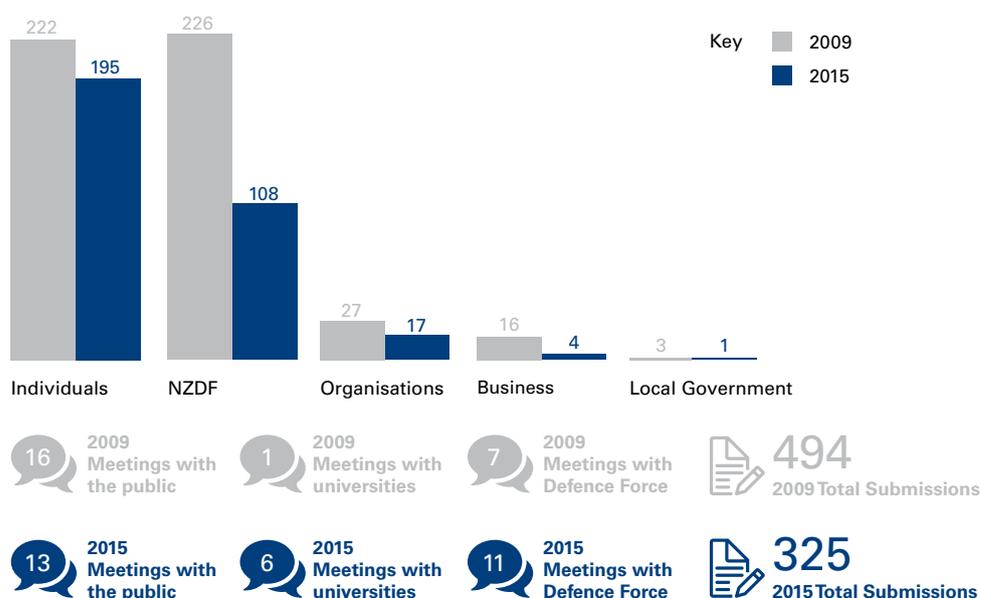
There were 195 submissions from the public and 108 from Defence Force personnel. The remaining submissions received included:

- four from businesses
- seventeen from non-governmental organisations
- one from local government.

The submissions received from organisations included five from church or peace organisations, three from worker advocacy groups and three from think tanks or non-governmental organisations. Four submissions came from either international defence contractors or domestic industry representatives.

In comparison with 2009, a smaller number of Defence Force personnel provided submissions as part of this year's consultation. With 11 meetings at camps and bases (compared to seven in 2009) more than 500 military and civilian personnel were able to contribute directly to the consultation process.

Levels of public submitters and attendance at meetings were relatively unchanged, with on average about 15 individuals at each meeting.



A few questions attracted a disproportionate number of submissions. These include those which address threats (question one), defence roles (question two) and capabilities (question nine). While the majority of submitters addressed the questions as they were defined in the consultation document, others preferred to respond more freely under the supplementary section. Where appropriate these responses have been incorporated into the relevant questions.

## Major Themes

A majority of submitters expressed appreciation for the work undertaken by the Defence Force. Submissions tended to focus on the three interrelated themes of threats to New Zealand's security, the role of the Defence Force and the capability it requires to fulfil its role. A large number of submitters thought that New Zealand's security environment would face a growing number of challenges over the next 25 years. The Defence Force was expected to play a more prominent role in securing New Zealand and its interests in the future. Submitters felt that it would need to be better equipped and resourced to meet these challenges.

Threats were seen as stemming from a range of environmental, geopolitical, technological and social changes taking place at a global level. While this required the Defence Force to act in support of international efforts, submitters agreed that the defence of New Zealand, including its people and sovereign territory, took precedence. Submitters were especially concerned about New Zealand's ability to protect and monitor its vast Exclusive Economic Zone, and other strategic areas of interest like the Ross Dependency.

Beyond its immediate environment, submitters recognised that New Zealand shared common security concerns with Australia and the South Pacific countries. This was especially important in the South Pacific context where countries had limited resources and capabilities to deal with security and environmental challenges. Many submitters cited Asia-Pacific security, and particularly geopolitical instability in East Asia, as increasingly affecting New Zealand's interests. Relations between powerful countries, territorial and sovereignty disputes, and political instability were among several issues that needed careful monitoring.

Submitters largely endorsed Defence Force support to United Nations operations. A smaller number supported operations outside of this framework, such as those that might occur in a partnership or coalition setting. Most agreed that such deployments should only be considered on a strict case by case basis. Support for enhanced ties with Australia and the United States was generally favoured provided that this did not affect New Zealand's ability to make independent decisions. A smaller group thought that this was unachievable and that New Zealand should pursue defence self-reliance.

*“Using military force is an option of last resort. But in a sometimes-violent world there are occasions when its use is appropriate. The strategic outlook for the next 25 years means that this is not a time to be reducing the utility of the Defence force, or narrowing the capabilities that present forces can provide.”*

The maintenance, rejuvenation and procurement of additional defence capabilities was seen by the majority of submitters as a crucial aspect of the next Defence White Paper. Air and sea capabilities were considered essential to extending the reach of the Defence Force and for locating and responding to threats in New Zealand’s Exclusive Economic Zone. Submitters wished to see greater focus on the human element of military capability, improvements to procurement processes, and increases in Defence Force funding.

For most submitters it was important that the Defence Force maintain strong working relationships with other government departments in support of search and rescue, disaster relief and assistance activities. Others did not want to see an overreliance on the Defence Force by other agencies as this obstructed the Defence Force’s ability to carry out its core military roles.

