



The Federation of  
Islamic Associations  
of New Zealand (Inc.)  
اتحاد الجمعيات الإسلامية النيوزيلندية

## REPORT TO GOVERNMENT ON 15 MARCH TERROR TRAGEDY PART A

## A REVIEW OF THE IMPLEMENTATION & RECOMMENDATIONS ON THE WAY FORWARD

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April 2024

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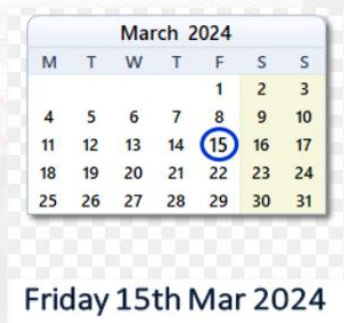
# REMEMBERING 15 MARCH

## A DAY WHICH CHALLENGED OUR NATIONAL VALUES



“...we represent diversity, kindness, compassion, a home for those who share our values, refuge for those who need it. And those values, I can assure you, will not and cannot be shaken by this attack. We are a proud nation of more than 200 ethnicities, 160 languages and amongst that diversity we share common values.” - **Rt Hon Jacinda Ardern, Prime Minister** on Friday, 15 March 2019 at **Masjid An Nur**

And five years later.



“The March 15 terrorist attack on Christchurch masjidain was a national tragedy. It was an attack on all of us. We lost neighbours, friends, schoolmates and work colleagues. It was an attack on the best New Zealand values – of diversity, unity, and peace.” **Rt Hon Chris Luxon, Prime Minister** on Friday, 15 March 2024 at **Masjid An Nur**

# 1.00 PREAMBLE

## 360° - From Terms of Reference to Review of Implementation

15 March 2019 was a watershed moment for NZ.

What followed was a comprehensive Royal Commission of Inquiry (RCOI) with over 800 pages of Findings with 44 Recommendations. What also followed was an apology by the State. Five years later and some forty months since the RCOI Recommendations were tabled in Parliament, it is quite obvious that there is a need to take stock of the outcomes to-date.

This Report is an evidence-based review with prioritised recommendations on the way forward. It also marks a 360° full-circle for FIANZ. What is not well known, is that a few days after 15 March 2019, we were approached by the government to suggest the Terms of Reference (TOR) for the proposed RCOI. Our suggestions were accepted and reflected in the final TOR.<sup>1</sup>

At the outset it should be noted that our methodological approach is firmly anchored on the trust and confidence that we have in our political representatives and our public service. This approach has remained consistent since 2019, when we first raised it with the then Prime Minister Jacinda Ardern in our report entitled ‘The Healing Process’.<sup>2</sup> It is heartwarming to note that the current Prime Minister, Christopher Luxon, has also acknowledged our approach of “building understanding” during his address marking the fifth anniversary at Masjid An-Nur<sup>3</sup>.

As the faith-community most impacted by the terror attack of 15 March, we recognise the moral imperative to be part of the collective solution to make our country safer as well as looking after those whose lives were shattered by hate-fueled terrorism.

This report is nuanced with this ‘niyat’ or intention.

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<sup>1</sup> <https://www.legislation.govt.nz/regulation/public/2019/0072/latest/LMS183988.html>

<sup>2</sup> <https://fianz.com/wp-content/uploads/2023/08/THE-HEALING-PROCESS-AFTER-MARCH15.pdf>

<sup>3</sup> Prime Ministers Speech on 15 March 2024

# 2.00 UNDERSTANDING THE CONTEXT OF PROGRESS:

## 2.1 The Tightest Timeframe:

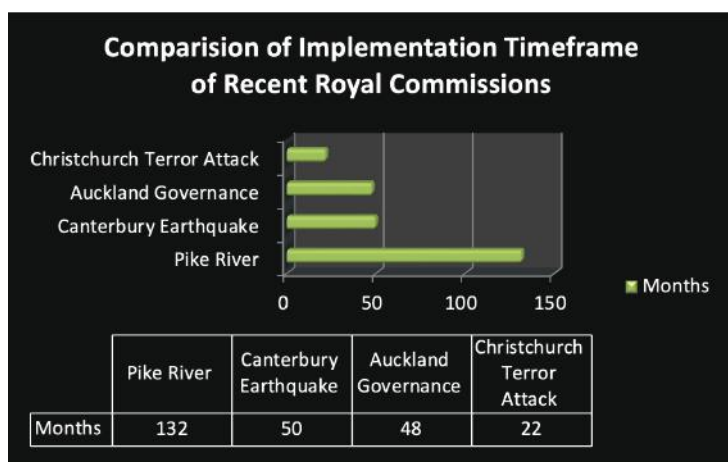
Both the Prime Minister, Rt Hon. Christopher Luxon and the Coordination Minister, Hon Judith Collins are conscious of the need to ensure “hard completion” of the Royal Commission Recommendations.<sup>4</sup> The deadline of 30 June, 2024 has been mooted by which time decisions should be made on the way forward.<sup>5</sup>

### FIANZ agrees.

However, what should also be noted is that the ‘hard completion’ timeframe advocated by the coalition government is perhaps the shortest of all the Royal Commissions in recent time. It has been some forty months since 8 December 2020 when the RCOI Report was tabled in Parliament, however nearly eighteen months of COVID-19 disruption has to be factored into the equation. Adjustment also has to be made of the time-lag between budget approval and the commencement of the implementation of the various Recommendations. In some cases, the time-lag has been considerable.

When the above are factored in the actual time period for implementation is even shorter of only 22 months or about 440 working days. Despite the above, and as our Report will highlight later, all the Ministries and agencies who have a nexus with the Royal Commission Recommendations, have given exemplary performance in terms of both implementation progress and outcomes todate.

Whilst every Royal Commission we have had in NZ is different and the implementation of their recommendations have varied scope and complexity but none have been as short as 22 months in recent history of NZ.



A June deadline, would make this RCOI implementation period the shortest of all Royal Commissions in NZ history.

The significant number of Recommendations which have commenced or completed attests to the professional and sincerest commitment of the public service to the RCOI after March 15.

This short time frame of only 22 months also partly accounts for why some of the Recommendations have yet to be fully implemented.

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<sup>4</sup> <https://www.rnz.co.nz/news/political/508660/judith-collins-looking-to-finish-work-on-christchurch-mosque-attack-recommendations>

<sup>5</sup> <https://newsroom.co.nz/2024/03/21/govts-terror-response-must-enter-next-phase-collins-says/>

<sup>6</sup> Pike River one-off funding continued some 11 years later - <https://www.beehive.govt.nz/sites/default/files/2020-03/Cabinet%20Paper.pdf>

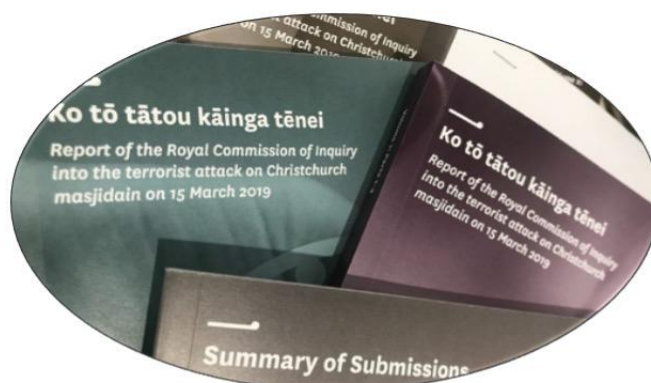


# 3.00 SUMMARISING THE KEY FOCI OF THE ROYAL COMMISSION

## The Baseline Issues

There are **three** priority focus areas of the RCOI.

- > **Making NZ Safer** : These are recommendations relating to enhancing the capability and capacity of the national security ecosystem including countering violent extremism as well as a number of recommendation relating to arms licensing.
- > **Socially Cohesive NZ** : These are recommendations relating to developing a social cohesion framework, establishing a new Ethnic Ministry, various programmes aimed at educating, informing and capability development.
- > **Welfare and Wellbeing of Impacted Families**: Although not part of the Terms of Reference, the RCOI nevertheless recommended some specific measures for affected whānau and survivors.



