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**Sent:** Friday, 14 December 2018 1:43 PM  
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s9(2)(a) @tpk.govt.nz; s9(2)(a) @tpk.govt.nz s9(2)(a) [TSY]

**Cc:** Amanda Kitto [DPMC]; Anthony Richards [DPMC]; Bryan Dunne [DPMC]; John Scott [DPMC]; Jo Horrocks [DPMC]; Kathrine Wigley [DPMC]  
**Subject:** National Disaster Resilience Strategy: draft Cabinet paper and updated Strategy for your feedback  
**Attachments:** 4099372\_Cabinet paper\_ National Disaster Resilience Strategy\_ Approval a....docx; National Disaster Resilience Strategy - DRAFT as at 12 Dec 2018 - for Mi....pdf; List of Submitters.xlsx

[IN-CONFIDENCE]

Kia ora koutou

Please find attached the revised National Disaster Resilience Strategy and associated Cabinet paper. We are seeking your feedback on this material by 5pm on 17 January 2019. Please note this will also be circulated to Ministers for feedback by 4 February. Grateful if you could acknowledge receipt of this email.

The Strategy

The purpose of the new Strategy is to outline the Crown’s vision, goal and objectives for civil defence emergency management. This is the revised version of the Strategy following initial departmental feedback, and the public consultation process that concluded 7 December. The following key changes have been made as a result of the public consultation:

Theme	Change	Page
<b>General structure and content</b>	Addition of a Minister’s Foreword and Ruaumoko narrative to the front of the document.	3, 6
	Strategy overview moved from Appendix to the front of the document.	5
	Diagram illustrating policy context for the Strategy.	12
	Text clarifying the intended audience for the Strategy.	12
	Some objectives (eg infrastructure) given greater emphasis.	34
<b>Māori perspectives</b>	Reference to Treaty principles and status of Māori.	23
	Inclusion of specific Objective 8 relating to Iwi/Māori.	32
<b>Vulnerable communities and community empowerment</b>	New text on pursuing equitable outcomes.	17
	Stronger focus on disabled people and culturally and linguistically diverse communities.	24
	Addition of text addressing challenges faced by rural communities.	24
<b>Implementation</b>	Amendments to text to clarify the next steps for implementing the Strategy.	36
<b>Animal welfare</b>	Inclusion of references to animals and animal welfare.	N/A

Some objectives have also been amended (2, 5, 10, and 13) and there have been minor edits to several ‘success factors’. We’d be particularly interested in ideas for improving the policy diagram.

A list of submitters is attached. Should you wish to view any of the submissions, please let us know.

**Cabinet paper**

To the relevant agencies, please note that, with the exception of the paragraphs relating to people with disabilities which has changed significantly, we have left the implications sections largely as they were for the original Cabinet paper – grateful if you could double check this text to ensure you are still comfortable.

**Timelines**

The papers are scheduled for consideration at DEV on 13 Feb, followed by presentation of the Strategy to the House on 19 February. The Strategy must be in place by 10 April 2019.

**Contacts**

If you are not the right point of contact, or you wish to be removed from the distribution list please let me know.

Feedback to this address please. I am the key point of contact for the Cabinet paper. Should you have specific questions about the content of the Strategy, please contact Jo Horrocks, Principal Advisor Emergency Management, on s9(2)(a).

Ngā mihi nui

**Kathrine Wigley**

Senior Policy Advisor, National Security Policy  
Directorate  
National Security Group  
Department of the Prime Minister and Cabinet

M s9(2)(a)

DDI s9(2)(a)

E s9(2)(a)



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In Confidence

Office of the Minister of Civil Defence

Chair, Cabinet Economic Development Committee

## **National Disaster Resilience Strategy: Approval and Presentation to the House**

### **Proposal**

1. This paper seeks approval for the attached National Disaster Resilience Strategy and its presentation to the House of Representatives.
2. If Cabinet approves the Strategy, I intend to present it to the House of Representatives as required under section 32(2) of the Civil Defence Emergency Management Act 2002, to enable the Strategy to commence on 10 April 2019.

### **Executive Summary**

3. The Civil Defence Emergency Management Act 2002 (the CDEM Act) requires a national civil defence emergency management strategy be in place at all times. I propose replacing the current National Civil Defence Emergency Management Strategy, which has been in place for 10 years, with a new National Disaster Resilience Strategy (the Strategy).
4. The Strategy fulfils a legislative requirement, but also builds on work already underway to respond to the Technical Advisory Group (TAG) report on Delivering Better Responses to Natural Disasters and other Emergencies, released in 2018.
5. The Ministry for Civil Defence and Emergency Management led a two-month public consultation process on the Strategy which concluded in December 2018. The submissions were broadly supportive of the Strategy. The attached document, revised after consideration of all submissions, reflects officials' work to carefully balance competing views on the most appropriate areas of emphasis for the Strategy.
6. If Cabinet approves the Strategy, I will present it to the House of Representatives in February 2019. The Strategy will be considered by the Government Administration Committee and reported back to the House in March. Should the House approve the Strategy, it will commence on 10 April 2019. My officials will begin developing a plan for the Strategy's implementation in early 2019.

### **The current National Civil Defence Emergency Management Strategy needs replacing**

7. The CDEM Act requires a national civil defence emergency management strategy be in place at all times. The purpose of such a strategy is to outline the Crown's vision, goal and objectives for civil defence emergency management<sup>1</sup>. This provides a high-level, common agenda for national and local civil defence emergency management planning and activity, and a mechanism for coordinating the wide range of organisations involved in preventing or managing emergencies<sup>2</sup>.
8. In September 2018, the Cabinet Economic Development Committee noted the current National Civil Defence Emergency Management Strategy, which has been in force for over 10 years, expires on 9 April 2019 [DEV-18-Min-0213 confirmed by CAB-18-MIN-047].

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<sup>1</sup> CDEM Act, s31

<sup>2</sup> CDEM Act, s3 (e) and (f)



9. I am therefore replacing the current strategy with the newly named *National Disaster Resilience Strategy* (the Strategy), by 10 April 2019. Officials have changed the title from the previous Strategy to emphasise the importance of resilience. This is discussed further below.

### **The Strategy is one component of the risk and resilience work across Government**

10. In 2017, the then Minister of Civil Defence established a Technical Advisory Group (TAG) to report on improving responses to natural disasters and other emergencies. On 15 August 2018, the Cabinet Economic Development Committee considered my proposals for responding to the TAG's report (DEV 18 Min 0169). Whilst the Strategy itself is not the primary delivery vehicle, the Strategy's objectives are grounded in the Government's response to the work of the TAG.
11. The Strategy has a strong focus on resilience, and is complemented by a range of initiatives underway across government. These include work the Department of the Prime Minister and Cabinet is leading on Emergency Management System Reform, and the Department of Internal Affairs' work on Community Resilience.

### **The Strategy has been developed in close collaboration with a range of stakeholders**

12. The Strategy's vision, goals, and objectives are informed by a two-year long engagement process undertaken by MCDEM with over 300 organisations, including central and local government, social community and voluntary sector groups, groups from the private sector including businesses, lifeline utilities, and infrastructure sectors.

### **During its development, stakeholders told us they wanted to see a Strategy that...**

#### *Focusses on resilience*

13. Hazards, and the disasters they can create, are an ever-present risk to New Zealanders. The concept of resilience – the ability to absorb the effects of a disruptive event, minimise adverse impacts, respond effectively, maintain or recover functionality, and adapt effectively – is therefore central to this Strategy.
14. In addition to our early engagement with stakeholders, the Strategy's emphasis on resilience has also been influenced by:
- lessons learned from emergencies that have occurred over the past 16 years since the CDEM Act came into effect, particularly large domestic emergencies such as the Canterbury and Kaikōura earthquakes
  - work led by the Department of the Prime Minister and Cabinet in conjunction with central government agencies, the Prime Minister's Chief Science Advisor, and other agencies to develop a more sophisticated understanding of national risks
  - global agreements such as the Sendai Framework for Disaster Risk Reduction 2015-2030, which promotes a whole-of-society approach to managing risks of and from disasters
  - domestic and international scientific research on the concepts and mechanisms of resilience.



*Places the wellbeing of people at its core*

15. A core theme of the Government's response to the TAG's recommendations was the deliberate placement of people's wellbeing and safety at the heart of the emergency response system. The Strategy is consistent with this theme and explicitly reflects the Treasury's Living Standards Framework by acknowledging that better risk management and resilience within all four capital stocks underpins wellbeing.

*Incorporates Māori perspectives*

16. The Strategy reflects the Government's response to the TAG's recommendations by recognising Māori bring a great deal of knowledge, capability and capacity to augment the Government's emergency management efforts. This capability is firmly grounded in Māori cultural practice and values, for example the "whakaoranga" principles of rescue, recovery and restoration of wellbeing.