The need to make effective use of Defence Force resources in the pursuit of national resilience was a strong theme. Rapid response, emergency relief, civil defence assistance and logistical support were among the many tasks that the Defence Force needed to be adequately equipped and trained to undertake. Submitters felt issues regarding inter-agency disaster management and capability sharing could be improved through regular civil-military exercises. In terms of New Zealand’s overall resilience, the Reserve and Territorial Forces were seen as an excellent, yet relatively untapped, source of personnel and expertise.

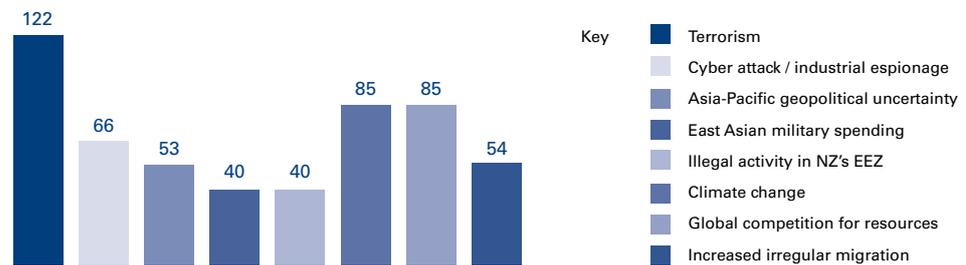
The ability to provide an exemplary standard of training, recognisable trade qualifications and career opportunities for youth was important for a number of submitters. Many of these also supported social development and leadership programmes administered by the Defence Force. The Cadet Forces and initiatives run by the Youth Development Unit were considered highly effective in their ability to contribute to positive individual, community, and defence related outcomes. It was seen as important that such programmes were retained and expanded where necessary.

# Responses to Submission Form Questions

## Question one:

What are the major threats or challenges to New Zealand’s security now and in the future?

In 2009 most submitters envisioned a New Zealand security environment that was becoming less benign. Five years later this view has become further entrenched. Submitters identified a range of security issues that are expected to affect New Zealand’s interests, as well as the security of its immediate environment, over the next 25 years. The primary variations from the 2009 submissions included the identification of threats arising from radicalised non-state groups, heightened resource competition, frictions linked to China’s increasing influence and cyber attacks.



### Level of threat to New Zealand

There were a wide variety of views expressed regarding the level of threat New Zealand faces. A small number of submitters believed that New Zealand resides in a very low threat environment and therefore faces no direct military threat in the short to medium term. This group recommended that the Defence Force disarm, civilianise, and concentrate on development assistance tasks and maritime patrols of the Exclusive Economic Zone.

A larger group of submitters believed that New Zealand’s security environment is becoming less benign (the reasons for which are outlined in the next section). Alternatively, a small group of submitters viewed New Zealand’s association with “adventurist partners” and Defence Force participation in deployments not sanctioned by the United Nations as negatively impacting on New Zealand’s security.

*“New Zealand can no longer take defence for granted”*

*“We rely too heavily on allied partners such as Australia. If there was a threat to New Zealand they would come to our aid but we need to be able to help ourselves.”*



A landing craft from HMNZS *Canterbury* operating in Lyttelton Harbour during an amphibious landing for Exercise Southern Katipo 2013.

## Conventional threats

Terrorism was the most frequently cited threat. 122 submitters noted the danger that terrorism poses, particularly in Southeast Asia. Many were particularly concerned with recruitment occurring in New Zealand and the possibility of “lone wolf” attacks.

53 submitters identified the direct and indirect consequences of geopolitical uncertainty in the Asia-Pacific as a threat. The majority of this group expected China’s increasing influence to have an adverse impact on regional security. Another group identified security competition and arms spending in East Asia as posing a threat. A small group of submitters noted that heightened tensions in the Asia-Pacific could have an adverse effect on New Zealand’s trade relationships.

Another group anticipated the harmful impact that the amplification of conflict in South Asia, the Middle East or between Russia and the North Atlantic Treaty Organisation Alliance (NATO) would have on New Zealand’s trade and political interests. For a small number of submitters, a direct physical threat to an ally or strategic partner in any one of the above mentioned cases would constitute a direct threat to New Zealand.

A range of submitters commented on instability in the South Pacific as posing a threat to New Zealand. Submitters expected escalating geopolitical competition, resource depletion and climate change to increasingly challenge the resilience of Pacific Island states. New Zealand needed to be prepared for instances of civil unrest, extreme weather events and mass migration. Forty submitters suggested that these trends could lead to increased illegal activity in New Zealand’s Exclusive Economic Zone.

*“International instability is driven by a number of factors, including terrorism, extremism, environmental degradation and mass population movement. The need to be able to provide trained forces to protect our interests remains.”*

## Non-conventional threats

Eighty five submitters identified climate change and environmental challenges, including natural and manmade disasters, as posing a growing threat. Increased weather variation, food and energy shortages, and civil defence emergencies were expected to cause disruption on a scale that would demand increased adaptability and preparedness. Domestic inequality, pandemics, transnational crime, and biosecurity were also cited as significant threats.

Submitters identified strong links between climate change, global population growth, competition for scarce resources, and civil and political unrest. Mineral prospecting and illegal, unregulated and unreported fishing in New Zealand’s Exclusive Economic Zone and

the wider Realm (Niue, Tokelau and the Cook Islands) were listed as key issues in this regard. 54 submitters identified the potential for heightened irregular migration flows as requiring careful consideration.

A large number of submitters thought that cyber attacks, industrial espionage, and adversaries' propaganda were increasing threats. As a highly connected nation, submitters felt it was important that authorities did their utmost to safeguard New Zealand's electronic networks. One group of submitters viewed New Zealand's membership in the Five Eyes intelligence sharing agreement as potentially making the country a target for cyber attacks. Another group believed that this access gave New Zealand an edge in combating growing cyber threats.