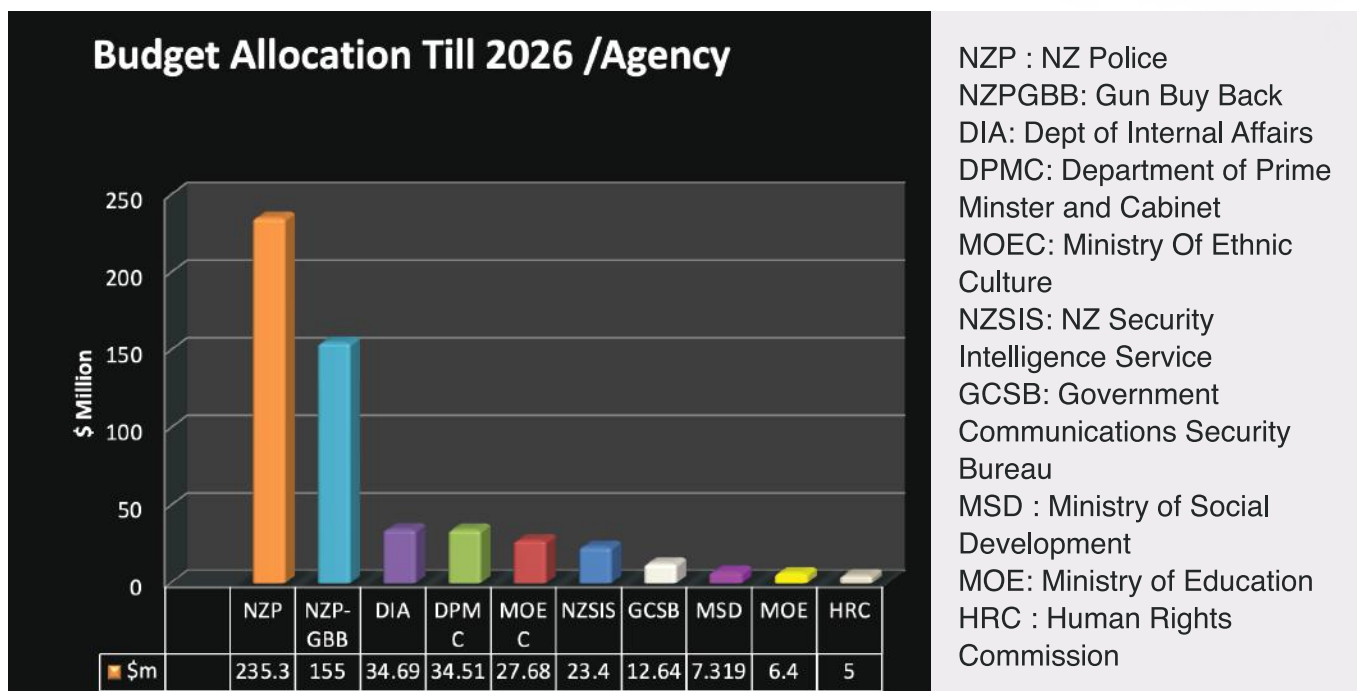
## ROYAL COMMISSION HAD 3 KEY FOCI

Making NZ Safer	Socially Cohesive NZ	Welfare and Wellbeing of Impacted Families
<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>• National Security 1-18</li> <li>• Arms Licensing 19-24</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>• Social Cohesion 28,29,31,37</li> <li>• Ethnic Ministry 30</li> <li>• Data Gathering 32</li> <li>• Workforce Diversity 33-35</li> <li>• Education 36</li> <li>• Community Engagement 38</li> <li>• Hate Related 39-42</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>• One Point Contact 25</li> <li>• Collective Impact Board: 26</li> <li>• Restorative Justice 27</li> </ul>

<sup>6</sup>Along with the Department of the Prime Minister and Cabinet as well as Te Kawa Mataaho Public Service Commission  
<sup>7</sup><https://www.treasury.govt.nz/publications/speech/diversity-and-inclusion-why-it-works-work>

# 4.00 THE FINANCIAL NEXUS: BUDGET ALLOCATION ACROSS AGENCIES

In terms of the post-March 15 Royal Commission commitments, the Ardern Government had allocated \$391,030,000 towards the 44 Recommendations, according to the Department of Prime Minister and Cabinet(DPMC).<sup>7</sup> Our calculation however is slightly higher at \$404,673,000.<sup>8</sup> The following has been the allocation for the different agencies.



When the total of \$155,000,000 from the gun buy-back scheme is added<sup>9</sup>, then the post-March 15 commitment totals over \$550 million.

A lesson to learn from the previous time there was a political focus on cost-cutting: Very few are aware that a small footnote on page 50 in the 2017/18 NZ Police Annual Report, stated that due to the increased demand in other Police priority areas and the need for cost-savings, there were less resources for firearms licensing activities in the 2017/18 year.

That cost saving of about \$440,000 in 2017 has so far cost the NZ taxpayers over NZ\$550 million.

National security should never be about cost savings but about saving lives.

<sup>7</sup> <https://www.dPMC.govt.nz/our-programmes/special-programmes/kapuaia-ministerial-advisory-group/advice-kapuaia>

<sup>8</sup> The DPMC budget does not seem to include \$4.8m for specialist navigators and CIB, \$3.5 million for the 20/21 budget allocation for safer Communities Fund, and building children's self-regulation of \$5.343million.

<sup>9</sup> <https://oag.parliament.nz/2020/firearms-buy-back/overview.htm>



# 5.00 SUMMARY : STATUS OF IMPLEMENTATION ( AS AT 28 APRIL, 2024)

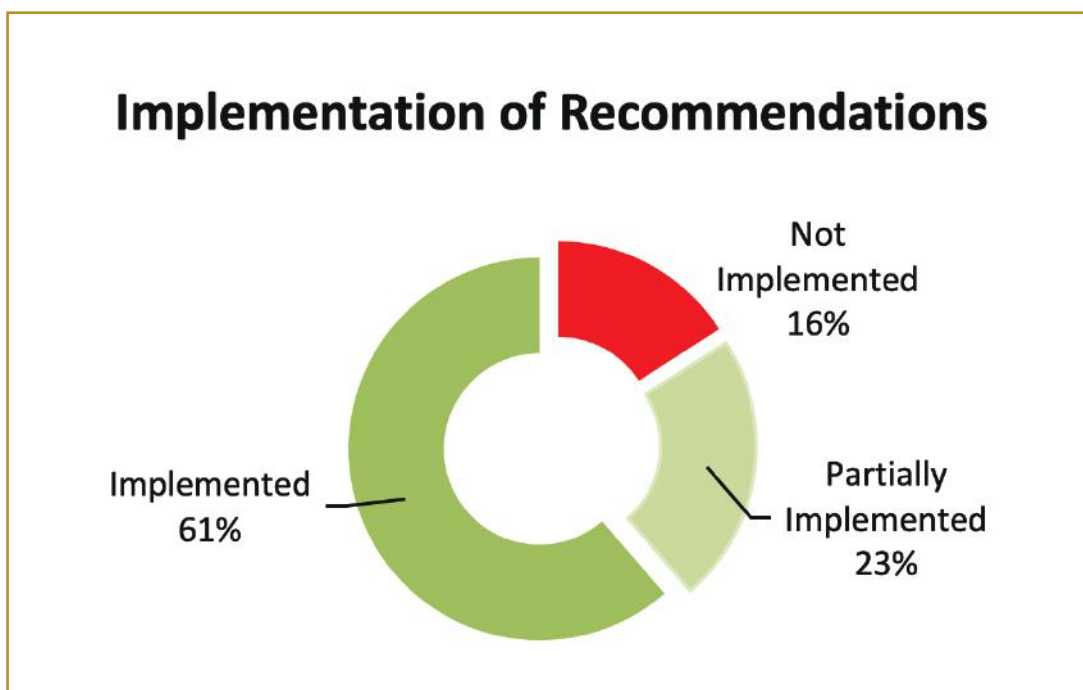
## 5.1 Methodology and Metrics

Our methodology on determining the implementation status is based on an empirical approach of scoring based on five key metrics.

- Government’s Statement of Commitment on the Specified Recommendation
- Budgetary Allocation Specific to the Recommendation
- Public-Faced Engagement as specified by the RCOI
- Policy specifically aligned to the Recommendation ( or alternative policy developed as result of civil society engagement)
- RCOI Recommended Synchronised Implementation

## 5.2 Implementation Status Summary :

- **7 NOT IMPLEMENTED:** Either totally ignored or the core work for implementation has not started.
- **10 PARTIALLY IMPLEMENTED:** Work has commenced and progress being made.
- **27 IMPLEMENTED:** Either fully completed or substantive work completed



<sup>9</sup><https://www.mbie.govt.nz/dmsdocument/5890-extended-mental-health-support-for-those-affected-by-the-15-march-2019-terrorist-attack-proactiverelease-pdf>  
<sup>10</sup><https://www.mbie.govt.nz/dmsdocument/5890-extended-mental-health-support-for-those-affected-by-the-15-march-2019-terrorist-attack-proactiverelease-pdf>

## 5.3 Implementation Status of Each Recommendation and Our Suggestion for On-Going Funding

ROYAL COMMISSION RECOMMENDATION		NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>
1	Coordinating Minister to lead and coordinate counter-terrorism (CT)	Scope has increased beyond CT to National Security (NS) after the first National Security Strategy (NSS) was adopted in 2023	DPMC	This is a formality. Prime Minister  IMPLEMENTED	Can be BAU funded
2	National Intelligence and Security Agency (NISA)	Scoping work of NSS completed but form and core function has not been. The new National Security Group (NSG) does not meet the NISA Requisites	DPMC	NOT IMPLEMENTED	
2	Interdepartmental Executive Board	Security and Intelligence Board(SIB) reformed as the National Security Board	DPMC Te Kawa Mataaho	PARTIALLY IMPLEMENTED	Can be BAU funded
4	Public Facing Strategy	DPMC has started but is not viable without community engagement which was anticipated under NISA	DPMC	PARTIALLY IMPLEMENTED	Can be BAU funded

<sup>10</sup> <https://www.dPMC.govt.nz/sites/default/files/2023-09/rcoi-response-progress-tracker-august-2023.pdf>

<sup>11</sup> The Briefing to the new Coordinating Minister by officials noted the option for funding on business-as-usual basis. <https://www.dPMC.govt.nz/sites/default/files/2024-01/bim-2023-govt-resp-rc-report-into-terr-attack.pdf>

ROYAL COMMISSION RECOMMENDATION		NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>
5	Amend Public Finance Act- Include ISA for Performance Audit	Interim self-performance reporting. AWAITING FORMAL LEGISLATION	The Treasury	NOT IMPLEMENTED	Can be BAU funded
6	Strengthen Parliamentary Intelligence and Security Committee (PISC)	More PISC meetings but needs to consider the recommendations of the ISA Review on with non-Executive members across all political parties with greater oversight and monitoring.	DPMC Te Kawa Mataaho	PARTIALLY IMPLEMENTED	Can be BAU funded
7	Establish Advisory Group on counter-terrorism(AGCT)	No longer necessary if NISA is established.	DPMC	NOT IMPLEMENTED	
8	Related to the workings of the National Intelligence and Security Agency	2 key components – intelligence priorities and threats-cape completed but NISA required for greater public-faced approach	The Treasury	PARTIALLY IMPLEMENTED	Can be BAU funded
9	Related to the workings of the National Intelligence and Security Agency	Emergency Management implemented. Classification was not changed due to cost.	NZSIS, DPMC	PARTIALLY IMPLEMENTED	N/A