### **The submissions process revealed broad support for the Strategy**

17. In addition to testing the Strategy with agencies, the Ministry of Civil Defence & Emergency Management (MCDEM) conducted a two-month formal public consultation on the proposed Strategy, which concluded on 7 December 2018. The 72 submissions broadly supported the Strategy's vision and objectives, and in particular its focus on resilience. However there was a range of views offered about what the Strategy should emphasise, which my officials have sought to carefully balance.
18. Many submitters commented on the Strategy's incorporation of the Māori worldview. While generally positive, and acknowledged as an improvement on the current Strategy, some submitters thought the document could go further. Many reinforced the Technical Advisory Group's conclusions about the need for effective collaboration between Māori organisations and local and central government. As a result of this feedback, officials have sought to more explicitly underline the importance of agencies developing better relationships with iwi and other groups representing Māori in the emergency management context.
19. To ensure the Strategy adequately reflected the interests of people with disabilities, officials met with representatives of the disability sector, for example the Office for Disability Issues. Officials also sought input from the wider disability sector, including the Canterbury-based Earthquake Disability Leadership Group.
20. Many submitters thought the Strategy could better reflect the interests of rural communities. Officials consulted the rural sector during the development of the Strategy. The difficulties some isolated rural communities face accessing support was a theme that emerged from this engagement and is now reflected more explicitly in the Strategy. Similarly, some submitters felt the document could place greater emphasis on the importance of infrastructure resilience. Greater weight has now been given to the infrastructure objective in the Strategy.

### **A roadmap for implementing the Strategy will be developed in 2019**

21. Some submitters wanted to see more detail on how the Strategy will be implemented. I intend for this document to remain at a high level. However, after the Strategy is finalised, my officials will develop a roadmap that identifies and prioritises the key actions required over the next 10 years to implement the Strategy. Many of these actions are provided for to varying degrees in the work programmes of the MCDEM and other agencies.
22. MCDEM is already undertaking work on Emergency Management System Reforms as a result of the government response to the recent Technical Advisory Group report on better



responses to natural disasters. The current National Civil Defence Emergency Management Plan will also need to take account of the Emergency Management System Reform and a review will commence in 2020.

23. The Strategy also has links to resilience initiatives led by other agencies in various sectors, including:
- civil defence emergency management group plans
  - Regional Policy Statements, Regional Plans and District Plans made under the Resource Management Act 1991
  - climate change initiatives including the development of a National Adaptation Plan
  - the transport system strategic resilience and security work programme
  - the Urban Development Agenda (aimed at delivering medium to long-term changes to create the conditions for the market to respond to growth, bring down the high cost of urban land to improve housing affordability, and support thriving communities).
24. Where there are gaps within and between existing work programmes, the roadmap will provide for MCDEM to work with agencies to develop policies that contribute to the realisation of the Strategy's objectives. Any new policy proposals will be subject to the usual Cabinet decision-making processes before final approval.
25. I have directed my officials to report to me by mid-2019 on progress in developing the road map and its associated performance measures. That report will also include advice on how best to involve stakeholders (such as CDEM Groups and local government) in the implementation and evaluation of the Strategy over its life span.

#### **Next steps**

26. Should Cabinet approve the Strategy in February, I intend to present it to the House as required under section 32(2) of the Act. It will then be referred to the Government Administration Committee for consideration. The Strategy will be reported back to the House in March 2019. Should the House approve the Strategy, it will commence on 10 April 2019.

#### **Consultation**

27. The following agencies have been consulted on this paper and on the attached strategy: the Treasury, State Services Commission, the Ministries of Business, Innovation and Employment, Justice, Defence, Foreign Affairs and Trade, Health, Social Development, Education, Transport, Culture and Heritage; the Ministries for Primary Industries, the Environment, Women, Pacific Peoples; the Departments of Internal Affairs, Corrections and Conservation; Te Puni Kōkiri, Land Information New Zealand, Statistics NZ, Oranga Tamariki, Inland Revenue Department, New Zealand Customs Service, New Zealand Police, New Zealand Defence Force, Office for Disability Issues, Government Communications Security Bureau, and the Department of the Prime Minister and Cabinet (National Security Group, Policy Advisory Group).
28. The following agencies were also consulted on the proposed strategy only: Housing New Zealand Corporation, Fire and Emergency New Zealand; Earthquake Commission, Accident Compensation Corporation, Maritime New Zealand, New Zealand Transport Agency.



## Financial Implications

29. There are no direct financial implications resulting from the adoption of the Strategy. Agencies will have the choice of how best to meet and/or contribute to the goals and objectives of the Strategy and roadmap of actions. Where agencies identify new areas of work which cannot be implemented within their baselines, additional funding will be sought through the usual Budget process.

## Legislative Implications

30. There are no legislative implications arising from the Strategy.

## Impact Analysis

31. The Regulatory Quality Team at The Treasury confirms that no formal Regulatory Impact Assessment is required in support of the proposal to finalise the Strategy.

## Human Rights

32. There are no specific human rights implications arising from the Strategy. There are also no inconsistencies with the Bill of Rights Act 1990 as the Strategy does not alter the rights or obligations of individuals.

## Gender Implications

33. The Ministry for Women advises there are no specific gender implications associated with these proposals. However, the Strategy contains objectives aimed at minimising the impacts of a disaster on those likely to be disproportionately affected. This includes groups with low-levels of community engagement such as single-parent families, the vast majority of which are led by women. The Strategy's community resilience objectives may therefore help reduce the impact of disasters on women by improving the level of community support available to them.

## Disability Perspective

34. Disasters tend to have a disproportionate impact on disabled people. Failure to deliver the required support after an emergency, or to appropriately provide for the needs of disabled people during planning processes, could potentially further isolate and negatively impact the health and wellbeing of those dependent on this support. The Strategy reflects the interests of disabled people by:
- acknowledging the importance of implementing this Strategy in a manner consistent with the New Zealand Disability Strategy 2016-2026
  - noting the New Zealand Disability Strategy requires mainstream services be inclusive of, and accessible to, disabled people and also requires specific services for those disabled people who need specialised support
  - providing for public communications to be made in multiple formats accessible to disabled people
  - referring to building resilience, improving wellbeing and reducing inequity explicitly in relation to disabled people in the relevant objectives.
35. Once finalised, the new Strategy will be available in multiple accessible formats.



## Publicity

36. Should Cabinet approve the Strategy in February, I will present the Strategy to the House and refer it to the Government Administration Committee for consideration. Officials will then publish a notice in the Gazette notifying the public that the Strategy will commence shortly. To support the commencement of the Strategy I will emphasise the following messages:
- we have learned a lot in the last 10 years about emergency management so it is timely to have a new strategy
  - the Strategy sets out the Crown's goals and objectives for civil defence and emergency management
  - this is a Strategy for all New Zealanders. It sets out what we as New Zealanders expect of a resilient New Zealand, and what we want to achieve in the long term.
  - the Strategy gives significant emphasis to the importance of community and provides clearer priorities about what needs to be done.
  - the Strategy was developed after widespread stakeholder input, and builds on recent decisions made following the report of the Ministerial review on better responses to natural disasters and other emergencies.

## Recommendations

37. The Minister of Civil Defence recommends the Committee:
1. **note** I propose replacing the current National Civil Defence Emergency Management Strategy, with a new National Disaster Resilience Strategy, by 10 April 2019;
  2. **approve** the proposed strategy attached in Annex 1, subject to any minor editorial, formatting and layout changes required;
  3. **note** immediately following Cabinet consideration of the Strategy in February, the Minister of Civil Defence will present the Strategy to the House, as required by section 32(2) of the Civil Defence Emergency Act 2002;
  4. **note** the Minister of Civil Defence will publish in March 2019 a Gazette notice in order to publicise the Strategy's commencement before it is reported back to the House;
  5. **note** the Strategy's proposed commencement date of 10 April 2019;
  6. **note** officials will report to the Minister of Civil Defence by mid-2019 on the development of the supporting road map and associated performance measures; and
  7. **agree** to the Ministry of Civil Defence & Emergency Management proactively releasing this Cabinet paper and associated minutes.

Authorised for lodgement

Hon Kris Fafoi

DRAFT  
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# National Disaster Resilience Strategy Launch Communications and Engagement Plan

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4 March 2019

## Purpose

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This plan outlines communications activities to support the launch and promotion of the National Disaster Resilience Strategy.

## Background

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The National Disaster Resilience Strategy comes into effect on 10 April 2019.

The Civil Defence Emergency Management Act 2002 (the CDEM Act) requires a national civil defence emergency management strategy be in place at all times. This strategy replaces the current National Civil Defence Emergency Management Strategy which has been in place for over ten years.

A large number of people and organisations have been involved in the development of the new strategy to date. Widespread stakeholder engagement was undertaken between 2016 and 2018. This included a series of workshops with over 300 organisations from local and central government, iwi, social, community and voluntary sector groups, the private sector including the business, lifelines and infrastructure sectors. A public consultation period was held in late 2018 to seek views on the draft proposed Strategy. The Governance and Administration Select Committee also sought public submissions on the strategy.