*“New Zealand is limited in its ability to effectively protect and patrol its borders, including our Exclusive Economic Zone. We are proud of the work we do given the size of our Defence Force and the area we have to cover but we need more resources.”*



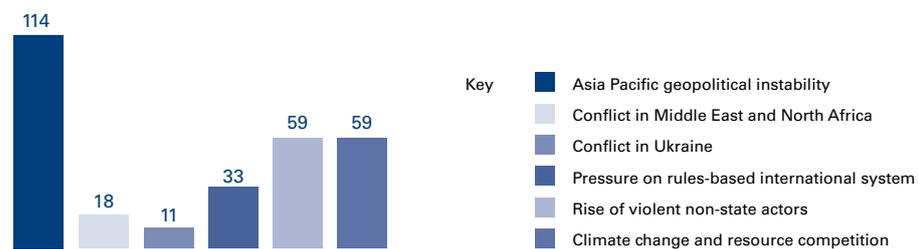
HMNZS Wellington conducts a flying serial in the waters off New Caledonia with a French Super Puma helicopter of Escadron de transport 52 from the Forces Armees de Nouvelle-Caledonie.

## Question 2:

What changes in the international environment, including the relations between states, non-state actors and international institutions, will affect New Zealand's interests and what might this mean for the Defence Force?

Submitters responding to this question viewed New Zealand's national security interests as being closely interconnected to global events. Accordingly, the Defence Force was expected to monitor the international environment and be adaptable to change. Global military and economic power was increasingly diffuse, with unpredictable security implications, at the same time as the world was more susceptible to the effects of climate change. The Defence Force was expected to play a more prominent role in protecting the nation and its national interests.

### Key changes in the international environment



### Changes in the international environment

Geopolitical instability in various parts of the world concerned almost half of all submitters. Within this group, 114 submitters identified the Asia-Pacific as a region of particular concern. It is expected that New Zealand will need to navigate evolving issues such as friction between China and the United States, increased arms spending across East Asia, and potential boundary disputes.

A small group of submitters noted the impact that volatility and political upheaval in the Middle East and North Africa would have on New Zealand's interests, including energy security. For 33 submitters, recent events such as those in Ukraine had placed intensified pressure on the international rules-based system. Many submitters stated that the United Nations was unable to address these challenges.

59 submitters commented on radical movements and the rise of violent non-state actors. Terrorist organisations such as the Islamic State of Iraq and the Levant (ISIL or Daesh) and Al Qaeda were viewed as posing a major challenge to the international order. Submitters were concerned that other groups may attempt to imitate ISIL's activities in this region of the world.



The crew of HMNZS *Wellington* conduct a boarding party exercise on the cargo deck of the ship.



New Zealand Defence Force personnel train Iraqi Security Forces in a training area at Taji Military Camp in Iraq.

A similar number of submitters saw climate change, growing populations, and competition for scarce food and energy resources as putting pressure on international security. Other changes identified included the waning of United States global leadership, continued global financial volatility, and the increased likelihood of fragile states collapsing.

*“Resource pressures are the biggest challenge for the South Pacific in the next 20-30 years. How well are we placed to handle this?”*

#### Implications for New Zealand

The majority of submitters were concerned about the effects of geopolitical instability. In particular a range of submitters were concerned that United States-China rivalry could put New Zealand in a difficult position regarding its trade and political relationships, including the possibility of being drawn into a conflict involving friends and close partners.

The majority of submitters thought that the Defence Force would be required to maintain a higher level of preparedness and respond to a growing number of challenges both at home and abroad.

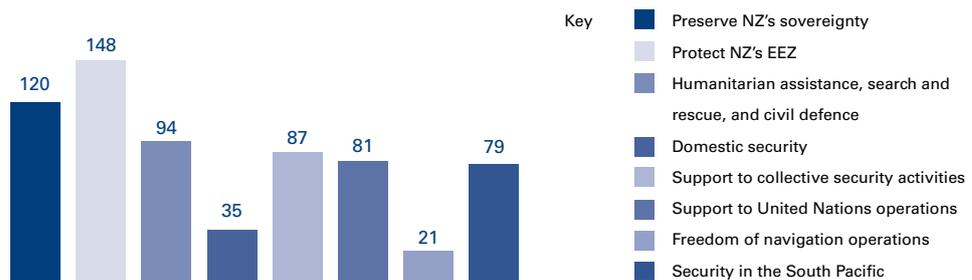
*“New Zealand needs to actively cooperate with other countries who are searching for influence in the wider Asia Pacific region.”*

## Question 3:

What are the roles that the Defence Force should perform to keep New Zealand secure and advance our interests abroad?

The roles referred to by submitters tended to fit one of two categories: tasks that were obligatory to the defence of New Zealand and the Realm, and those that were seen as safeguarding New Zealand's wider interests. While the provision of support for international peacekeeping was important to submitters in both 2009 and 2015, this year the primary focus was on defence roles within New Zealand's Exclusive Economic Zone and our wider maritime domain.

### Defence of New Zealand



For 120 submitters, the primary task of the Defence Force is to preserve New Zealand's sovereignty from external threats. This required the Defence Force to be prepared to deter or repel a conventional threat at short notice. A larger group of 148 submitters expected the Defence Force to maintain a credible constabulary or surveillance presence over the waters surrounding New Zealand.

94 submitters expressed strong support for the Defence Force's role in domestic humanitarian assistance and disaster relief, search and rescue, and civil defence. A smaller group of submitters wished to see the Defence Force prioritise these tasks at the expense of traditional combat roles. Others, including a number of non-governmental organisations, supported a greater role for the Defence Force in humanitarian activities at an international level. While accepting that the Defence Force had a part to play in humanitarian assistance and disaster relief, some submitters preferred that such roles are undertaken only where there is residual defence capability.