<sup>16</sup><https://www.nzherald.co.nz/business/treasury-wrong-about-kiwisaver-says-finance-lobby/V3GJ75R7JWUQQ4JSHHGLLWJ4A/>

<sup>17</sup><https://www.nzherald.co.nz/pm-accuses-treasury-of-getting-it-wrong/3NOCG53A4DJMFOBKOQ5YZVX4XM/>

<sup>18</sup><https://www.goodreturns.co.nz/article/976487726/gsf-managers-say-treasury-numbers-wrong.html>

<sup>19</sup><https://www.publicservice.govt.nz/assets/Legacy/resources/pif-review-treasury-july14.PDF>

ROYAL COMMISSION RECOMMENDATION		NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>
10	Amend Intelligence and Security Act 2017	ISA Report with 33 Recommendations and 19 improvements . Needs to be considered by PISC	DPMC, NZSIS & GCSB	PARTIALLY IMPLEMENTED	N/A
11	Related to the workings of the Public sector agencies on counter-terrorism	Experienced and trained human resources critical . Issue of security vetting an impediment for diversity of staff	GCSB, NZSIS, DPMC, MBIE	PARTIALLY IMPLEMENTED	Can be BAU funded
12	Single contact point for public to report	Business case completed. Awaiting Govt approval.	NZ POLICE wth DIA, NZSIS	NOT IMPLEMENTED	
13	Identify indicators and risk factors – extremist behaviours	Fist scope of indicators published.	NZSIS , NZ POLICE	IMPLEMENTED	Can be BAU funded
14	Fund independent NZ- specific research to prevent extremism and terrorism	National Centre of Excellence established and Scholarships provided	DPMC	IMPLEMENTED	
15	Opportunities for public to understand extremism and terrorism and Social Cohesion	As above	DPMC, MSD and MOJ	IMPLEMENTED	Can be BAU funded



ROYAL COMMISSION RECOMMENDATION	NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>	
16	Annual hui on countering violent extremism and terrorism.	2 Hui implemented . Third one cancelled . This needs to continue	DPMC	IMPLEMENTED	Can be BAU funded
17	Publish annual threatscape and Intelligence priorities	Submitted to ISC , however public submissions required . There needs to be civic society input .	DPMC , NZSIS	IMPLEMENTED	Can be BAU funded
18	Review and ensure fit-for-purpose counter terrorism legislations	A number of legislations passed	MOJ, DPMC, NZ POLICE , NZSIS/GCSB	IMPLEMENTED	N/A
19	Police to improve firearms licensing system	Police Arms Transformation Programme including legislations and guides for community	NZ POLICE	IMPLEMENTED	Can be BAU funded
20	Police to introduce electronic system – firearms licensing	Electronic Firearms Licencing System completed	NZ POLICE	IMPLEMENTED	Can be BAU funded
21	Police to ensure regular training and evaluate quality related to firearms licensing	Implementation in Phases	NZ POLICE	IMPLEMENTED	Can be BAU funded
22	Police to introduce performance indicators - firearms licensing	Quality Assurance process implemented with Public Surveys	NZ POLICE	IMPLEMENTED	Can be BAU funded

ROYAL COMMISSION RECOMMENDATION		NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>
23	Police - new processes for firearms licensing	Arms Regulations updated	NZ POLICE	IMPLEMENTED	N/A
24	Mandatory reporting of firearms injuries	Amendments to Arms Act with obligations for health practitioners	NZ POLICE MOH	IMPLEMENTED	N/A
25	MSD coordinate with other Public sector agencies – one point support contact	There are info (data) on inputs but more info needed on measurable outcomes. Service needs to be continued	MSD, Police, ACC, MOJ, Immigration NZ, Te Kawa Mataaho	IMPLEMENTED	Can be BAU funded
26	Collective Impact Network and Board – wrap-around services	Final Report Received	MSD, Police, ACC, MOJ, Immigration NZ, Te Kawa Mataaho	IMPLEMENTED	N/A
27	DPMC – restorative justice	Not yet addressed	DPMC	NOT IMPLEMENTED	
28	MSD responsible for whole-of-government approach to social cohesion	MSD has initiated and number of multi-agency coordination .	MSD	IMPLEMENTED	Can be BAU funded
29	MSD collaboration with stakeholders on social cohesion	Considerable engagement with communities resulting in an excellent engagement framework.	MSD	IMPLEMENTED	N/A

ROYAL COMMISSION RECOMMENDATION		NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>
30	Investigate a fit for purpose agency focused on ethnic communities and multiculturalism	Ministry for Ethnic Communities established	Te Kawa Mataaho, MEC	IMPLEMENTED	Can be BAU funded
31	Measures and indicators for social cohesion	Work has started .	MSD	PARTIALLY IMPLEMENTED	
32	More ethnic and faith data gathering for better policy making	Data gathering has started but needs to be across all Ministries	STATS NZ, MEC	IMPLEMENTED	Can be BAU funded
33	CEs of Public sector agencies – workforce diversity and consult with Advisory Group on counter terrorism	Diversity focus has commenced however but Counter Terrorism Advisory Group not yet established	Te Kawa Mataaho	PARTIALLY IMPLEMENTED	N/A
34	Public Service Commissioner - Annual Report on progress of the Papa Pounamu and counter-terrorism	Independent Review by the Human Rights Commissioner is also recommended.	Te Kawa Mataaho	IMPLEMENTED	Can be BAU funded
35	Public Service Commissioner effort on workforce diversity and leadership	Significant work commenced	Te Kawa Mataaho	IMPLEMENTED	Can be BAU funded
36	Investment on young NZ'ers on civil role and rights , diversity and related	Significant work commenced	MOE & MSD	IMPLEMENTED	Can be BAU funded

ROYAL COMMISSION RECOMMENDATION		NOTES RELATED TO IMPLEMENTATION	AGENCY RESPONSIBLE <sup>10</sup>	IMPLEMENTATION STATUS	FUNDING UNDER BUSINESS AS USUAL <sup>11</sup>
37	MSD facilitate Public conversation on social cohesion	Significant wider community input commenced	MSD	IMPLEMENTED	Can be BAU funded
38	Public sector community engagement to be in accordance with New Zealand's Open Government Partnership commitments	Multi-modal Engagement processes , including IAP2	DPMC	IMPLEMENTED	Can be BAU funded
39	Amend Legislation – Hate-motivated offences	Set aside – not progressing at this stage	MOJ	NOT IMPLEMENTED	
40	Legislative changes to Crimes Act 1961	Sent to Law Commission	MOJ	NOT IMPLEMENTED	
41	Amend definition of 'objectionable'	Since linked to Rec 40 & 41, this has yet to proceed but DIA has tools for Safer Online Services	DIA, MOJ	NOT IMPLEMENTED	
42	NZ Police – record complaints and related	Police have started collecting data	NZ POLICE	IMPLEMENTED	Can be BAU funded
43	Coordination Minister given responsibility for implementation	Senior Ministers appointed under both Labour and Coalition governments	DPMC	IMPLEMENTED	N/A
44	Establish an Implementation Oversight Advisory Group (OAG)	Kāpuia have engaged with all relevant agencies	DPMC	IMPLEMENTED	N/A



# 6.00 PERFORMANCE REVIEW: LABOUR GOVERNMENT'S IMPLEMENTATION (2020-2023)

## 6.1 Context

Analysis is more meaningful when a context is provided.

Prime Minister Jacinda Ardern came to international prominence with her response to the terror tragedy on 15 March 2019. It may be useful to pause momentarily and reflect that she had relatively less experience at the helm when she was thrust into managing a national tragedy as compared to some of our previous Prime Ministers:

- Sir Robert Muldoon had been Prime Minister for over 4 years when the Mount Erebus tragedy happened with the loss of 257 lives.
- James Bolger had been Prime Minister for more than 5 years before the tragedy at Cave Creek where 14 people died.
- Sir John Key had been at the helm two years before the Pike River mine disaster with the loss of 29 men.
- Jacinda Ardern however, had just 16 months experience at the time of the 15 March tragedy with 51 shuhada, 41 bullet wounded and hundreds of others traumatised.

However, this lesser experience was more than compensated for by her outstanding response and the subsequent apology after the RCOI and promise to implement the 44 Recommendations.

## 6.2 Review Approach

Our approach to the performance review has two culturally aligned baseline metrics. The rationale is that our lived experience has to a great extent defined the priorities of our analytical lens.

Firstly, it involves **appraising the Government's commitment** to the implementation of the 44 Recommendations. Simply put, this gauges how seriously the Ardern and Hipkins governments prioritised the RCOI implementation relative to their other priorities.

Secondly, the **engagement of the Government with the community** to deliver the Recommendations. This metric underscores the value we placed on our views as the impacted community being considered by the Ministers.

Our cultural alignment metrics are substantively similar to what both the Treasury<sup>12</sup> as well as the Controller and Auditor-General<sup>13</sup> use as their approaches.