The Strategy has been developed and is being launched alongside the Government's work to reform the Emergency Management System to improve how New Zealand responds to natural disasters and other emergencies.

## Communications objectives

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Our key communications objectives are:

1. Stakeholders know that the strategy has changed, what the new requirements are and what their individual and collective roles in it are.
2. Stakeholders understand what MCDEM's role is and our undertaking towards delivering the strategy.
3. CDEM Groups understand what is expected of them.
4. CDEM Groups help promote the strategy locally.

## Communications approach

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We will do a burst of initial promotion on and around April 10 announcing the launch of the new Strategy. This will be followed by ongoing promotion of the strategy when we engage with stakeholders to help bed in the Strategy.

Beyond promoting the messages in the Strategy, the advent of a new 10-year Strategy – as a relatively rare event – provides a prime opportunity to promote our agenda generally (and in a positive way, rather than because of an emergency).



Hard copies will be mailed to a wide list of stakeholders around the country, with personalised communications to key stakeholders such as mayors and chief executives. If budget allows, some branded promotional items could be included in this mailout to keep the Strategy forefront in their minds.

Furthermore, while not 'compulsory' for other stakeholders (for example, government departments), we will write to a wider range of stakeholders announcing and emphasising the intent of the Strategy, and encouraging them to play their part.

We will email/write to everyone who took part in the workshops and/or made submissions (where we have contact details) to thank them for their contribution and let them know the new strategy is in effect and how they can help to promote and implement it.

We will take the opportunity to show firm leadership, make it clear about the new expectations, and our individual and collective roles in it.

It will be imperative to ensure that all MCDEM staff understand the Strategy and are prepared to be ambassadors for it. Accordingly a support package will be developed which will include key messages, information and resources.

We will encourage CDEM Groups to help promote the strategy locally. We will prepare a 'package' of promotional material that can be used by CDEM Groups to use and help promote the Strategy locally.

We will promote the new strategy on the MCDEM website and through our public education-focused social media channels. This includes an up-to-date section of the website with downloadable graphics, one-pagers and other supporting material.

The National Emergency Management Conference 2019 (3 to 5 July) will have a strong focus on the Strategy and work to achieve the Strategy's objectives. The Conference presents an opportunity for the Minister to talk to a CDEM audience about the strategy and align it with work on the Emergency Management System Reform. The conference also presents an opportunity to discuss how the Strategy has relevance across sectors, and delve into different aspects in depth.

We will look for opportunities to put articles in relevant stakeholder publications.

## Strategy Launch

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Given the longevity and importance of the Strategy to New Zealand's Civil Defence Emergency Management framework, it makes sense to mark the launch of the new Strategy with a formal launch event, hosted by the Minister.

The Minister's office have indicated that the preferred form of the launch is a function at Parliament on 11 April. This is also MCDEM's preferred option as it highlights that the strategy is an important government document.

The launch provides an opportunity for the Minister to speak, as well as others such as the Director and stakeholder representatives.

Invited guests could include other Ministers, key stakeholders, community representatives. Media would also be invited to cover the event.



The launch also provides an opportunity for the Minister to talk to media about the Strategy, alongside the Emergency Management Sector Reform. MCDEM will support the Minister with key messages and speaking points for any interviews.

The launch will be supported by MCDEM communications activities.

Note: a separate briefing and run sheet will be developed for the launch event.

## Key messages

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### Talking about the strategy

- The National Disaster Resilience Strategy sets out our goals and objectives for civil defence emergency management over the next 10 years.
- We have learned a lot in the last 10 years about emergency management so it is timely to have a new strategy.
- The Strategy is the Crown's vision for civil defence emergency management (CDEM) in New Zealand. It is part of the CDEM strategic framework, alongside the CDEM Act 2002, National CDEM Plan and CDEM Group Plans.
- This strategy is important for everyone who lives, works and visits New Zealand: it sets out what we expect in respect of a resilient New Zealand, and what we want to achieve in the long term.
- The strategy explicitly links resilience to the protection and growth of living standards for all New Zealanders, and promotes a wide, whole-of-society, participatory and inclusive approach.
- The Strategy reflects our increased understanding of national risks, and responds to increased community expectations of our emergency management system.
- The Strategy incorporates and builds on the Government's work to reform the Emergency Management System to improve how New Zealand responds to natural disasters and other emergencies.
- The Strategy seeks to enable and empower communities everywhere to take action to look after themselves and others in times of crisis, while still ensuring strong local, regional, and national leadership and support when needed.
- The Strategy provides a common agenda for resilience that individual organisations, agencies, and groups can align with for collective impact.
  - Central government, local government, businesses, organisations, and iwi can use it to guide them in building resilience both for their own organisation, and for the people and communities they support or provide services for.
  - Hapū and community organisations can use it to support community wellbeing and resilience, and to understand the wider network of agencies and organisations working towards common goals.
  - Individuals, families and whānau can use it to prompt thinking on their own resilience, and what they can do to ensure they and their dependants, including animals, are prepared for disruption and emergencies.
  - All readers are encouraged to consider what the Strategy means for them, their family/whānau, community or hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others.

### Development of the strategy



- The strategy was developed after widespread stakeholder engagement between 2016 and 2018. This included a series of workshops with over 300 organisations from local and central government, iwi, social, community and voluntary sector groups, the private sector including the business, lifelines and infrastructure sectors.
- Alongside the stakeholder engagement, we commissioned scientific analysis of concepts and mechanisms of resilience, analysed a broad body of domestic and international literature and best practice, reviewed event and lessons reports, and engaged with international bodies for disaster risk reduction and management.
- Following the engagement during 2016-2018, a draft was developed and refined during 2018. This incorporated the Government's decisions on the Emergency Management Sector Reform.
- From 11 October to 7 December 2018 a public consultation period was held to seek views on the draft proposed Strategy. The document was revised in line with the submissions received.
- In addition to the public consultation period, we also consulted with Government agencies and Ministers.

### Implementing the strategy

- The Strategy provides the vision and strategic direction, including priorities and objectives for increasing New Zealand's resilience to disasters. The detail of how those objectives are to be achieved sits in a roadmap of actions, alongside other related key documents including the National CDEM Plan and Guide, the National Security Handbook, CDEM Group plans, and a range of other supporting policies and plans.
- During 2019, MCDEM will coordinate the development of a Roadmap of Actions setting out how the Strategy objectives will be achieved.
- Development of the Roadmap will be a collaborative process, working with stakeholders to determine what is already in place and in progress, where the gaps are, and what needs to be done to address them.
- In time, various plans and programmes will give effect to the change the Strategy seeks. MCDEM is due to review the National CDEM Plan during 2020-2021. Regional CDEM Groups are also required to review their plans every five years, and each new plan will be required to align with the new Strategy when they do so.

## Supporting resources

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### Summary versions of Strategy

- HTML version on MCDEM website
- Sign language – video on MCDEM website
- Te Reo
- Other languages

### Resources

- Promotional postcard
- Posters
  - cover image
  - strategy table



- vision of a resilient New Zealand
- working together overview
- Fact sheets (These include pointers on how to find more information and support, and how you can participate in building our nation's resilience to disasters.)
  - Individuals and families/whanau
  - Businesses and organisations
  - Communities and hapū
  - Cities and districts
  - Government and national organisations
- Pull-up banners for events

### Promo pack for MCDEM staff and CDEM Groups

- Updated info pack document with overview of Strategy, key messages, FAQs, and key supporting work.
- PowerPoint for CDEM Groups
- PowerPoint for MCDEM

### Target audiences

Target audience	Their/our interest
MCDEM	MCDEM staff need to understand the Strategy and our role. We want all MCDEM staff to be ambassadors for the Strategy.
CDEM Groups	CDEM Groups are central to the delivery of civil defence emergency management and are required by the CDEM Act to not act inconsistent with the Strategy. CDEM Groups need to understand what is expected of them. We will encourage CDEM Groups to help promote the strategy locally.
Central Government agencies	We want to encourage them to play their part by participating in mechanisms for the coordination of risk and resilience activity, and the implementation of this Strategy.
Local Government	Local Government organisations have a core role to play in building New Zealand's resilience to disasters. We want to encourage them to make resilience a core strategic objective and lead, promote and champion investment in resilience.
Iwi	The Strategy incorporates Te Ao Māori principles and recognises the need to build the relationship between emergency management organisations and iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management
Insurance sector	The insurance sector has been key private sector participants in the development of the Strategy to-date, and are keen supporters of resilience generally.

Lifelines organisations	The Lifelines sector is a key stakeholder group, under the CDEM Act. Infrastructure providers more broadly are interested in matters of resilience.
Disability sector	The Strategy acknowledges the need for emergency management to be inclusive of disabled people. The summary of the Strategy will be available in accessible formats.
Workshop participants and submitters	We want to acknowledge the role they have played in the development of the Strategy. As people/organisations already engaging with CDEM, we want to keep them engaged and encourage them to use and share the strategy.
The public (individuals/families)	Communications will not directly target individuals/families as this is the focus of the National Public Education Programme. Instead, the Strategy will inform future PEP work.