Domestic security was of interest to 35 submitters. Submitters expected the Defence Force to be equipped and trained to respond to a range of contingencies, including emergency evacuation, counter-terrorism, and explosive ordinance disposal. It was important that the Defence Force worked closely with and shared information with relevant government agencies where possible.

*“New Zealand should maintain high quality, disciplined forces that can be used as a basis from which the country can expand its capability to use military force to defend the nation and its interests.”*

#### Defence of New Zealand’s interests

For 87 submitters, it was important that the Defence Force could provide credible support in a coalition or collective security setting. These contributions helped underwrite expectations of assistance should New Zealand ever require it. As a “good international citizen” a similar sized group of submitters believed New Zealand should continue its involvement in United Nations-sponsored operations. Peacekeeping, peace-building and development assistance were cited as important “moral” roles of the Defence Force.

Submitters noted that as a maritime nation, New Zealand is reliant on the free and unimpeded flow of goods, services and people. As such, the Defence Force’s role in reinforcing international freedom of navigation was strongly supported. Another group of submitters considered it essential that the Defence Force supported New Zealand’s international treaty obligations, worked in support of our trade interests, and was available to participate in defence diplomacy activities.

Nearly 80 submitters believed that New Zealand should contribute to the security of the South Pacific. The South Pacific was seen as facing a number of challenges, as set out in the submissions to other questions. Consequently, the Defence Force needed to ensure it was adequately equipped to respond to a range of emergency and assistance roles, including maritime patrols, disaster relief, search and rescue, and peacekeeping.

*“The primary role that the Defence Force can perform abroad is one of providing a credible contribution to allied and coalition operations.”*

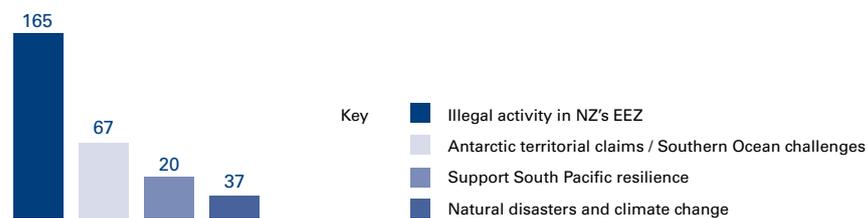
*“The Defence Force needs to be nimble in adapting to the future. It needs to have the ability to rapidly update equipment and enlarge the Defence Force at short notice.”*

## Question 4:

What are the emerging security challenges that New Zealand is likely to face in its immediate territory, including its Exclusive Economic Zone, Continental Shelf, the territory of the Realm Nations and the Ross Dependency?

In responding to this question, submissions were characterised by the perception that New Zealand's geographic isolation was no longer a sufficient guarantee for security. Submitters quite clearly stated their preference for greater surveillance capabilities, including more maritime and air capabilities as well as advanced intelligence, surveillance and reconnaissance systems. This reflected a common belief that there would be an increase in illegal activity, and air and maritime transit through New Zealand's territory over the coming decades.

### Key emerging security challenges



### Exclusive Economic Zone

Over half of all submitters saw illegal activity in New Zealand's Exclusive Economic Zone, the continental shelf and wider Realm as an emerging security challenge. New Zealand's ability to monitor and interdict illegal fishing vessels, resource prospecting vessels or vessels harbouring irregular migrants was of particular interest. A number of submitters believed that the Air Force and Navy were ill-equipped to patrol and secure New Zealand's vast maritime domain.

*“Unless we police it, we’ll lose it. Oceanic resources are shrinking and conflict over them will increase. Logic suggests that investing in new technology for scanning and surveying would be desirable, but that there is no substitute for being able to make a difference in disputes via an actual physical presence.”*

## Antarctic and the Southern Ocean

Antarctic territorial claims and challenges in the Southern Ocean were of particular interest to 67 submitters. A combination of environmental shifts, resource security and the review of the Antarctic Treaty System in 2048 were all expected to culminate in a surge of activity in the Antarctic and Southern Ocean region. Some submitters thought that the Defence Force could have a future role to play in defining good behaviour in the region. This might involve providing increased support for international conventions and United Nations policies regarding mineral extraction, marine resources and military restrictions.

*“The Defence Force is likely to have to carry out increasing activities in the Antarctic region. In the Ross Dependency and Southern Ocean there is likely to be increased risk of illegal fishing. Increasing tourism numbers will cause a corresponding increase in the need to carry out long-distance search and rescue.”*

## South Pacific

A number of submitters felt that the Defence Force would be required to act in support of South Pacific states in the near future. Submitters were also concerned about how increased United States-China security competition might affect the region. Illegal, unregulated and unreported fishing, particularly the abuse of tuna stocks, was also a significant concern. It was suggested that New Zealand might look to help improve South Pacific state capacity in this area.

Natural disasters and climate change were considered an existential challenge to both New Zealand and South Pacific states. Rising sea levels and extreme weather events were predicted to be a significant challenge.

*“The South Pacific’s climate dilemma is New Zealand’s dilemma. We must be prepared to take not only a leadership role in addressing the underlying issues behind climate change, but also the prevention and resolution of any security tensions that could potentially arise.”*

## Question 5:

How should the Government prioritise the Defence Force's efforts between ensuring New Zealand is secure, supporting the security and stability of our friends, partners and our ally Australia, and contributing to international peace and security globally?

In responding to this question, 87 submitters supported an approach to defence that put New Zealand and its Exclusive Economic Zone as a top priority, followed by support for friends, partners and our ally Australia, and finally international peace and security. Submitters saw this order as striking the right balance between protecting New Zealand's sovereign territory and securing its interests more broadly. Others preferred an international focus, with the Defence Force focus split between national duties and those sanctioned by the United Nations. While accepting the value of an internationally focussed policy, a small number of submitters felt that the Defence Force should be used for humanitarian and development related roles only.