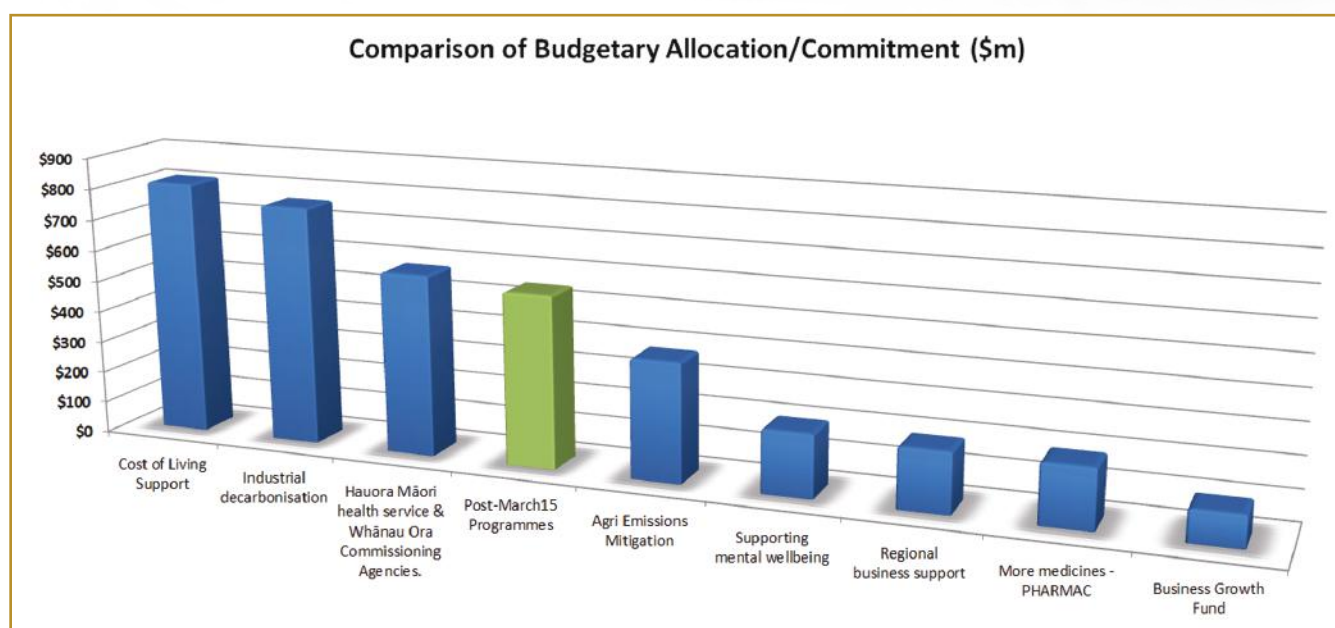
## 6.3 Commitment

For our analysis, we have measured the commitment in terms of

- (i) budgetary allocation and
- (ii) the legislative priority.

### Budgetary Allocation

In terms of budgetary allocation, of the approximately 246 commitments made by the Labour government that we have indexed, the implementation of the RCOI was rated very highly. The fourth largest budget allocation was for the post- March 15 programmes.



COMPARISON OF BUDGET - VARIOUS PROGRAMMES UNDER ARDERN GOVERNMENT	\$ million
Cost of Living Support	\$814
Industrial decarbonisation	\$764
Hauora Māori health service & Whānau Ora Commissioning Agencies.	\$580
<b>Post-March15 Programmes</b>	<b>\$550</b>
Agri Emissions Mitigation	\$380
Supporting mental wellbeing	\$202
Regional business support	\$192
More medicines - PHARMAC	\$191
Business Growth Fund	\$101

<sup>12</sup> <https://www.treasury.govt.nz/publications/information-release/social-investment-information-release>

<sup>13</sup> <https://oag.parliament.nz/2021/public-accountability/docs/public-accountability.pdf>

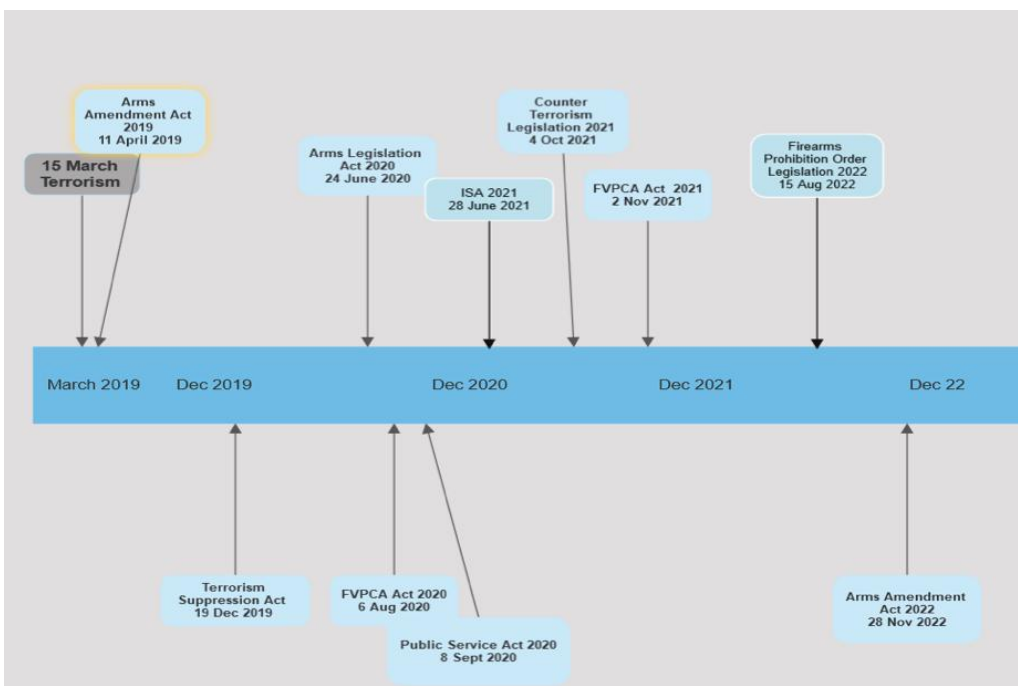
## ii) Legislative Priority

Another key measurable indicator that we used to determine the Labour Government's commitment was the priority given to enacting relevant legislation related to the RCOI. The commitment to ensure the tragic lessons learned from the terrorist's usage of modified assault weaponry, led to Parliament passing the Arms (Prohibited Firearms, Magazines, and Parts) Amendment Act 2019 on 11 April 2019. This was the quickest response seen anywhere in the world to such a tragedy, and this was also parliamentary consensus legislation. Full credit needs to be given to the political parties who joined with all New Zealanders at a time of great need.

Within the timeframe of the review, there were 276 pieces of legislation enacted by the Labour government and the following were those with a relevant nexus to the RCOI:

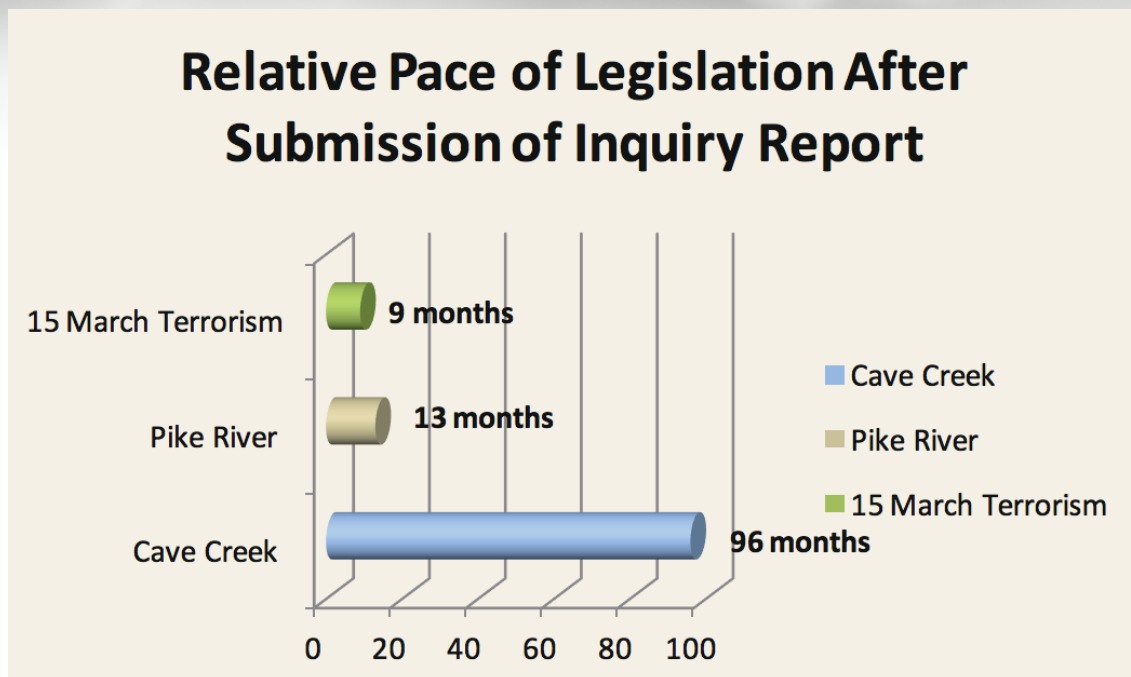
- Terrorism Suppression (Control Orders) Act 2019 on 19 December 2019
- Arms Legislation Act 2020 on 24 June 2020
- Films, Videos, and Publications Classification (Commercial Video on-Demand) Amendment Act 2020 on 6 August 2020
- Public Service Act 2020 on 8 Sept 2020
- Counter Terrorism Legislation 2021 on 4 October 2021
- Films, Videos, and Publications Classification (Urgent Interim Classification of Publications and Prevention of Online Harm) Amendment Act 2021 on 2 November 2021
- Intelligence and Security (Review) Amendment 2021 on 28 June 2021
- Arms (Licence Holders' Applications for New Licences) Amendment Act 2022 on 28 November 2022
- Firearms Prohibition Orders Legislation Act 2022 on 15 August 2022

The following timeline highlights the rapid pace of the RCOI legislation. Key Ministries and Agencies like the DPMC, NZSIS, NZ Police, MBIE, MSD, DIA and particularly the Ministry of Justice needs to be congratulated in this 'Lisa Carrington' timeframe for implementation.