## Communications action plan

Date	Action
By early March	Confirm form of Launch with Minister's office
? April	Provide Director with speaking points (if launch event held)
? April	Provide Minister's office with Launch briefing/media release/speaking points
10 April	Minister media release
10 April	Email from Director to CEG Chairs and CDEM Groups Managers advising strategy in force and next steps
10 April	Mail out of hard copy and letter to key stakeholders (from Minister?)
10 April	Letter/Email to workshop participants and submitters
10 April	Email to MCDEM staff from Director/Jo with info pack
10 April	MCDEM website updated
10 April	Facebook post
10 April	NZGetThru Tweet
11 April 1130 to 1215	Launch event in Parliament West Foyer
12 April (1-3pm at MCDEM)	Talk to CEG Chairs
31 May	eBulletin article published
3-5 July	National Emergency Management Conference <ul style="list-style-type: none"> <li>• Minister speech</li> <li>• Director speech</li> <li>• NDRS focused panels?</li> <li>• Stand with posters/resources</li> </ul>



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# Appendix 1 Questions and answers

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## What is the purpose of the Strategy?

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The Strategy outlines the vision and long-term goals for civil defence emergency management (CDEM) in New Zealand, and the objectives to be pursued to meet those goals. It sets out what we expect in respect of a resilient New Zealand, and what we want to achieve over the next 10 years. It delivers on the intent and purpose of the CDEM Act 2002, which:

- promotes the sustainable management of hazards in a way that contributes to safety and wellbeing;
- encourages wide participation, including communities, in the process to manage risk;
- provides for planning and preparation for emergencies, and for response and recovery;
- requires local authorities to coordinate reduction, readiness, response and recovery activities through regional groups;
- provides a basis for the integration of national and local planning and activity; and
- encourages coordination across a wide range of agencies, recognising that emergencies are multi-agency events affecting all parts of society.

## Why do we need a new Strategy?

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The previous strategy expired in April 2019 and there is a legal requirement to have a Strategy in place at all times.

We've also learnt a lot in the past decade, including lessons learned from significant and damaging emergencies in New Zealand and overseas. A number of things have influenced our thinking on the shape of the new Strategy:

- 16 years of lessons from incidents and emergencies since the CDEM Act came into effect;
- a Ministerial Review (2017) on *Better Responses to Natural Disasters and Other Emergencies* that resulted in a number of significant recommendations for the emergency management system;
- global agreements such as the Sendai Framework for Disaster Risk Reduction 2015-2030 that outlines how nations should approach their wider societal risk from disasters;
- work to develop a better understanding of national risks; and
- a two-year long strategy development process with a wide range of stakeholders to analyse our current state and determine vision, goals, and objectives.

Simply put, the world has changed, and we have changed. It is time to set the new direction.

## How does the strategy relate to the Government response to the Technical Advisory Group report *Better responses to Natural Disasters and other Emergencies* (TAG report)?

---

The TAG report was the result of a Ministerial review of how New Zealand responds to natural disasters and other emergencies. The Government response sets out a multi-year work programme that will improve New Zealand's emergency response system in five areas:



- putting the safety and wellbeing of people at the heart of the emergency response system
- strengthening the national leadership of the emergency management system
- making it clear who is responsible for what, nationally and regionally
- building the capacity and capability of the emergency management workforce
- improving the information and intelligence system that supports decision making in emergencies.

The Strategy has a number of objectives related to each of the above areas (particularly Objectives 7-12). These will help to ensure effective delivery of some of this work.

### How are Māori perspectives reflected in the Strategy?

---

The Strategy is informed by Te Ao Māori and includes Māori concepts of resilience. It also provides for collaborative engagement with iwi. In particular it reflects the Government's response to the Technical Advisory Group on *Better Responses to Natural Disasters and Other Emergencies*, which set out a goal of better recognising the capability iwi bring to emergency management.

### How are disability perspectives reflected in the Strategy?

---

The Strategy contains objectives aimed at minimising the negative impacts of disasters on those most likely to be disproportionately affected by disasters, including people with disabilities, and assumes that achievement of these objectives will support those groups.

Engagement with groups representing disability perspectives and with the Office for Disability Issues was undertaken during public consultation.

### How does the Strategy reflect the importance of animal welfare?

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The Strategy acknowledges the welfare of animals, and encourages individuals, families/whanau, and communities to consider what they can do to prepare themselves and their animals for disruptions and emergencies as part of their resilience planning.

The Strategy also acknowledges that emergency responses must, where possible, recognise animal welfare needs.

### How will the Strategy's objectives be achieved?

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The Strategy provides the vision and strategic direction, including outlining priorities and objectives for increasing New Zealand's resilience to disasters. The detail of *how* those objectives are to be achieved will be developed in an accompanying work plan ('Roadmap'), alongside other related key documents including the *National CDEM Plan and Guide*, the *National Security System Handbook*, CDEM Group Plans, and a range of other supporting policies and plans.

The Roadmap is still to be developed.



## How does the new Strategy differ from what we have now?

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The main change from the current Strategy is the focus on building broad societal resilience to disasters, with more explicit reference to communities and community-based resilience. This is a more inclusive approach, to individuals, families and whānau, communities, hapū, and iwi, and businesses and organisations, as well as local and central government.

## Why the title change from the previous strategy?

---

Many stakeholders, sectors, and communities don't recognise the term 'CDEM'. The Strategy has been called the *National Disaster Resilience Strategy* to encourage all sectors to see they play an important part in the 4Rs of risk reduction, readiness, response and recovery.

The Strategy is still a national CDEM strategy made under the CDEM Act, issued by the Minister of Civil Defence, on behalf of the Crown.

## How was the Strategy developed?

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Over the last 3 years the Ministry of Civil Defence & Emergency Management held workshops with a wide range of people to think about a new Strategy. Representatives from over 300 organisations (from local and central government, social, community and voluntary sector groups, and the private sector including the business, lifelines and infrastructure sectors) participated.

The workshops sought views on resilience, including looking at our current state of resilience, discussing our desired outcomes and priorities for the future, and the actions we need to take to get to the desired future state.

A draft for public consultation was also released.

The Ministerial Review into *Better Responses to Natural Disasters and Other Emergencies*, and the Government response to that report, as well as international frameworks and best practice (such as the Sendai Framework for Disaster Risk Reduction, Sustainable Development Goals, and Paris Agreement on Climate Change), also played a key part in determining the long-term Strategy.

## How will the Strategy affect me?

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As the Strategy is implemented, along with the reforms following the recent Government review, we will see improved resilience to the risks from hazards at all levels, from individuals and families/whanau, to businesses and organisations, along with communities and hapū, cities and districts.

This will help us to reduce the number and severity of emergencies, better deal with them when they do occur and recover more quickly afterwards.

## How should the Strategy be used?

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The Strategy is intended to provide a common agenda for resilience for individual agencies, organisations, and groups.



Central government, local government, CDEM Groups, businesses, organisations, and iwi can use it to guide them build resilience both for their own organisation, and for the people and communities they support or provide services for.

Hapū and community organisations can use it to support community wellbeing and resilience, and to understand the wider network of agencies and organisations working towards common goals.

Individuals, households and whānau can use it to prompt thinking on their own resilience, and what they can do to ensure they are prepared for disruption and crises in the long term. The Strategy hopefully gives assurance of the wider network of actors supporting them at a community, local, regional, and national level.

All readers are encouraged to consider what this Strategy means for them, their family/whānau, community/hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others.

# NATIONAL DISASTER RESILIENCE STRATEGY – VERBAL BRIEFING

## Introductory comments

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1. [IF NOT INTRODUCED BY THE CLERK]

- Sarah Stuart-Black, Director CDEM

Some of my team at MCDEM:

- Jo Horrocks, Principal Advisor Emergency Management
- Anthony Richards, Acting Manager, CDEM Policy
- Kathrine Wigley, Senior Advisor CDEM Policy

And our colleagues at Ministry for Primary Industries are here to provide subject-matter expertise, if needed:

- Dr Kate Littin, Manager, Animal Health
- Wayne Ricketts, National Animal Welfare Coordinator

2. I'd like to thank the Committee for the opportunity to be here today and brief you on this piece of work. The Strategy is an extremely significant document for us in the civil defence emergency management sector, and for the country, as we better manage our risks and improve our resilience to disasters.

## Introduction to the Strategy

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3. You'll know from the briefing that the Government is legally bound to have a national civil defence emergency management strategy in place at all times. The Strategy is the Crown's vision for CDEM in New Zealand, including its long-term, high-level goals and objectives. It sits alongside the National CDEM Plan, which is the vehicle for outlining agreed roles, responsibilities, and arrangements.
4. The current Strategy has been in effect for over 10 years.
5. We now need a new Strategy – one that reflects the increasing maturity of our approach to emergency management built from 16 years of lessons since the Act came into effect, work across government to better understand and manage risk, and the influence of Global agendas like the United Nations Sendai Framework for Disaster Risk Reduction.