### Defence priorities

1	New Zealand
2	Australia
3	International peace and security (87)

### New Zealand's strategic environment

For 95 submitters the primary task of the Defence Force was to secure New Zealand and its Exclusive Economic Zone. In doing so, 44 submitters felt that surveillance and monitoring should be prioritised over other defence roles.

1	New Zealand
2	United Nations (22)
3	Humanitarian and disaster response only (17)

### Australia and close partners

According to 75 submitters the Defence Force should pursue partnerships and alliances. As a small country, many submitters felt that such arrangements improved New Zealand's international standing and also contributed to future-proofing New Zealand's security interests.

### Support for strengthening relationships with Australia and the United States



Australia was seen as New Zealand's most important defence partner. The level of support that New Zealand should provide to its ally proved to be more divisive. On one hand, a majority of submitters thought that New Zealand needed to build stronger military-to-military ties with Australia. This meant maximising interoperability, taking a combined approach to strategic planning (including shared ANZAC bases and equipment), and conducting more joint exercises and operations. Others cautioned against deeper integration as this could damage New Zealand's capacity for independent decision-making.

24 submitters made specific comments about New Zealand's defence relationship with the United States. Most within this group were happy at the progress of the partnership, with some hoping that defence ties would continue to strengthen in the future. Suggestions for how to support this included re-joining ANZUS, the resumption of visits from United States Navy Vessels, and the stationing of United States combat aircraft. A smaller group thought that New Zealand had made a mistake in resuming closer defence relations with the United States. They expressed concern over the possibility that New Zealand could become involved in a dispute or conflict involving the United States or one of its other alliance partners.

New Zealand's next most important defence partners were considered to be Canada and the Five Power Defence Arrangements (FPDA) nations of the United Kingdom, Singapore and Malaysia (along with Australia mentioned earlier), followed by the North Atlantic Treaty Organisation Alliance (NATO), and the Association of Southeast Asian Nations (ASEAN). The majority of submitters that identified these partners also recommended that ties be maintained or strengthened. Nearly 40 submitters thought it important that New Zealand maintain its defence relationships with South Pacific states.

*"New Zealand should actively seek to improve military relationships with South East Asia nations."*

*"New Zealand must seek to maintain an independent foreign policy focused on conflict resolution and the maintenance of good relations between states."*

*"New Zealand's economy will never be large enough to support the defence capabilities that it would require to stand alone. There will always be reliance upon New Zealand's partners and ally."*

#### International peace and security

A range of submitters expressed a desire to see Defence play a stronger role internationally because instability overseas could affect New Zealand's national security interests. Others noted the importance of New Zealand continuing to be an active supporter of the international rules-based system. For 63 submitters, the best way to do this was to support the United Nations.

The most commonly mentioned international deployment was New Zealand's training mission in Iraq. For some the deployment was risky, but necessary and justified. By being in Iraq, New Zealand was demonstrating commitment to its security partners and global security. Others were firmly against the deployment and saw an increased risk of domestic terrorist threats.

## Question 6:

How should the Defence Force operate as part of the all-of-government effort to protect and advance the nation's interests?

In answering question six, submitters emphasised various combinations of threats, roles and capabilities in support of their answers. Some drew attention to the structure and types of relationships inside and outside of defence, while others were more concerned with how defence resources might be better shared to secure New Zealand's wellbeing and the government's objectives. A majority of respondents were in favour of deeper 'all-of-government' integration and more robust partnerships between government agencies.

### Range of government agencies

As in 2009 submitters expected the Defence Force to cooperate with a broad range of agencies, demonstrating the breadth of security related roles to which the Defence Force contributes. The most commonly identified agencies have been listed below.

- New Zealand Police (25)
- Ministry of Foreign Affairs and Trade (19)
- Ministry of Civil Defence and Emergency Management (16)
- Ministry for Primary Industries (14)
- New Zealand Security Intelligence Service (15)
- Government Communications Security Bureau (13)
- New Zealand Customs Service (12)
- Department of Conservation (6)

*“The Defence Force provides assets, logistics, and security while other government agencies provide specialist skills in areas such as fisheries, customs, policing and health care. It is important that the Defence Force utilises the skills and abilities of other government agencies to contribute to New Zealand's security.”*

### Level of cooperation

There was consensus amongst 86 submitters that the Defence Force should maintain strong relationships with other agencies, with improvements in communication and information sharing between agencies desirable. This might be achieved through the provision of an upgraded multi-agency IT network, stronger people-to-people relationships and greater movement of staff between government agencies.

A small number of submitters wanted better sharing of capabilities across government agencies. However other submitters were concerned that greater collaboration would affect the Defence Force's ability to carry out its primary combat roles.

### Joint military operations and command

Nearly 50 submissions, mainly from Defence Force personnel, commented on command structures, or on how the Defence Force interacts with other government agencies. Some wanted to see more integration between the Army, Navy and Air Force when it came to training and operations. Others supported a merger of the Ministry of Defence and the Defence Force and an internal command structure that was less top heavy. Some submitters thought that the Army, Navy and Air Force should be amalgamated to improve coordination and reduce inter-service competition. Other suggestions included the merger of the Navy and Air Force, and the creation of a New Zealand Marine Corps.