### iii) Comparison with other enquiries

The pace of legislation enactment exceeds previous instances in a similar context. For example, the Noble Inquiry Report after the Cave Creek tragedy was presented to Parliament in 1995<sup>14</sup> and the Crown Organisations (Criminal Liability) Act was passed in 2002.<sup>15</sup> Similarly, the Health and Safety (Pike River Implementation) Bill passed its third reading in December, 2013 based on the Royal Commission Report which was submitted on 30th Oct 2012.



## 6.4 Engagement With Community

The Royal Commission recommended a Minister be given responsibility and accountability to lead the implementation (Recommendation 43).<sup>16</sup> The appointment of the Hon Andrew Little, who was one of the most senior and experienced Ministers, to lead the coordination was an early indication of the high priority and serious intent of Jacinda Ardern.

What followed, except for a very few instances, was a master class in effective community engagement. This type of engagement had never before taken place in Aotearoa or any other country which has experienced such national terror tragedies. Rt Hon Jacinda Ardern, Hon Andrew Little, as Lead Coordinating Minister, Hon Priyanca Radhakrishnan, as Minister for Diversity, Inclusion and Ethnic Communities had :

- i) Spent over 96 days attending hui, meetings with community groups, specific meetings and seminar/workshops

#### Evidence:

- 33 hui with Muslim, pan-ethnic and multi-faith communities across New Zealand in 2021

<sup>14</sup> <https://www.doc.govt.nz/globalassets/documents/about-doc/news/issues/prelim-and-contents.pdf>

<sup>15</sup> <https://www.hsgac.senate.gov/issues/9-11-commission>

<sup>16</sup> <https://christchurchattack.royalcommission.nz/the-report/findings-and-recommendations/recommendations-for-implementation/>



ii) Delivered 36 keynote speeches with policies and programmes related to the March 15 terrorism and the Royal Commission follow-up. What was most significant was these keynote addresses were after robust and critical discussion with the community.

Evidence:

- Jacinda Ardern - A highlight keynote speech where she outlined the four pillars of the counter-terrorism strategy<sup>17</sup>
- Jacinda Ardern- A highlight of the keynote speech on the Christchurch Call, where she highlighted the three crisis response protocols which are now operational. <sup>18</sup>
- Andrew Little – A highlight keynote speech on national security strategy which highlighted the importance of social cohesion. <sup>19</sup>

## 6.5 Abject Failure

There was one significant failure of the previous Labour Government, with respect to the RCOI. Failure to Implement Recommendations 39 and 40 ( Hate Speech and Hate Crime)

- **Ministers Unprepared : Leading to Confusion**

Whilst aiming for a parliamentary all-Party consensus approach for the above Recommendations, the Labour government failed to explain the purpose of legislative changes. The first Minister of Justice under the Labour government was not sufficiently briefed and failed to explain what constitutes hate speech. This led to significant confusion and a dilution of the importance of these Recommendations. The second Minister of Justice “guaranteed” to pass the legislation, but was totally misdirected in that she sought to pass legislation which the RCOI had earlier stated was redundant and not fit for purpose.

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<sup>17</sup> <https://www.beehive.govt.nz/speech/speech-inaugural-countering-terrorism-hui>

<sup>18</sup> <https://www.beehive.govt.nz/release/significant-global-progress-made-under-christchurch-call>

<sup>19</sup> <https://www.beehive.govt.nz/speech/intelligence-and-security-our-changing-world-speech-victoria-university-wellington-centre>

# 7.00 PUBLIC SERVICE REPORT CARD: LEGACY OUTCOMES OF THE 15 MARCH TRAGEDY

This is our third Report Card on the Public Service and Central Agencies with respect to the implementation of the 44 Royal Commission Recommendations. This year, instead of focusing on the implementation progress of each agency in isolation, we have instead focused on

Tracking the overall progress against the implementation timeframe guidelines provided by the RCOI.

ii) The tangible outcomes by the public services

Our rationale is that at a time when all agencies are in a cost saving mode and a new coalition government is in place with their own agenda, it would not be of any relevance to use the metrics of the past nor would it provide any valid lessons for the future.

**The sole objective of this Report Card is to provide the coalition government with an evaluation perspective from the community which has been most impacted by the terror tragedy of 15 March.**

## 7.1 The Royal Commission's Suggested Implementation Timeframe

It is a confirmation of the astute credibility of the RCOI, that the timeframe they noted, mostly aligned with what happened. In some cases, the pace of implementation was quicker than anticipated.

### 6.2 Timing of implementation

Some recommendations should be able to be implemented relatively quickly, such as assigning ministerial responsibility (Recommendations 1 and 43), establishing funding (Recommendation 14) and the formation of forums that enable community voices to influence decision-making (Recommendations 7 and 44). Implementation of other recommendations may take more time, to enable public conversations to take place (Recommendations 15 and 37), establishing a new agency (Recommendation 2) and reviewing legislation (Recommendations 18, 39, 40 and 41).



**THE ROYAL COMMISSION  
SUGGESTED TIMEFRAME**

REC. No.	FOCUS	RCOI TIME FRAME	ACTUAL TIMEFRAME	ADHERENCE TO RCOI TIMEFRAME SUGGESTION
1	Minister	Early Phase	Early phase	✓
2	NISA	Later Phase	Not Implemented Yet	✓
7	CVE Advisory	Early Phase	Not Implemented	✓
14	Scholarship	Early Phase	Early phase	✓
15	Awareness	Later Phase	Early phase	✓ Ahead of Suggestion
18	CT Legislation	Later Phase	Early phase	✓ Ahead of Suggestion
37	Education	Later Phase	Early phase	✓ Ahead of Suggestion
39	Hate Speech	Later Phase	Not Implemented Yet	✓
40	Hate Crime	Later Phase	Not Implemented Yet	✓
41	Objectionable	Later Phase	Not Implemented Yet	✓
43	Coordinating Minister	Early Phase	Early phase	✓
44	Kapuia	Early Phase	Early phase	✓

**The public service agencies have kept pace with the suggestions made by the Royal Commission. This is despite COVID-19 and the change of government.**

## 7.2. Tangible Outcomes

The following are some of many outcomes post-March 15:

### 1 National Security Strategy (NSS):

For the first time in NZ's history, we have a national security strategy . This has been a singular weakness in our approach to national security. The NSS was developed through an all-of-government and all-of society engagement process, which stands out as a success story compared to even our Five Eyes Partners.

### 2 Christchurch Call:

A NZ and France initiated community of over 130 governments, online service providers, and civil society organisations acting together to eliminate terrorist and violent extremist content online.

### 3 Banning Semi-Automatic Weapons:

NZ joins Norway in leading the world as an exemplar of banning military-style semiautomatic weapons and assault rifles . The March 15 terror attack was not the first time such weapons have been used to kill civilians but hopefully it will now be the time in NZ.

### 4 Social Cohesion Framework:

For the first time in NZ history, a social cohesion framework has been developed to forge the pathway towards a more inclusive society. It recognises the pivotal and proactive role of communities to shape our collective national cohesion.

### 5 Establishment of the Ministry for Ethnic Communities

This was a specific recommendation of the Royal Commission and provides a platform for nearly 160 ethnicities comprising 17% ( 780,000) of the NZ population based on the 2018 census.

### 6 Establishment of He Whenua Taurikura

National Centre of Excellence for Preventing and Countering Violent Extremism. The Centre plays a key role in bringing together research organisations, civil society, and government to research how to prevent and counter terrorism and violent extremism, with a focus on understanding diversity and promoting social cohesion.

### 7 Scholarships to postgraduate studies

that contribute to developing and maintaining breadth, depth and diversity of expertise in preventing and countering violent extremism.

8

#### Kia mataara ki ngā tohu

Know the signs: a guide for identifying signs of violent extremism developed by NZSIS

9

#### Security Information in Proceedings Act passed

This is yet another legislation aimed at keeping NZ safe.

10

#### He Aranga Ake,

a multi-agency disengagement framework to support individuals who may pose a violent extremist or terrorist threat.

11

#### Statutory review of Anti-Money Laundering and Countering Financing of Terrorism Act completed.

Essential legislation to prevent financing of terrorism.

12

#### Development of a strategic approach

to preventing and countering violent extremism by DPMC . This was developed with extension community engagement and in keeping with NZ context.

13

#### Religious Demographic data collection

included as part of overall data gathering for policy decision making. This is part of the Social Cohesion approach to be inclusive of all communities.

14

#### Papa Pounamu commitments

System-level reporting against the Papa Pounamu commitments published

15

#### Community Learning Hubs

established in Auckland, Hamilton, Wellington, Palmerston North and Christchurch.

16

#### Te Raranga – Identify, record hate crime

Te Raranga – Identify, record hate crime by NZ Police.

17

#### Counter Terrorism Legislation

amendment of Terrorism Suppression Act 2002 and the Terrorism Suppression (Control Orders) Act 2019.



18

**Council of Europe Convention on Cybercrime**

NZ joins the Council of Europe Convention on Cybercrime (the Budapest Convention) which aims at addressing cybercrime and working towards a more secure on-line wellbeing.

19

**Firearms Registry**

Firearms Registry in place which provides for one of the ways to strengthen the management of firearms and other arms. A key lesson learned after March 15 and a specific recommendation of the RCOI. A review is scheduled in 2026.

20

**Safer Communities Fund**

Safer Communities Fund is a Crown fund for communities at risk from hate crimes and terrorism. It provides funding to upgrade and implement security arrangements.

21

**Teaching Resources introduced**

Teaching Resources introduced in keeping with ethnic and faith diversity

22

**Community Engagement Tool**

Community Engagement Tool in keeping with NZ as a signatory to the International Open Government Partnership. Royal Commission recommended IAP2 Spectrum of Public Participation.