## Developing a new Strategy

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6. The new strategy has been in development since early 2016.
7. Early development focussed on building the evidence base and engaging with stakeholders. We commissioned scientific analysis, analysed domestic and international literature and best practice, reviewed event and lessons reports, and engaged with international bodies for disaster risk reduction and management.
8. We then looked to place that evidence base in a New Zealand context. We undertook a series of workshops around the country with organisations from local and central government, iwi, social, community and voluntary sector groups, the private sector including the business, lifelines and infrastructure sectors. We consulted other government departments on their policy agendas, and held two national conferences focussed on the future of emergency management in New Zealand.
9. Following the engagement during 2016-2018, a draft was developed and refined in parallel



with the process to develop the Government's response to the Ministerial Review report.

10. From 11 October to 7 December 2018 a public consultation period was held to seek views on the draft proposed Strategy. This was advertised by press release, advertisements in several national newspapers, in the New Zealand Gazette, on social media, and by email to a wide range of stakeholders, including all those who had participated in the workshops or conferences.
11. Seventy-seven submissions were received. The vast majority were of a positive, supportive nature, while still making a number of constructive suggestions, many of which were taken up in subsequent revisions.
12. In addition to the public consultation period, we also conducted two periods of agency and Ministerial consultation (in September 2018 and January 2019). These provided further refinements; in particular, it ensured the Strategy was well aligned to other portfolio aims and objectives.
13. We've worked hard to consider every submission, and balance a wide range of interests and to reflect these appropriately in the document. Some submissions weren't reflected – either on the basis that they were out of scope, are well catered for by other portfolios, or were too detailed for a strategic document.
14. Some of the more specific, operational recommendations will go forward to the review of the National CDEM Plan.

### **What's improved in the new Strategy**

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15. The Strategy is separate from the Technical Advisory Group's review of the emergency management system, but many of its objectives are grounded in the Government's response to that review.
16. Its focus on resilience and the well-being of people, and its incorporation of Maori perspectives are key features.
17. The challenges faced by vulnerable communities (particularly those with disabilities or located in rural areas) and the importance of communities as "first-responders" also emerged as key themes.
18. It also places a stronger emphasis on managing risk, in particular, reducing the underlying factors that cause the conditions for disaster, and having the best possible information on which to base decisions about investment and actions.
19. These elements set it apart from its predecessor, and were broadly supported by the public and agency consultation processes.

### **Implementing the Strategy**

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20. The Strategy is deliberately high level, with objectives broadly described.
21. During 2019, MCDEM will coordinate the development of a Roadmap of Actions setting out how the Strategy objectives will be achieved. Its emphasis will be on work to be done over the next 3-5 years, and will be updated over time, making it a living document.
22. In time, various plans, including the National CDEM Plan, and programmes will give effect to the Strategy. MCDEM is due to review the National CDEM Plan during 2020-2021. Regional CDEM Groups are also required to review their plans every five years, and each new plan will be required to be consistent with the new Strategy when they do so (CDEM Groups are comprised of local authorities within a regional council boundary, or unitary authorities)

## Conclusion

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23. In summary, we've made every effort to ensure the process to develop this strategy was inclusive and collaborative, and reflects the desires of a broad range of New Zealanders.
24. We think this is a significant evolution for the discipline of emergency management, and that it will set us on a path for increased resilience in the long term.
25. We know that we will still face hazards, crises, and emergencies, but our hope is that as a result of this Strategy, more New Zealanders will understand the range of actions to take to limit impacts and ensure these events do not become disasters that threaten our prosperity and wellbeing.

## Additional: Animal welfare

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[SEE ALSO: Q&As]

1. I'd like to take the opportunity, noting the major theme from the submissions received in the last week, to add some additional comments on our arrangements for animal welfare.
2. Animal welfare is an important part of our response to emergencies. We agree with submitters that:
  - i. Animal lives matter.
  - ii. Animals are important to people, and some people will risk their lives to rescue their animals, putting themselves and others at risk.
  - iii. There need to be effective plans for animal evacuation and welfare.
  - iv. There is room for improvement in our (collective) arrangements for animal welfare in an emergency, and there have been emergencies where the animal response was not as rapid or effective as it could have been.
  - v. Funding for animal welfare response organisations is a particular issue.
3. Animal welfare is recognised in the National CDEM Plan and has its own sub-section. The provisions are based on the principle that all animal owners or persons in charge of animals should develop their own plans to care for their animals. However, the provisions also recognise that in an emergency not all animals will be able to be cared for by their owners, especially in cases of mass evacuation. It also recognises the increasing expectations much of society has come to have on improving animal welfare.
4. The Plan gives the Ministry for Primary Industries responsibility to co-ordinate the provision of animal welfare services, coordinate the planning for animal welfare in emergencies and maintain the Government's reporting and advisory capability on animal welfare in an emergency. A number of other organisations such as Federated Farmers, the New Zealand Companion Animal Council and the SPCA are noted as able to provide support.
5. Implementation of arrangements in the National CDEM Plan is ongoing (including addressing funding arrangements) and we continue to work with the Ministry for Primary Industries and coordinate with support agencies through the national Animal Welfare Subgroup. Regional level planning for animal welfare in emergencies is progressing with CDEM Groups.
6. While animal welfare planning is improving, we acknowledge that more could be done to develop and agree arrangements. We are continually looking for improvement, as we do for all our arrangements for response and recovery – we learn from every single event we have. As such, we will continue to work with partner agencies to support improvements in animal welfare emergency management through relevant work programmes.



7. The National CDEM Plan will be reviewed in the near future and the matters raised specific to this regulation will be considered in the review.

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## Q&AS: NATIONAL DISASTER RESILIENCE STRATEGY

### What is the purpose of the Strategy?

The Strategy outlines the vision and long-term goals for civil defence emergency management (CDEM) in New Zealand, and the objectives to be pursued to meet those goals. It sets out what we expect in respect of a resilient New Zealand, and what we want to achieve over the next 10 years. It delivers on the intent and purpose of the CDEM Act 2002, which:

- promotes the sustainable management of hazards in a way that contributes to safety and wellbeing;
- encourages wide participation, including communities, in the process to manage risk;
- provides for planning and preparation for emergencies, and for response and recovery;
- requires local authorities to coordinate reduction, readiness, response and recovery activities through regional groups;
- provides a basis for the integration of national and local planning and activity; and
- encourages coordination across a wide range of agencies, recognising that emergencies are multi-agency events affecting all parts of society.

### How would the Strategy have supported the response to the Nelson Tasman fire?

#### Or, how will this help manage emergencies in the future?

- The Strategy signals the step change that we're looking for over coming years
- NZ has been affected by so many emergencies in recent years – kiwis get it, they get the need for individual and household preparedness, community response, and organisational support
- Communities are already heading in this direction
- This Strategy promotes this collective approach – that everybody has a part to play, everyone doing their 'slice' of the response or recovery, and that's how we achieve success: well-connected communities that are enabled to respond in a way that makes sense to them, mobilising in support emergency responders.
- So the Nelson fires demonstrated a good step in this direction, and the Strategy will promote this further, and ensure our plans and procedures support this approach in the future.
- The idea is that we can better managing our risk – our hazards, our exposure, and our vulnerabilities, but also build our capacity – at all levels – to respond and recover.

That said, the Strategy is not a 'how to guide' to drive responses to specific emergencies. We've got other documents (such as the National Civil Defence Emergency Management Plan) designed to do this.

### Why do we need a new Strategy?

The current strategy expires in April 2019 and there is a legal requirement to have a Strategy in place at all times.



We've also learnt a lot in the past decade, including lessons learned from significant and damaging emergencies in New Zealand and overseas. A number of things have influenced our thinking on the shape of the new Strategy:

- 16 years of lessons from incidents and emergencies since the CDEM Act came into effect;
- a Ministerial Review (2017) on *Better Responses to Natural Disasters and Other Emergencies* that resulted in a number of significant recommendations for the emergency management system;
- global agreements such as the Sendai Framework for Disaster Risk Reduction 2015-2030 that outlines how nations should approach their wider societal risk from disasters;
- work to develop a better understanding of national risks; and
- a two-year long strategy development process with a wide range of stakeholders to analyse our current state and determine vision, goals, and objectives.

Simply put, the world has changed, and we have changed. It is time to set the new direction.

### **When will the new Strategy come into effect?**

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The new Strategy will come into effect on 10 April 2019 unless Parliament resolves before then not to approve it. It will last for 10 years, although it can be reviewed before then if necessary.