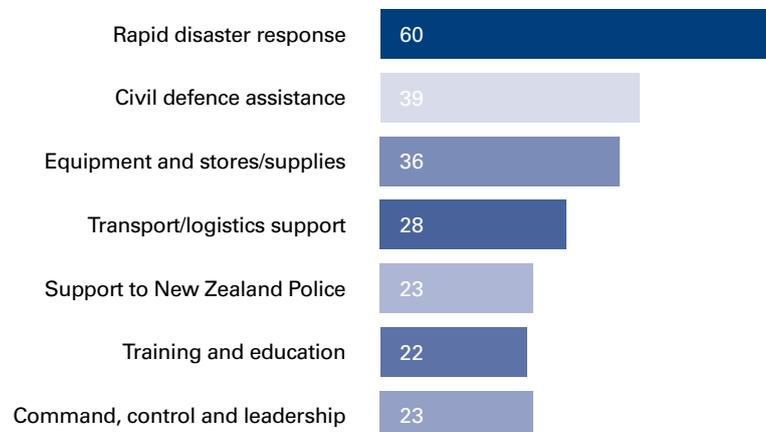
A New Zealand Defence Force P-3K2 Orion aircraft from No. 5 Squadron conducts a patrol of New Zealand's Exclusive Economic Zone in co-operation with the Ministry for Primary Industries.

## Question 7:

What is the Defence Force's role in contributing to New Zealand's national resilience to unforeseen events and natural disasters?

### Using military capabilities for non-military purposes

The need to make effective use of Defence Force resources in building national resilience was one of the strongest themes that emerged from this year's consultation. For 175 submitters, the Defence Force has an important role to play in preparing and responding to unforeseen events or natural disasters. Amongst this group, many expected the Defence Force to be properly resourced and equipped for such tasks. A smaller number felt that this expectation was not currently being met. The tasks or capabilities which received the most support from submitters included rapid response in the event of a natural disaster; assistance with civil defence; the provision of equipment, essential supplies and personnel at camps and bases; and the ability to support New Zealand Police in the event of significant civil disturbance. The most commonly identified have the number of submissions shown in the graph below.



As an agency that maintains personnel and various vehicles, ships and aircraft available at short notice, the Defence Force is expected to work closely with other agencies in the event of an emergency. The Defence Force was expected to: (i) maintain strong links and working relationships with regional emergency management units; (ii) ensure response equipment was of a high standard, capable of rapid deployment and suitable for New Zealand conditions; and (iii) be flexible and agile enough to respond to a range of emergencies.

Some respondents used the example of the Defence Force's role in the immediate aftermath of the Christchurch earthquakes to support their submission. While this contribution was greatly appreciated, many believed the disaster had exposed gaps in the Defence Force's response procedures. Given its ability in planning, communication and coordination, there were suggestions that the Defence Force should have taken a more prominent role in the initial response.

*“The Defence Force is not a disaster relief agency, but it has equipment and trained personnel that can make a vital contribution to disaster recovery in New Zealand and elsewhere.”*



## Question 8:

### What should be the Defence Force's role in the development of New Zealand's youth?

164 submitters thought that the Defence Force should be playing an active role in the development of New Zealand youth. One group of submitters, primarily from members of the public, supported a return to compulsory military training or some variation of national service for youth. Submitters viewed such training as valuable in preparing young people for both military and civilian life. A slightly larger group of submitters objected to the Defence Force having any role in the development of youth for ethical reasons, while others did not want the Defence Force to be used as a social agency.

#### Programmes, recruitment and resources

Should the Defence Force have a role in the development of New Zealand's youth?



The ability to provide an exemplary standard of training, recognisable trade qualifications and career opportunities for youth was pivotal for 53 submitters. While agreeing that the Defence Force was an excellent provider of these services, respondents questioned whether enough was being done to attract new enrolments to youth programmes.

According to some submitters, part of the problem was that the public was either unaware, ill-informed or had a low opinion of the Defence Force. Recommendations to rectify this focussed on creating flexible and life-compatible training programmes, more technical or specialist roles and increasing the public's exposure to the Defence Force.

Other suggestions included:

- Part-time national service for students
- Military holiday camps
- Fast track or scholarship options for students who want to join the Defence Force
- Education in return for service
- Defence Force as an advocate for fitness and a healthy lifestyle
- Military academies
- More accessibility for candidates with a criminal history

*"The Defence Force has the potential to provide the nation with skilled, employable and disciplined citizens. I would strongly recommend that the Government utilises the Defence Force to up-skill youth."*

## Cadets

Nearly 40 submitters supported a strong role for youth training programs run by the New Zealand Cadet Forces. In being able to deliver a service that instils leadership and a strong sense of responsibility to the community, many submitters favoured an expansion of cadet programs. While inexpensive to run, the cadet program was seen as providing valuable recruits for the Defence Force, improving the calibre of New Zealand's labour pool, and therefore making a contribution to New Zealand as a whole.

Other suggestions included:

- Cadet overseas-exchange programmes
- Better promotion of the Cadet Forces in schools
- Stronger public relations focus
- More training opportunities with Defence Force personnel
- New Zealand Qualifications Authority cross crediting within Cadet programmes

*“The Defence Force should continue to provide courses and activities for youth to develop pro-social attitudes and behaviours such as motivation, self-discipline, cooperation, confidence, and respect. Nothing can be more important to New Zealand than future generations of young people taking a full part in, and contributing to, New Zealand society.”*

## Youth Development Unit

The Youth Development Unit (YDU) and its offshoots – the Limited Service Volunteer and Youth Life Skills programmes – were of importance to 54 submitters. Some wished to see an increase in resources, staff and infrastructure in order to support larger intakes. Others thought the three month turn around time for participants was too short to achieve substantial behavioural changes. Several submitters suggested that the youth development programmes could be made more effective if more opportunities for promising candidates to pursue careers in defence after the course were offered.