23

**Ethnic Communities Graduate Programme**

Ethnic Communities Graduate Programme across many Ministries.

24

**support assessment and teaching practice**

Launch of tools to support assessment and teaching practice in early learning services, as part of the Literacy and Communication Maths Strategy

25

**He Whenua Taurikura**

Annual He Whenua Taurikura hui

**The above is an indicative list of the achievements of the public service agencies post-15 March. They are substantive, significant and all aligned to keeping NZ safe and making our society more socially cohesive.**

# 8.00 WAY AHEAD – WHAT WE ARE EXPECTING FROM THE COALITION GOVERNMENT

As with any change of government, the pathway to progress needs to be in keeping with the expectations of the new government. We have highlighted our understanding of the key considerations.

## 8.1 PRIME MINISTER – OUTCOME FOCUS

We now have a Prime Minister who is focused on tangible outcomes. An analysis of what he considers as baseline ‘outcome’ values reveal that there are four key recurring themes:

- I) Accountability should be central to public service<sup>20</sup>
- II) Public services should be attuned to measurable needs “not politics and spin”<sup>21</sup>
- III) Performance measures are pivotal for public service<sup>22</sup>
- IV) Transparency is a key measure of democracy<sup>23</sup>



## 8.2 COORDINATION MINISTER – PRAGMATISM

It is noteworthy that the new Coordination Minister, Hon Judith Collins has an approach which we would summarise as ‘ethical pragmatism’. Like her predecessor, the Minister has taken a particularly serious interest in the Royal Commission progress and based on her public statements, we have identified the following seven considerations shaping her ethical pragmatism:

- 1- Commitment to Safety and Security** - “The Government is committed to keeping all New Zealanders safe and secure.”<sup>26</sup>
- 2- Importance of rights and liberty** - “We have an obligation to safeguard our liberties and our rights... we cannot sacrifice our freedoms”<sup>27</sup>
- 3- Implement lessons learnt from the RCOI** - “Ensure we’ve learnt the lessons from the Royal Commission of Inquiry and make the necessary changes”<sup>28</sup>

<sup>20</sup> <https://www.stuff.co.nz/national/politics/300851243/luxon-keen-to-remind-farmers-national-is-there-for-them>

<sup>21</sup> [https://assets.nationbuilder.com/nationalparty/pages/18407/attachments/original/1695337176/Rebuilding\\_the\\_economy.pdf?1695337176](https://assets.nationbuilder.com/nationalparty/pages/18407/attachments/original/1695337176/Rebuilding_the_economy.pdf?1695337176)

<sup>22</sup> [https://assets.nationbuilder.com/nationalparty/pages/18407/attachments/original/1695337176/Rebuilding\\_the\\_economy.pdf?1695337176](https://assets.nationbuilder.com/nationalparty/pages/18407/attachments/original/1695337176/Rebuilding_the_economy.pdf?1695337176)

<sup>23</sup> <https://twitter.com/chrisluxonmp/status/1519418688331390976>

<sup>26</sup> <https://www.rnz.co.nz/news/political/508660/judith-collins-looking-to-finish-work-on-christchurch-mosque-attack-recommendations>

<sup>27</sup> [https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS\\_20201208\\_051240000/collins-judith](https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS_20201208_051240000/collins-judith)

<sup>28</sup> <https://www.rnz.co.nz/news/political/508660/judith-collins-looking-to-finish-work-on-christchurch-mosque-attack-recommendations>

**4- Keep options open on implementation method** - “the environment may have changed a little bit, and there might be better or different ways of achieving that objective.”<sup>29</sup>

**5- Consider ‘Business as Usual’ on-going funding** ‘- Without any promises the Minister has left the door open. “It’s unclear what capacity the various agencies will have for business as usual work in general, let alone specific programmes responding to the Terror Attack Royal Commission recommendations.”<sup>30</sup>

**6- Importance of the welfare and wellbeing of the victims:** “We acknowledge that the report recommends ongoing recovery support for affected whānau, survivors, and witnesses.”<sup>31</sup>

**7- The need for an all-Party consensus approach** – As the Leader of the Opposition In 2019, she stated , “The Opposition stands ready to work constructively with the Government “<sup>32</sup> and “we want to work with the Government to bring about a better outcome for our country.”<sup>33</sup>



Hon. Judith Collins ,  
Coordination Minister  
at Masjid An Nur on  
the fifth anniversary of  
the terror tragedy.

<sup>29</sup> <https://www.rnz.co.nz/news/political/508660/judith-collins-looking-to-finish-work-on-christchurch-mosque-attack-recommendations>

<sup>30</sup> <https://newsroom.co.nz/2024/03/21/govts-terror-response-must-enter-next-phase-collins-says/>

<sup>31</sup> [https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS\\_20201208\\_051240000/collins-judith](https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS_20201208_051240000/collins-judith)

<sup>32</sup> [https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS\\_20201208\\_051240000/collins-judith](https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS_20201208_051240000/collins-judith)

<sup>33</sup> [https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS\\_20201208\\_051240000/collins-judith](https://www.parliament.nz/en/pb/hansard-debates/rhr/document/HansS_20201208_051240000/collins-judith)

## 8.3 PRIORITISATION OF THE RECOMMENDATIONS

These are the three most important decisions for the Coordination Minister to consider in keeping with the Royal Commission Recommendations.

### Victims Commissioner To Assist Hon Mat Doocey

By 31 December 2024

**Task :** We recommend the appointment of a dedicated Victims Commissioner who shall assist the Hon Minister Mat Doocey. ( The Victims Commissioner was a pragmatic suggestion made by the Hon Minister Judith Collins in 2020 , when she was the Leader of Opposition, in response to the RCOI Report)

A Very Pragmatic Suggestion:

**“ (For the)... ongoing recovery support for affected whānau, survivors, and witnesses....we believe that a victims' commissioner should be considered.”**

**Hon. Judith Collins**

8 December, 2020, NZ Parliament<sup>34</sup>



The Commissioner shall coordinate all matters relating to the on-going welfare and wellbeing of the affected whānau, survivors, and witnesses with the respective government agencies. This shall also lead a community consultation on matters relating to Restorative Justice . Given that there are an estimated 238 different cases<sup>35</sup>, with issues covering immigration, ACC, mental health support, access to housing and other needs, this suggest that the Christchurch-based Commissioner is appointed for a fixed term period of six months to resolve all the underlying issues. The Terms of Reference for the Commissioner should be discussed with the affected community . The Commissioner shall be supported by two administration staff .

FIANZ has written a specific Report on this topic with our suggestions. See **Social Equity- The Third Step : Focus on the Victims of the 15 March Tragedy**

**Outcome:** A Completion Report should be submitted by 31 December 2024.

**Budget : \$170,000**

**Recommendation 1: Appoint a Victims Commissioner to assist the Minister to settle all matters relating to the affected whānau, survivors, and witnesses by 31 December 2024.**

<sup>34</sup> [https://www.parliament.nz/en/pb/hansard-debates/rhr/combined/HansDeb\\_20201208\\_20201208\\_06](https://www.parliament.nz/en/pb/hansard-debates/rhr/combined/HansDeb_20201208_20201208_06)

<sup>35</sup> FIANZ (2023) Baseline Needs Report (2021)



## 2. National Intelligence and Security Agency (NISA) – White Paper

**Prerequisite:** It is our considered view that whilst national security is of the highest priority, there should not be a rushed decision on NISA. There still remains a lot of detailed scoping work, including specifics on its form and functions. To this end the Coalition Government should consider a White Paper on NISA.

**Rationale** The Royal Commission recommendation was contextualised within the counter-terrorism scope however due to the added-value work of the DPMC, this has now extended to an integrated national security scope. Moreover, the national security ecosystem, as a result of the first National Security Strategy (2023-2028) for NZ, covers a gamut of issues from space to disinformation and more than 12 agencies. Given the complexity and the changing global politics and eco-climate context, there needs to be a serious rethink on the form and function of the proposed but absolutely necessary NISA. Adequate time also needs to be given for a public-faced engagement on NISA.

**Timeframe:** to be submitted by 15 March 2025.

**Task:** The newly reformed National Security Group (NSG) under DPMC should lead an all-of-government (all 12 agencies with national security nexus) engagement programme with civil society, academia, business sector and local government to develop the White Paper on the National Intelligence and Security Agency. The Terms of Reference for the White Paper is to be approved by the Intelligence and Security Committee (ISC). The White Paper should also incorporate the 33 main recommendations and 19 improvements suggested by the ISA Review.<sup>36</sup>

**Issues to Consider:** It may be appropriate for the White Paper to take stock of much of the work which has already been done since 2019. NZ for the first time in our history now has a National Security Strategy. The DPMC have also recently (Dec, 2023) undertaken an internal restructuring with the bifurcation of the National Security Group (NSG) and into two distinct but aligned groups. The efficacy of this bifurcation – the NSG and the Risk and Systems Governance Group and has yet to be proven given it is early days yet. Whilst the DPMC considers that the NSG meets ‘the intent of the NISA’, we consider there are some significant areas of clarification required. NSG talks about “leading, coordinating and supporting national security interest”, however there are areas which require further clarification: These include:

i) NISA to be sector lead for intelligence and security. At the moment there is no unified lead which is responsible for preventing, detecting and responding to current and emerging threats. The RCOI highlighted that in 2019 the “cross-agency governance and leadership arrangements are not working” (Part 8, Chapter 3)<sup>37</sup>. NSG has not clarified how the governance and leadership will be different, since all the framework which existed in 2019 also exists now with similar governance and leadership structure.