### **How does the strategy relate to the Government response to the Technical Advisory Group report *Better responses to Natural Disasters and other Emergencies* (TAG report)?**

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The TAG report was the result of a Ministerial review of how New Zealand responds to natural disasters and other emergencies. The Government response sets out a multi-year work programme that will improve New Zealand's emergency response system in five areas:

- putting the safety and wellbeing of people at the heart of the emergency response system
- strengthening the national leadership of the emergency management system
- making it clear who is responsible for what, nationally and regionally
- building the capacity and capability of the emergency management workforce
- improving the information and intelligence system that supports decision making in emergencies.

The Strategy has a number of objectives related to each of the above areas (particularly Objectives 7-12). These will help to ensure effective delivery of some of this work.

### **How are Māori perspectives reflected in the Strategy?**

---

The Strategy is informed by Te Ao Māori and includes Māori concepts of resilience. It also provides for collaborative engagement with iwi. In particular it reflects the Government's response to the Technical Advisory Group on *Better Responses to Natural Disasters and Other Emergencies*, which set out a goal of better recognising the capability iwi bring to emergency management.

### **How are disability perspectives reflected in the Strategy?**

---

The Strategy contains objectives aimed at minimising the negative impacts of disasters on those most likely to be disproportionately affected by disasters, including people with disabilities, and assumes that achievement of these objectives will support those groups.

Engagement with groups representing disability perspectives and with the Office for Disability Issues was undertaken during public consultation.

## How will the Strategy's objectives be achieved?

---

The Strategy provides the vision and strategic direction, including outlining priorities and objectives for increasing New Zealand's resilience to disasters. The detail of *how* those objectives are to be achieved will be developed in an accompanying work plan ('Roadmap'), alongside other related key documents including the *National CDEM Plan and Guide*, the *National Security System Handbook*, CDEM Group Plans, and a range of other supporting policies and plans.

The Roadmap is still to be developed.

## How does the new Strategy differ from what we have now?

---

The main change from the current Strategy is the focus on building broad societal resilience to disasters, with more explicit reference to communities and community-based resilience. This is a more inclusive approach, to individuals, families and whānau, communities, hapū, and iwi, and businesses and organisations, as well as local and central government.

## Why the title change from the previous strategy?

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Many stakeholders, sectors, and communities don't recognise the term 'CDEM'. The Strategy has been called the *National Disaster Resilience Strategy* to encourage all sectors to see they play an important part in the 4Rs of risk reduction, readiness, response and recovery.

The Strategy is still a national CDEM strategy made under the CDEM Act, issued by the Minister of Civil Defence, on behalf of the Crown.

## How was the Strategy developed?

---

Over the last 3 years the Ministry of Civil Defence & Emergency Management held workshops with a wide range of people to think about a new Strategy. Representatives from over 300 organisations (from local and central government, social, community and voluntary sector groups, and the private sector including the business, lifelines and infrastructure sectors) participated.

The workshops sought views on resilience, including looking at our current state of resilience, discussing our desired outcomes and priorities for the future, and the actions we need to take to get to the desired future state.

A draft for public consultation was also released.

The Ministerial Review into *Better Responses to Natural Disasters and Other Emergencies*, and the Government response to that report, as well as international frameworks and best practice (such as the Sendai Framework for Disaster Risk Reduction, Sustainable Development Goals, and Paris Agreement on Climate Change), also played a key part in determining the long-term Strategy.

## The submissions contain criticism that the development process hasn't been very extensive. What do you say to this?

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### Short answer

The process to develop the Strategy began in 2015. This has included wide engagement with stakeholders, including workshops with over 300 organisations, and a public consultation period in late 2018.

### Long answer

From the beginning (late 2015/early 2016) we identified a strong need to build the evidence base and engage widely with stakeholders.



In terms of 'evidence', we commissioned scientific analysis, analysed domestic and international literature and best practice, reviewed event and lessons reports, and engaged with international bodies for disaster risk reduction and management.

We then looked to put this in New Zealand context. We undertook a series of workshops around the country, which were attended by a broad range of stakeholders – far beyond the usual “emergency management” stakeholders. Attendance included representatives from over 300 organisations - from local and central government, iwi, social, community and voluntary sector groups, the private sector including the business, lifelines and infrastructure sectors.

We also consulted other government departments on their policy agendas, and held two national conferences focussed on the future of emergency management in New Zealand.

A public consultation period was held from 11 October to 7 December 2018 held to seek wider views on the proposed Strategy. This was advertised by press release in several national newspapers, in the Gazette, on social media, and by email to a wide range of stakeholders, including all those who had participated in the workshops or conferences.

Seventy-seven submissions were received.

In addition to the public consultation period, we also conducted two periods of agency and Ministerial consultation (September 2018, and January 2019). These provided further refinements; in particular, it ensured the Strategy was well aligned to other portfolio aims and objectives.

In general, people are very positive about the development process, and have noted the efforts we have made to be inclusive and thorough in our engagement. Of course, it is not possible to reach everyone. Resourcing and time constraints will limit what we are able to do. But I am confident this is one of the most comprehensive engagement programmes and collaborative development processes we have ever run.

### **How does the Strategy reflect the importance of animal welfare?**

The Strategy acknowledges the welfare of animals, and encourages individuals, families/whanau, and communities to consider what they can do to prepare themselves and their animals for disruptions and emergencies as part of their resilience planning.

The Strategy also acknowledges that emergency responses must, where possible, recognise animal welfare needs.

### **The submissions contain criticism that the Strategy is not inclusive of animals. What do you say to this?**

We agree with submitters that:

- Animal lives matter
- Animals are important to people, and some people will risk their lives to rescue their animals, putting themselves and others at risk.
- There need to be effective plans for animal evacuation and welfare.
- There is room for improvement in our (collective) arrangements for animal welfare in an emergency, and there have been emergencies where the animal response was not as rapid or effective as it could have been.

### **Improvements in animal welfare during Nelson fires response**

We note that the response to the Nelson fires was very much improved on previous emergencies. Evacuated residents still had concerns for their animals, but most animals were successfully cared for in place, or evacuated and provided shelter in a welfare centre (the latter looking after around 950 animals at its height). Several organisations, led by the Ministry for Primary Industries, worked together to check on, feed, evacuate, or care for animals. MPI, as the lead for animal welfare response, are planning a debrief on the Nelson response, and are committed to improving and formalising arrangements where necessary.

### **Inclusion of animals in the Strategy**

We have included specific references to animals in the Strategy, where appropriate. These references are mostly in relation to individuals, households, families, and businesses having plans and preparedness in place for their animals in case of emergency. We still consider this to be the most important factor in ensuring good outcomes for animals.

However, we do not believe that animal welfare needs to be a distinct and separate part of the strategy. We consider animal welfare to be part of "putting people at the centre of the response" (objective 7), and we would see any corrective actions relating to animal welfare in this section of the Roadmap of Actions.

This is a matter more suited to a work programme and documented in national, regional, and local plans, as appropriate (as noted by several submitters).

### **Animal welfare is recognised and catered for via other plans and guidelines**

We have long considered that animal welfare is important and that is why it is recognised in plans and guidelines.

Animal welfare is recognised in the National CDEM Plan and has its own sub-section. The provisions are based on the principle that all animal owners or persons in charge of animals should develop their own plans to care for their animals.

The Plan gives the Ministry for Primary Industries responsibility to co-ordinate the provision of animal welfare services, coordinate the planning for animal welfare in emergencies and maintain the Government's reporting and advisory capability on animal welfare in an emergency.

The need to accommodate evacuees arriving at evacuation centres with pets and planning for and providing temporary animal shelter is explicitly recognised in the Director's Guidelines on mass evacuation planning, and welfare services in an emergency, respectively.

Implementation of arrangements in the National CDEM Plan is ongoing and we continue to work with the Ministry for Primary Industries and coordinate with support agencies through the national Animal Welfare Subgroup. Regional level planning for animal welfare in emergencies is progressing with CDEM Groups.

### **Options to effect change in respect of animal welfare**

MCDEM does consider animal welfare to be an area that merits further attention. But it sits alongside others - including, for example, welfare generally - that are on current and future work programmes. We consider that these are operational matters, not long-term strategic objectives.

There are multiple upcoming opportunities to effect change in respect of animal welfare, including:

- Ministry for Primary Industries work programme, and debrief from the Nelson fires
- Regional CDEM Group and local plans
- the Review of the National CDEM Plan (beginning in late 2019)



- Additionally, we understand Gareth Hughes MP has a Member's Bill in relation to animal welfare.

Lastly, I note that Mr Glassey, in his report, "No Animal Left Behind", did not deem the Strategy needed any action in relation to animal welfare (in amongst otherwise fulsome recommendations for other instruments).

**The submissions contain criticism that the Strategy is not inclusive of rural communities. What do you say to this?**

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We agree rural communities are very different from their urban counterparts, and require special planning, capability and capacity, and communication, in order to meet their particular needs.

That is why we conducted rural specific engagement during the development phase and there is a specific section on rural communities.

**The submissions contain criticism that the Strategy is not inclusive of certain groups of people. What do you say to this?**

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We agree that these groups in society require special attention.