Other suggestions included:

- Systems to substantiate and evaluate YDU performance
- Align YDU programmes more closely with the cadet model
- Expansion of existing youth programmes into other towns
- Military service as an alternative to prison

## Question 9:

What capabilities does the Defence Force need to carry out its roles effectively, now and in the future?

The maintenance, rejuvenation and procurement of additional defence capabilities was seen by the majority of submitters as a crucial aspect of the Defence White Paper 2016. As in 2009, most submitters agreed that the Defence Force should have the capabilities necessary to defend New Zealand and its interests, and contribute to international peacekeeping operations. Many of these themes reappeared in the 2015 consultation, albeit with some additional areas of focus.

### Breadth versus depth

The force size and structure of the Defence Force was of concern to 33 submitters. Some thought that the large number of roles currently expected of the Defence Force outstripped its size and capabilities. Others thought Defence Force personnel were stretched too thinly across too many capabilities. For 18 submitters, a more specialised force was preferred. Many submitters wished to see greater priority given to maritime based capabilities for securing vital interests in New Zealand's Exclusive Economic Zone, the South Pacific and Antarctica.

Conversely, other submitters took the view that the Defence Force should maintain maximum flexibility. This meant retaining a comprehensive force comprised of elements for international security roles including conventional air, land and sea capabilities for defence of the nation, and appropriate logistical and tactical capabilities for national and regional resilience roles. This group understood that flexibility required both the capacity and the resources to complete allocated tasks.

### Defence spending

90 submitters stated their desire to see an increase in defence spending as a proportion of Gross Domestic Product. The primary justifications for the proposed increase in Defence spending focused on three themes. First, many current capabilities were seen as being in short supply, out-dated or unsuited for deployment. Secondly, New Zealand's strategic area of interest is expected to yield a growing number of security challenges, which will produce greater demand for military ships and aircraft. Thirdly, to compromise on equipment purchases or upgrades now was seen as burdening future governments and jeopardising New Zealand's future security.

## The importance of people to military capability

The importance of the human element of military capability was a new theme this year. 74 submitters, many of whom were Defence Force personnel, thought that this aspect of capability was being undervalued. Well-trained, motivated and experienced people were a key element of military capability. Submitters were also in favour of seeing more support for reserve units.

*“Personnel within the Defence Force are the most important capability. Without well-trained, experienced people who are motivated and committed to the organisation, no capability will ever reach its true potential.”*

## Army capabilities

Thirty submitters wished to see the Army’s capabilities strengthened. Suggestions included:

- A larger Special Air Service (SAS)
- A third infantry battalion
- Multi-role combat brigades
- Paratroopers
- More engineer units and tradesmen
- The creation of a Marine Corps

Some submitters supported the acquisition of more combat equipment, such as anti-tank weapons and air defence systems. Others wanted to see the Army equipped with sophisticated humanitarian assistance and disaster relief, communications and peacekeeping operations equipment.

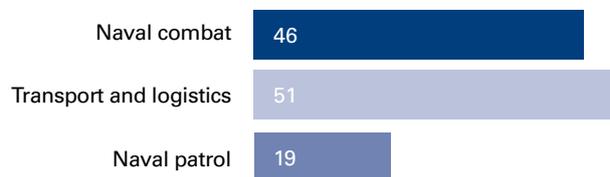
The majority of submitters supported the Light Armoured Vehicles (LAV) used by the Army, but were dissatisfied with their current status. Criticisms focused on the number of LAVs that were inoperable, LAV vulnerability in combat situations, or the fact that they were rarely deployed overseas. Many wanted to see a reduction in the overall number, with others being outfitted with role-specific modifications.

*“The combat capability of the Defence Force both now and as planned for 2020 at present levels of expenditure will not provide the sustained combat power needed, except under the lowest category of operational intensity.”*

## Navy capabilities

There was strong support among submitters for improvement in naval capabilities. Greater Navy combat capabilities were seen as desirable to meet the challenges of securing a large maritime domain, as well as making credible maritime contributions further afield. 46 submitters suggested that New Zealand should either replace the ANZAC frigates or acquire additional warships of a similar class.

## Greater naval capability



The ability to transport personnel and their equipment by sea was considered a mandatory capability of the Navy. As New Zealand's primary means of deploying the Defence Force beyond its borders, the HMNZS Canterbury was considered to be unreliable. Submitters therefore supported the purchase of an additional multi-role vessel. Some submitters suggested replacing the HMNZS Endeavour (the Navy's oil tanker) with a vessel that had greater versatility and could perform a broader logistical role.

A small number of submitters supported greater maritime patrol capability. While some noted that additional offshore patrol vessels would better enable the Navy to discharge its environmental protection and constabulary duties, others emphasised the importance of having vessels that were ice-strengthened and able to operate effectively in the Southern Ocean.

Enhanced Navy boarding capability, on-board weapons and a stronger legal mandate for dealing with violations were also desirable. For reconnaissance, submitters suggested the Defence Force invest in integrated intelligence, surveillance and reconnaissance capabilities, including the use of unmanned aerial vehicles.

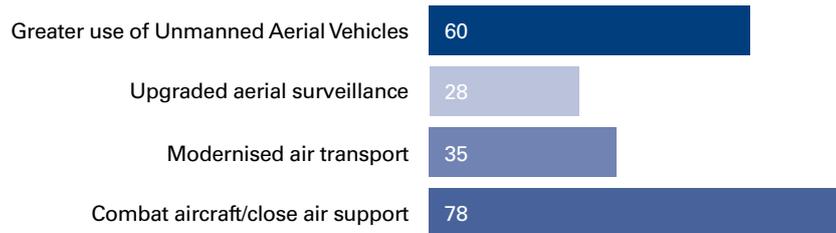
Submissions mentioning the inshore patrol vessels were mixed. Notwithstanding the extra capability the four vessels provided to agencies such as Customs and NZ Police, some submitters felt this platform was of less use, or that the Navy had acquired too many.