<sup>36</sup> <https://www.dPMC.govt.nz/sites/default/files/2023-05/Taumaruru%20-%20Protecting%20Aotearoa%20New%20Zealand.PDF>



ii) NISA would provide the primary advice to the Minister and the DPMC to “ focus on providing second opinion advice “ ( Part 10 Chap2)<sup>38</sup>. NSG is a part of DPMC, so the ‘second opinion’ function will not be possible. As the Royal Commission noted, this secondary advice is critical in a ‘check and balance system’.

iii) Responsible for “ independent intelligence assessment functions” with “ high quality horizon scanning and deep assessment expertise”.( Part 10 Chap 2)<sup>39</sup>. This is currently under CTAG and NAB, and the scope of NSG has not clarified this.

iv) NISA will be “responsible for the design of performance management framework and monitoring progress against it” ( Part 10, Chap2)<sup>40</sup>. This was also highlighted by the ISC Review and there would be a COI if NSG is responsible for this this performance monitoring.

v) NISA shall lead “ engagement with communities, civil society, local government and the private sector on strategic intelligence and security issues”.<sup>41</sup> The NSG role does not clarify this key focus.

The White Paper will consider the above and other issues , such as the 33 Recommendations of the ISC Review in 2022 and the legislative changes which may be required in its recommendation for a NISA or similar structure. As such, it is best to await the White Paper before any further decisions on NISA or similar structure.

**Outcome:** The White Paper to be submitted to the Coordinating Minister with detailed options on the structure, functions and budget of the NISA .

**Budget: \$210,000**

Recommendation 2: The National Security Group (NSG/DPMC) submits a White Paper on NISA (or its alternate) to the Parliamentary Intelligence and Security Committee by 15 March 2025.

<sup>38</sup> <https://christchurchattack.royalcommission.nz/the-report/findings-and-recommendations/chapter-2-recommendations-to-improve-new-zealands-counter-terrorism-effort/>

<sup>39</sup> <https://christchurchattack.royalcommission.nz/the-report/findings-and-recommendations/chapter-2-recommendations-to-improve-new-zealands-counter-terrorism-effort/>

<sup>40</sup> <https://christchurchattack.royalcommission.nz/the-report/findings-and-recommendations/chapter-2-recommendations-to-improve-new-zealands-counter-terrorism-effort/>

<sup>41</sup> <https://christchurchattack.royalcommission.nz/the-report/findings-and-recommendations/chapter-2-recommendations-to-improve-new-zealands-counter-terrorism-effort/>

### 3. Social Cohesion Community Support Programme (SCCSP)

**Time Frame:** A SCCSP Proposal to be completed by December 2024 for the consideration of the Coordinating Minister.

**Task:** The rationale for the resourcing of communities is not only based on the Royal Commission Recommendations on Social Cohesion but also directly aligns with the Prime Minister’s State of the Nation speech in May 2022 in which he said

**“Trust in communities to find solutions.”<sup>42</sup>**



The Ministry for Ethnic Communities (MEC) to consult with ethnic communities on the Te Korowai Whetū Social Cohesion Strategic Framework<sup>43</sup> in order establish an annual competitive funding programme for communities to start from June 2025. This funding is aimed at communities to develop their own programmes on social cohesion.



The framework developed by MSD, is a significant step in the right direction for an outcome oriented and efficacy measured social development programme . At the centre of this framework are communities working towards an inclusive and cohesive society.

The importance of the government’s role in facilitating social cohesion was noted by the RCOI

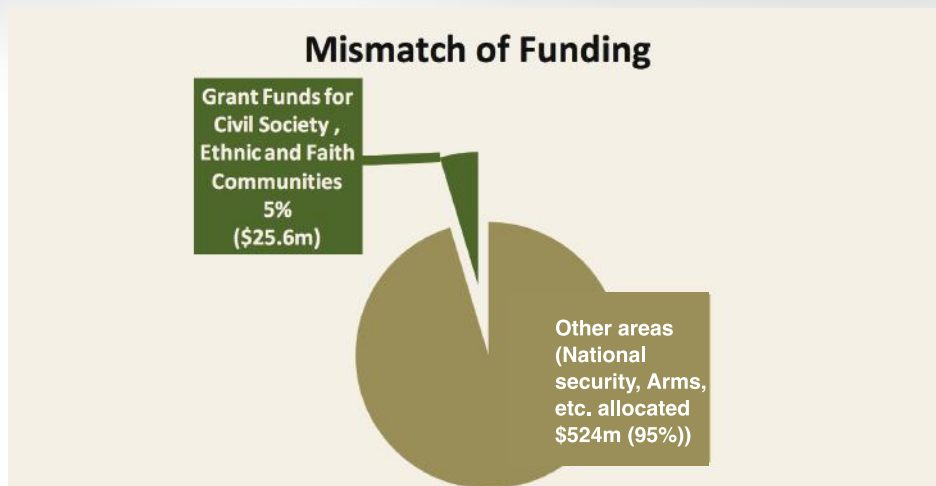
“ Government leadership is now also required to drive a social shift to see New Zealand society embrace the opportunities that social cohesion and New Zealand’s changing demographics bring.”<sup>44</sup>  
Royal Commission

The centrality of social cohesion as a key lesson learned as a result of the terror tragedy and its significance in terms of national security was highlighted by the Royal Commission in its summation.

**Fundamental to New Zealand’s future wellbeing and security is social cohesion.<sup>45</sup>  
-Royal commission**

<sup>42</sup> <https://www.national.org.nz/speech-state-of-the-nation-2022>  
<sup>43</sup> <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/social-cohesion/development-of-social-cohesion-framework.html>  
<sup>44</sup> <https://christchurchattack.royalcommission.nz/the-report/findings-and-recommendations/chapter-5/>  
<sup>45</sup> <https://christchurchattack.royalcommission.nz/>

The Royal Commission stressed the need for a public-faced approach to national security policy and social cohesion. For the community to contribute and play its part in the national security and social cohesion nexus, there has to be funding available for civil society. Of an overall budget of over \$550 million for the post-15 March programmes, only about \$25.6 million over 6 years (from 20/21 to 25/26) has been allocated for the resourcing of civil society, ethnic and faith based communities. Endless attendance at hui and being 'consulted' is meaningless, unless civil society organisations have the ability to develop their own capability and capacity to contribute. This requires an investment.



Of the allocated funds of \$550m, less than 5% has been for communities. In functional terms, civil society and community organisations are having to rely on volunteerism and donations with only nominal grants (on a competitive and co-funding basis). This is patently unfair. This is not a level playing field and the problem needs to be addressed.

We believe that the funding allocation mechanism and the criteria for community grants have to be updated in keeping with the RCOI priorities. There is a need to recognise that civil society and community organisations in order to play their effective role in social cohesion and national security, need salaries for staff rather than rely on volunteers. The budget needs to reflect this.

**Outcome:** MEC proposes a funding regime for communities to operationalise the MSD developed social cohesion programme.

**Budget :** \$90,000

**Recommendation 3:** The Ministry for Ethnic Communities proposes a structured funding programme for the consideration of the Coordination Minister to support communities.

## 8.4 SUPPLEMENTARY SUGGESTIONS

There are several important Recommendations which also need to be implemented.

### 8.4.1 Performance Audit of Intelligence and Security Agencies- NZSIS & GCSB

A key suggestion of the Royal Commission, and oft repeated notion, was the importance of a public faced approach with democratic oversight. This was to ensure full transparency and also improved outcomes. With respect to counter-terrorism the Royal Commission made an important Recommendation:

**Recommendation 5**

We recommend that the Government:

- a) **Amend** the Public Finance Act 1989 to require the intelligence and security agencies to provide performance information that can be the subject of performance audit by the Auditor-General.

The rationale was to “strengthen Parliamentary oversight” which would “lead to better performance outcomes”. However, instead of implementing the Royal Commission recommendation to amend the Public Finance Act 1989, Treasury is suggesting that this performance can be done by way of internal regulation changes. There is a difference between extending the existing annual classified audits on performance measures and that which is mandated through legislation. This needs to be clarified, since the Royal Commission specifically sought for amendment of the Public Finance Act 1989. Whilst the qualitative outcome may be similar, the optics of legislative mandate of the intelligence community was a key recommendation of the Royal Commission. What is also concerning is that the machinery of Government is only consulting in-house and not including civil society organisations and the impacted community organisations in their consultations. From available documentation it seems to be primarily a closed door approach between Treasury and the Office of the Auditor General and other agencies. This is totally contrary to the Royal Commission’s suggestion that there should be transparent engagement with the community.

RECOMMENDATION 5	
What the Royal Commission Recommended	What is being done by The Treasury
Amend the Public Finance Act 1989 ( Source RCOI)	Ignore Amending the Act and instead focusing on “extend existing annual classified audits” <sup>46</sup>
The Public sector mindset must shift so as to value communities input into decisions, transparency and engaging in robust debate.  ( Source RCOI Summary of Recommendations)	<ul style="list-style-type: none"> <li>• “The Treasury is consulting with the Office of the Auditor General “</li> <li>• “The Treasury is also engaging with agencies”<sup>47</sup></li> </ul> <p>[Unfortunately there is no mention of engaging with the community as the Royal Commission recommended]</p>
<b>This needs clarification</b>	

In a context where the Government has been able to enact 10 major pieces of legislation with nexus to the Royal Commission recommendations, we find it difficult to understand why the Public Finance Act amendment is taking such a long time. We would have expected timely delivery by Treasury as per its very high professional status as a Central Agency.