The Strategy promotes an inclusive approach to strengthening resilience that recognises communities aren't homogenous, or have similar vulnerabilities and capacities.

The Strategy acknowledges that building resilience requires empowerment, and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters.

The Strategy highlights a few key groups, per popular consensus or policy requirements, but does not go through all groups in society, as this could become quite exhaustive. This would be a level of detail that is not appropriate for a strategy.

There are opportunities to include actions relating to specific groups, including:

- Development of the Roadmap of Actions
- the Review of the National CDEM Plan (beginning in late 2019)
- Regional CDEM Group and local plans
- Other CDEM Guidelines and documents.

**Grey Power / older people**

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We agree with Grey Power's recommendation that more effort is put into preparedness for NZ seniors. MCDEM has started a dialogue with Grey Power to this end. Further work needs to be done. But I can say that we have an article in this month's Grey Power magazine and we look forward to working further with Grey Power to improve the preparedness of seniors.

**Nurses / health resilience**

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We agree that

These matters are best addressed by the Ministry of Health

### **What criteria did you use to judge public submissions?**

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There is a need to keep the size and scope of the Strategy well defined, in order for it to be a useful, purposeful document. As a result our criteria for analysis was mainly threefold:

- Is the suggestion/recommendation within the scope of the Strategy? (or is it the substantial focus of other government policy vehicles?)
- Is it of a strategic (versus operational) nature; high level (versus too detailed or too specific) nature?
- Does the suggestion/recommendation add value to the Strategy? Is it consistent with, align with, and/or complementary to input to date? (including the vision of the Strategy)

Simply put, there is a need to draw a line somewhere – the Strategy can't contain everything, and there are other vehicles for taking other issues forward (for example, The Roadmap, of Action that will be developed, The National CDEM Plan, regional and local plans, and Government policy vehicles owned by other agencies).

### **How will the Strategy affect me?**

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As the Strategy is implemented, along with the reforms following the recent Government review, we will see improved resilience to the risks from hazards at all levels, from individuals and families/whānau, to businesses and organisations, along with communities and hapū, cities and districts.

This will help us to reduce the number and severity of emergencies, better deal with them when they do occur and recover more quickly afterwards.

### **How should the Strategy be used?**

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The Strategy is intended to provide a common agenda for resilience for individual agencies, organisations, and groups.

Central government, local government, CDEM Groups, businesses, organisations, and iwi can use it to guide them build resilience both for their own organisation, and for the people and communities they support or provide services for.

Hapū and community organisations can use it to support community wellbeing and resilience, and to understand the wider network of agencies and organisations working towards common goals.

Individuals, households and whānau can use it to prompt thinking on their own resilience, and what they can do to ensure they are prepared for disruption and crises in the long term. The Strategy hopefully gives assurance of the wider network of actors supporting them at a community, local, regional, and national level.

All readers are encouraged to consider what this Strategy means for them, their family/whānau, community/hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others.



# Verbal Briefing to GAC

13 MARCH 2019

- Sarah Stuart-Black, Director CDEM
- Jo Horrocks, Principal Advisor Emergency Management
- Anthony Richards, Acting Manager, CDEM Policy
- Kathrine Wigley, Senior Advisor CDEM Policy

And our colleagues at Ministry for Primary Industries are here to provide subject-matter expertise, if needed:

- Dr Kate Littin, Manager, Animal Health
- Wayne Ricketts, National Animal Welfare Coordinator

1. The briefing we provided on Monday is an overview of submissions, and our position on them. It also responds to questions raised by the Committee on 6 March 2019.
2. Many of the issues raised by submitters are important to emergency management. Many are the subject of current work programmes, or are areas that are earmarked for future work. The Strategy itself already references many of the issues raised.
3. 118 written submissions were received. Last Wednesday the Committee heard oral submissions from nine submitters.
4. Animal welfare was the dominant issue amongst submissions. There were also submissions on the deaf and NZSL community, older people, rural communities, health sector resilience, improving data and information, and investment in response capacities, including response teams, an independent emergency management agency, and international assistance.
5. I'll come back to specific submissions in a moment. First I'd like to cover off a little about the wider CDEM Framework. One of our main points in the briefing is that the Strategy isn't necessarily the right place to progress some of these issues. The Strategy has an important part in the CDEM framework, to set the long-term vision and goals, but it can only go so far.
6. The CDEM framework has a range of instruments that fulfil

different functions. The CDEM Act 2002 provides statutory functions; The National CDEM Plan sets out mandated roles and responsibilities; the Guide to the National CDEM Plan details arrangements across the '4Rs' of risk reduction, readiness, response and recovery; CDEM Group Plans provide regional and local arrangements; and we have a range of guidelines and technical standards to support specific activities, of which MCDEM currently maintains over 40.

7. Some of these are reviewed on a regular basis; others have less frequent change. A key part of the framework, the National CDEM Plan and Guide is due to start a significant review later this year.
8. In addition to some of these plans and policy, the emergency management sector is currently undergoing significant reforms, resulting from the Ministerial Review into *Better Responses to Natural Disasters and Other Emergencies in New Zealand*.
9. We are also actively debriefing our last response, the Nelson-Tasman fires, as we do with all emergencies.
10. In all, emergency management, as a discipline, is quite an 'active' and dynamic one, which means there is always opportunity for refining what we do and how we do it.
11. I will now comment on some of the specific areas of interest to submitters. **Animal welfare** was the dominant issue amongst submitters with over 100 submissions.
12. As I mentioned last week, MCDEM agrees with submitters that:
  - Animal lives matter
  - Animals are important to people; and some people will risk their lives to rescue their animals, putting themselves and others at risk.
  - There needs to be effective plans for animal evacuation and welfare.
  - There is room for improvement in our (collective) arrangements for animal welfare in an emergency, and there have been emergencies where the animal response was not as rapid or effective as it could have been.



- Funding for animal welfare response organisations is a particular issue.
13. Our arrangements for animal welfare in emergencies are already much improved on where they've been in the past. Animal welfare is recognised in the National CDEM Plan and Guide to the National CDEM Plan. The Plan gives the Ministry for Primary Industries responsibility to co-ordinate the provision of animal welfare services. A number of other organisations provide support. MPI has a dedicated national animal welfare team who provide support to regional CDEM Groups for planning, and in response and recovery.
  14. While there will be formal debriefs over coming weeks, the animal welfare response to the Nelson-Tasman fires was observably much improved on previous emergencies. Several organisations, led by MPI, worked together to regularly check on, feed, evacuate, or care for animals. The Nelson-Tasman Emergency Coordination Centre was very aware of the need to allow residents inside the cordon to visit their properties and animals, and worked hard to facilitate that wherever and whenever it was safe to do so. The Mayoral Disaster Relief Fund terms and conditions were amended to enable costs of organisations providing care for animals to be met.
  15. A common concern expressed in the submissions was that animal owners will break through cordons to rescue their animals or provide for their needs. We recognise this is an issue, and one that is actually wider than animals alone. In the Nelson-Tasman fires animals were a key concern; in other emergencies it has been other things, for example in the Christchurch CBD during the earthquakes there were examples of people breaking the cordon to rescue important documents and hard drives. Wherever we put restrictions on movement, there will be people who want to access that area.
  16. For this reason, we have published a 'Movement Control' guideline, for managing cordons and other restricted areas. This was also one of the driving forces for animal welfare to be included in the National CDEM Plan when it was revised in 2015, and one of the reasons the Nelson Tasman CDEM Group worked so hard to implement a temporary access programme during the

fires. We know it is important to people and cordon management will be included in the review of the National CDEM Plan and Guide.

17. At the same time, cordons are there for a reason – to denote a significant safety risk. So there is always a balance that needs to be worked through. But wherever possible, emergency management organisations will be working to allow access.
18. There is a lot of work underway in animal welfare planning. MPI's work plan for 2019 includes work to finalise national and regional Animal Welfare in Emergency plans, formalising arrangements with support agencies and national rescue teams, addressing the gap in legislation on who pays for animal welfare in emergencies, and creating more public messaging to add to the information already on its website.
19. The Strategy already has a number of references to animals, and is enabling of the need to plan for animal welfare. The Strategy is not the place for further detail, especially any arrangements for effecting better animal evacuation and welfare. Further progress will be made by documenting roles, responsibilities, and arrangements in national and regional/local plans, including agreeing a funding rationale.
20. Last week we also heard from **Deaf Action** with a key message: *“If it's important enough to impart information in English, then it's important enough to impart the same information in NZSL”*
21. We absolutely agree that accessibility of emergency information for the Deaf community must be a priority. Extensive progress has been made in the last year towards increasing the use of NZSL in emergencies, such as an MOU with Deaf Aotearoa, MCDEM funding the use of interpreters for local emergencies and the development of NZSL preparedness resources.
22. We agree that the use of an NZSL interpreter in the Nelson-Tasman fires response was a good example of how NZSL can be used effectively in an emergency. It is acknowledged that there is certainly still room for improvement towards making the use of NZSL interpreters a routine part of every emergency response. We are working closely with CDEM Groups and other



agencies to make this a reality.