*"The current Defence Force is appropriate in size but I don't think it's balanced. A maritime focus is essential for the next 25 years as resources become more scarce and adversaries look to our resources with envy."*

## Air Force capabilities

Nearly 60 submitters commented on the use of Unmanned Aerial Vehicles (UAVs) as both an armed or unarmed aircraft. A majority of submitters favoured using UAVs in an unarmed capacity as a cost-effective way to conduct offshore surveillance and reconnaissance. Other submitters were in favour of replacing or upgrading the P3K2 Orion surveillance aircraft with a platform of equal or greater capability.

## Air Force capability



For 73 submitters air transport was an essential capability of the Air Force. There was a need to modernise New Zealand's long-range or strategic air transport capacity by considering the replacement of the C-130 Hercules and Boeing 757. Many submitters were satisfied with the range of capabilities covered by the Navy's Sea Sprite helicopters and the Air Force's NH90s but wanted to see more in operation.

Support for the resumption of an air combat capability for the Air Force featured strongly among submissions, although less prominently than in 2009. For 78 submitters, the ability to provide air support for the Army and Navy in overseas deployments or in the context of a direct threat to New Zealand was crucial. It was felt that this capability would amplify New Zealand's ability to act independently whilst improving its standing with other security partners. Suggestions focussed on a multi-role fighter, the arming of Air Force helicopters, or unmanned aerial vehicles (UAVs) with a strike component.

*“Our highest priority should be strong maritime surveillance and intervention capability which can be projected into the South Pacific as well as further afield in order to ensure open trade routes.”*

## Procurement

Despite not being directly addressed in this year's questionnaire, procurement was a significant issue for 57 submitters, demonstrating its importance to the public. Many within this group criticised procurement processes and wished to see improvements, including across capability selection and project management. Shorter procurement response times, greater consideration of through-life costs, and more opportunities for domestic industry involvement were the most desired changes. The development of a formal Defence Industry Strategy and earlier involvement of industry in defence planning were also suggested. The remaining submitters acknowledged that procurement processes had improved in recent years.

*“One of the most critical issues facing New Zealand's Defence Force is that time and time again equipment is purchased that we either do not need, is not up to the job, or requires additional expensive modification before it can be used as intended.”*



Personnel from Alpha Company 2/1 Royal New Zealand Infantry Regiment unload from a C-130 Hercules and secure the airfield at Westport during Exercise Southern Katipo 2015.

## Supplementary Questions

Submitters primarily used this section to focus on two areas, both of which were raised in the 2009 supplementary section. The first area addressed the accessibility of the Defence Force to the public and transparency of information.

Improved access would build confidence and awareness around the contribution of the Defence Force to New Zealand's security and wellbeing, lifting its profile among what was considered to be a largely disinterested public. Submitters desired increased transparency across defence-related activities, including expenditure and procurement decisions, deployments, as well as core objectives and the means of achieving them. Deployments in Afghanistan and Iraq were cited as instances where the public had been inadequately informed.

### Key supplementary issues

Improved access to the Defence Force

Increased transparency of Defence Force activities, including operational deployments

Economic and environmental impact of the Defence Force

Improvements to Defence Force and veterans' welfare

The second area of comment focused on the regional economic and environmental impacts associated with Defence Force bases and training exercises. Submitters noted that decisions on how the Defence estate was managed had subsequent socio-economic and development effects on council planning, employment, and relationships with other local stakeholders. Others were concerned about the environmental costs of military operations and training exercises, military consumption of non-renewable resources, and the contribution of military activities to climate change. Other submitters focused on improvements in personnel and veteran's welfare, accommodation, remuneration, career flexibility and the provision of family support.

*"The New Zealand Defence Force has a responsibility to inform the public about its actions. It should be accountable and transparent."*

## Conclusion

The public consultation process has provided a wealth of information for the Defence White Paper 2016. While views differed across a range of issues, a majority of submitters expressed appreciation for the work undertaken by the Defence Force.

It is clear that submitters see New Zealand facing growing security challenges over the next 25 years. If the Defence Force is expected to play a more prominent role in securing New Zealand and its interests in the future it may need to be better equipped and resourced to meet these challenges. This could include a greater focus on the human element of military capability, and require increases in Defence Force funding.

Submitters continue to support the Defence Force's contribution to international security efforts, including support to the United Nations. However, the defence of New Zealand, including its people and sovereign territory, takes precedence. Submitters were especially concerned about New Zealand's ability to protect and monitor its vast Exclusive Economic Zone, and other strategic areas of interest like the Ross Dependency.

Enhanced ties with Australia and the United States were generally favoured, provided that this did not affect New Zealand's ability to make independent decisions.

The need to make effective use of Defence Force resources in the pursuit of national resilience was a strong new theme of this year's consultation process. Rapid response, emergency relief, civil defence assistance and logistical support were among the many tasks that the Defence Force needed to be adequately equipped and trained to undertake. The Reserve and Territorial Forces were seen as an excellent, yet relatively untapped, source of personnel and expertise.

The ability to support New Zealand's youth continues to be strongly approved of. The Cadet Forces and initiatives run by the Youth Development Unit were considered highly effective in their ability to contribute to positive individual, community, and defence-related outcomes. It is important that such programmes are retained and potentially expanded.

The information contained in this report, and the more than 300 individual submissions that were received over the consultation period, will help inform the Defence White Paper 2016.



The New Zealand Defence Force contingent performs a haka to the Australian Defence Force contingent at Menin Gate, Leper, Belgium after the Anzac Day Last Post ceremony 2015.