<sup>46</sup> [https://dpmc.govt.nz/sites/default/files/2022-10/Royal%20Commission%20of%20Inquiry%20Response%20Progress%20Tracker%20July%202022\\_1\\_1.pdf](https://dpmc.govt.nz/sites/default/files/2022-10/Royal%20Commission%20of%20Inquiry%20Response%20Progress%20Tracker%20July%202022_1_1.pdf)  
<sup>47</sup> [https://dpmc.govt.nz/sites/default/files/2022-10/Royal%20Commission%20of%20Inquiry%20Response%20Progress%20Tracker%20July%202022\\_1\\_1.pdf](https://dpmc.govt.nz/sites/default/files/2022-10/Royal%20Commission%20of%20Inquiry%20Response%20Progress%20Tracker%20July%202022_1_1.pdf)



## The Treasury Response:

We raised our concerns with Treasury and they promptly responded with a detailed clarification. We appreciate this and acknowledge their prompt response to such an important Royal Commission Recommendation.

**Our Response :** We fully agree with The Treasury suggestion of an initial voluntary and then later a mandated approach.

----- Forwarded message -----

From: [REDACTED] <[REDACTED]@treasury.govt.nz>  
Date: Wed, Feb 8, 2023 at 9:32 PM  
Subject: RE: 15 March Agenda : Holding the Government to Account  
To: ^EXT: Abdur Razzaq Khan <fianz.advocacy@gmail.com>  
Cc: [REDACTED]

[UNCLASSIFIED]

Kia ora Abdur,

Thank you for providing the Treasury with an advance copy of FIANZ's briefing document for the new Prime Minister.

The briefing document comments that *instead of implementing the Royal Commission recommendation to amend the Public Finance Act 1989, Treasury is suggesting that this performance can be done by way of internal regulation changes.*

We understand that this information has come from DPMC's Royal Commission of Inquiry Response Progress Tracker that comments in relation to recommendation five that *discussions are ongoing to progress this work without legislative change.* You should note that Ministers have yet to take decisions on the best way to progress the recommendation.

We will be providing Ministers with advice in coming weeks on options to progress the recommendation. These will include both legislative and non-legislative options. Your comments about the important optics of legislative change are noted and we will ensure that view is reflected in our advice to Ministers.

The focus on a non-legislative option flows from looking at how the recommendation could be implemented relatively quickly, given legislative change can take some time to progress. Our advice to Ministers will include the option to commence a voluntary approach immediately (which would see the intelligence and security agencies voluntarily prepare performance information to be subject to audit by the Auditor-General, resulting in similar treatment to other departments), followed by a legislative change to *require* the intelligence and security agencies to prepare such performance information to be subject to audit by the Auditor-General.

Under this approach, the Parliamentary Intelligence and Security Committee (ISC) would continue to scrutinise the policy, administration and expenditure of each intelligence and security agency, in line with the Intelligence and Security Act 2017. We understand that the Office of the Auditor-General does already consider the intelligence and security agencies' performance information and can include advice and suggested lines of inquiry about the performance information in its briefings to the ISC.

Thank you again for sharing FIANZ's latest briefing with us.

Ngā mihi

[REDACTED]

We need an update on this matter. Performance monitoring was a key election promise made by Christopher Luxon at the Auckland Chamber of Commerce on 14 May 2023.

"A culture of high performance and accountability needs to be created in Wellington - and that starts with rewarding people based on outcomes."

Christopher Luxon<sup>48</sup>

**Responsibility : The Treasury**  
**Time Frame : By 31 December 2024**

<sup>48</sup> <https://www.mz.co.nz/news/political/489949/national-s-christopher-luxon-unveils-trio-of-fiscal-transparency-policies>



## 8.4.2 Secrecy Classification Review : Ministry of Regulations

We consider that the newly established Ministry of Regulations revisit Recommendation 9 which was about greater information sharing and reducing the ‘secrecy mentality’ which plagued effective national security and CVE operations. The Gwen Review Report<sup>49</sup> was a baseline. The RCOI specifically recommended that the reclassification was to be overseen by NISA. (Recommendation 2). The whole purpose of NISA being involved was to ensure that civil society had a role and an understanding of the new classification system. Recommendation 9 also stated categorically that the DPMC should start implementing the Gwen Report recommendations. We note that as of 1 July 2022, the revised NZ Government Security Classification System policy came into effect.<sup>50</sup> The unfortunate part is that the allocated budget was insufficient for the recommendation to be implemented as per the suggestions made by the RCOI. We believe the simplified classification system (GWEN Report) should be adopted and the new Ministry of Regulations should oversee this change.

**Responsibility:** We believe that this needs to be revisited by the new Ministry of Regulations

**Time Frame:** December 2025

## 8.4.3 Accessible Reporting System for the Public on Concerning Behaviour

Recommendations 12 and 13 are interlinked. The latter was related to developing and publicising indicators and risk factors, which the NZSIS have ably completed, and the Rec 12 was for the NZ Police to have a system where the public can easily and safely report such concerning behaviours or incidents to a single contact point. NZ Police submitted a business case to the previous government prior to the election and this needs to be approved as soon as possible to ensure the safety of NZers. The existing non-urgent reporting ( Police 105) and the urgent reporting ( 111) are not designed for such reporting. A tailored and fit-for-purpose single point reporting system is critical for the NZ national security ecosystem.

**Responsibility:** NZ Police

**TimeFrame:** Budget Approval by 30 June, 2024

<sup>49</sup> <https://igis.govt.nz/media-releases/archived-media-releases/review-of-new-zealand-security-classification-system/>

<sup>50</sup> [https://www.dPMC.govt.nz/sites/default/files/2022-10/Royal%20Commission%20of%20Inquiry%20Response%20Progress%20Tracker%20July%202022\\_1\\_1.pdf](https://www.dPMC.govt.nz/sites/default/files/2022-10/Royal%20Commission%20of%20Inquiry%20Response%20Progress%20Tracker%20July%202022_1_1.pdf)

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Lead Coordination Minister for the  
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CHRISTCHURCH MOSQUES

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Inquiry Report**

November 2021

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**BRIEFING FOR  
SECRETARY FOR EDUCATION,  
MINISTRY OF EDUCATION**

AUGUST 2021

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**HE WHENUA TAURIKURA**

FIANZ conducted a rapid formative evaluation of the hui by way of a sample survey of those Muslims who attended the hui.

This report includes youth and adults, males and females, different ethnic and language backgrounds, ethnic, religious, academic and community members from Christchurch and other regions.

The total number of attendees during the hui was 322 persons. The average number of attendees across all the sessions was 237. These were 98 Muslims who attended the hui, 56 of them were in session 8 of the sessions. This survey represents approximately 20% of the Muslim present at the hui.

Overall, was attending the hui of value to you?

Was the purpose of the hui clearly communicated to you prior to your attendance?

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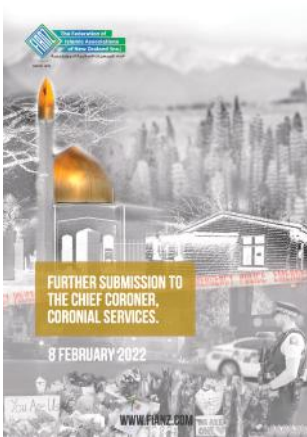
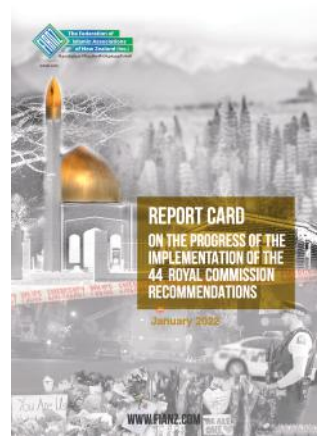
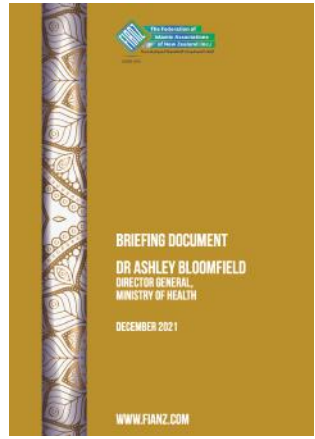
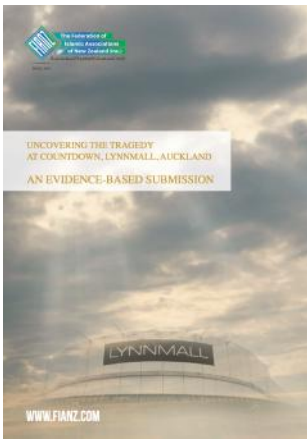
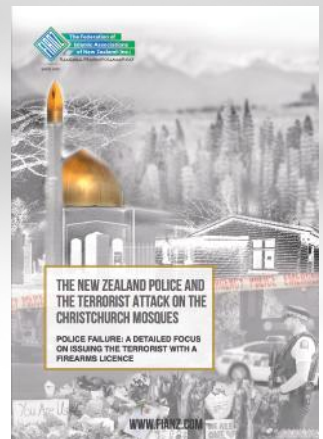
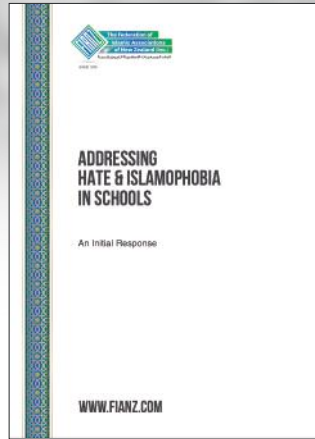
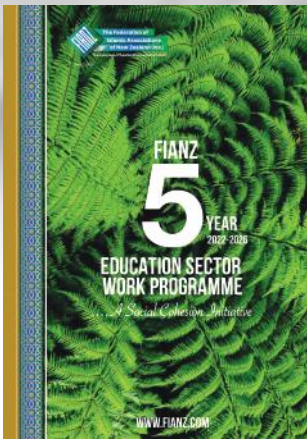
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**The Federation of  
Islamic Associations  
of New Zealand (Inc.)**

اتحاد الجمعيات الإسلامية النيوزيلندية

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