23. We have an ongoing and productive dialogue with Deaf Action and we look forward to working together to identify ongoing opportunities for improvement.
24. I'll mention a couple of other areas briefly, then leave the rest of the time for questions.
25. Last week we also heard from the **NZ Nurses Organisation**. A couple of points really stood out. We heard that: *“Currently many areas in the Health system are working at the limits of capacity so there is little opportunity to incorporate resilience or ‘tolerance for disruption’”;* they also noted that *“Further discussion is required to establish what ‘health’ in a resilient nation looks like”*.
26. These are important points: we totally agree that people's health, and the resilience of the health sector is important for New Zealand's overall resilience. The Strategy already recognises this in several ways, in some of the contextual narrative and diagrams, and this will definitely warrant further discussion as we go forward.
27. In terms of the Strategy though, we can't go into detail in every area. We have stated that in order to keep the scope of the Strategy defined and manageable, we have ring-fenced it to the *disaster* aspects of resilience, and have not gone too far into other portfolio areas that are already well catered for by policy and practice.
28. It's an important discussion though, and we will certainly take this up with health sector agencies as we look to implement the Strategy.
29. We also heard from representatives of **Grey Power New Zealand**, who made some important observations about the need to tailor preparedness messages for seniors.
30. We agree that older people, and other groups in society, require special attention. The Strategy promotes an inclusive approach to strengthening resilience that recognises communities aren't homogenous; different subsets and groups have different vulnerabilities and capacities.

31. The Strategy also promotes a strengths-based approach, recognising that many people and groups who face challenges in their everyday lives, also have tremendous capacity and capability. A participatory approach can enable, empower people who might otherwise be disproportionately affected. It can also add to the richness and effectiveness of emergency management planning, and ensure the outcomes from disasters are as equitable as possible.
32. We have recently been working with Grey Power to promote emergency preparedness among seniors, and have made contact with the Office for Seniors to see if there are areas where we could collaborate further.
33. **In conclusion**, we recognise the range of issues raised by submitters. We agree with many of them, and are already taking action on them in our plans and work programmes.
34. The Strategy references many of the issues raised. We do not believe they need to be further detailed in the Strategy. This a long-term strategy, not a detailed plan. Other vehicles, such as the National CDEM Plan, Guide to the National CDEM Plan, and regional/local plans are more appropriate for setting out roles, responsibilities, and arrangements.
35. Thank you for the opportunity to comment and I'm happy to take any questions.





## **NATIONAL DISASTER RESILIENCE STRATEGY: QUESTION AND ANSWER MATERIAL**

### **What is the purpose of the Strategy?**

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The Strategy outlines the vision and long-term goals for civil defence emergency management (CDEM) in New Zealand, and the objectives to be pursued to meet those goals. It sets out what we expect in respect of a resilient New Zealand, and what we want to achieve over the next 10 years. It delivers on the intent and purpose of the CDEM Act 2002, which:

- promotes the sustainable management of hazards in a way that contributes to safety and wellbeing;
- encourages wide participation, including communities, in the process to manage risk;
- provides for planning and preparation for emergencies, and for response and recovery;
- requires local authorities to coordinate reduction, readiness, response and recovery activities through regional groups;
- provides a basis for the integration of national and local planning and activity; and
- encourages coordination across a wide range of agencies, recognising that emergencies are multi-agency events affecting all parts of society.

### **Does the Strategy provide for resilience in the face of terror events?**

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Resilience is critical regardless of the nature of the event, and the events in Christchurch highlight that resilience, as a concept, is more important than ever.

The Strategy draws on the 'all hazards – all risks' approach by being clear there is a range of risks to our wellbeing. This includes human-generated security threats like terrorism. The Strategy also places as much emphasis on social capital, social and cultural connectedness, and psychosocial impact as it does economic impacts and impacts on the built environment.

### **Are the lessons learned on resilience following the attacks in Christchurch be reflected in the Strategy?**

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It will take time to fully understand the policy, social and economic implications of the event in Christchurch.

The Strategy in its current form took three years to develop. Any resilience issues arising from this event deserve careful consideration and discussion before they can be reflected in Government's long-term strategic thinking.

### **How would the Strategy have supported the response to the Nelson Tasman fire?**

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The Strategy underlines the continued importance of all New Zealanders thinking carefully about their preparedness to deal with emergencies, like the fires in Nelson-Tasman, particularly when the impacts of these are likely to be exacerbated by climate change.

The Strategy is not a 'how to guide' to drive responses to specific emergencies. We've got other documents (such as the National Civil Defence Emergency Management Plan) designed to do this.

## **Why do we need a new Strategy?**

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The current strategy expires in April 2019 and there is a legal requirement to have a Strategy in place at all times.

We've also learnt a lot in the past decade, including lessons learned from significant and damaging emergencies in New Zealand and overseas. A number of things have influenced our thinking on the shape of the new Strategy:

- 16 years of lessons from incidents and emergencies since the CDEM Act came into effect;
- a Ministerial Review (2017) on *Better Responses to Natural Disasters and Other Emergencies* that resulted in a number of significant recommendations for the emergency management system;
- global agreements such as the Sendai Framework for Disaster Risk Reduction 2015-2030 that outlines how nations should approach their wider societal risk from disasters;
- work to develop a better understanding of national risks; and
- a two-year long strategy development process with a wide range of stakeholders to analyse our current state and determine vision, goals, and objectives.

Simply put, the world has changed, and we have changed. It is time to set the new direction.

## **When will the new Strategy come into effect?**

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The new Strategy will come into effect on 10 April 2019 unless Parliament resolves before then not to approve it. It will last for 10 years, although it can be reviewed before then if necessary.

## **How does the strategy relate to the Government response to the Technical Advisory Group report *Better responses to Natural Disasters and other Emergencies* (TAG report)?**

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The TAG report was the result of a Ministerial review of how New Zealand responds to natural disasters and other emergencies. The Government response sets out a multi-year work programme that will improve New Zealand's emergency response system in five areas:

- putting the safety and wellbeing of people at the heart of the emergency response system
- strengthening the national leadership of the emergency management system
- making it clear who is responsible for what, nationally and regionally
- building the capacity and capability of the emergency management workforce
- improving the information and intelligence system that supports decision making in emergencies.

The Strategy has a number of objectives related to each of the above areas (particularly Objectives 7-12). These will help to ensure effective delivery of some of this work.

## **How are Māori perspectives reflected in the Strategy?**

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The Strategy is informed by Te Ao Māori and includes Māori concepts of resilience. It also provides for collaborative engagement with iwi. In particular it reflects the Government's response to the Technical Advisory Group on *Better Responses to Natural Disasters and Other Emergencies*, which set out a goal of better recognising the capability iwi bring to emergency management.

## **How are disability perspectives reflected in the Strategy?**

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The Strategy contains objectives aimed at minimising the negative impacts of disasters on those most likely to be disproportionately affected by disasters, including people with disabilities, and assumes that achievement of these objectives will support those groups.

Engagement with groups representing disability perspectives and with the Office for Disability Issues was undertaken during public consultation.

## **How does the Strategy reflect the importance of animal welfare?**

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The Strategy acknowledges the welfare of animals, and encourages individuals, families/whanau, and communities to consider what they can do to prepare themselves and their animals for disruptions and emergencies as part of their resilience planning.

The Strategy also acknowledges that emergency responses must, where possible, recognise animal welfare needs.

## **How will the Strategy's objectives be achieved?**

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The Strategy provides the vision and strategic direction, including outlining priorities and objectives for increasing New Zealand's resilience to disasters. The detail of *how* those objectives are to be achieved will be developed in an accompanying work plan ('Roadmap'), alongside other related key documents including the *National CDEM Plan and Guide*, the *National Security System Handbook*, CDEM Group Plans, and a range of other supporting policies and plans.

The Roadmap is still to be developed.

## **How does the new Strategy differ from what we have now?**

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The main change from the current Strategy is the focus on building broad societal resilience to disasters, with more explicit reference to communities and community-based resilience. This is a more inclusive approach, to individuals, families and whānau, communities, hapū, and iwi, and businesses and organisations, as well as local and central government.

## **Why the title change from the previous strategy?**

---

Many stakeholders, sectors, and communities don't recognise the term 'CDEM'. The Strategy has been called the *National Disaster Resilience Strategy* to encourage all sectors to see they play an important part in the 4Rs of risk reduction, readiness, response and recovery.

The Strategy is still a national CDEM strategy made under the CDEM Act, issued by the Minister of Civil Defence, on behalf of the Crown.

## **How was the Strategy developed?**

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Over the last 3 years the Ministry of Civil Defence & Emergency Management held workshops with a wide range of people to think about a new Strategy. Representatives from over 300 organisations (from local and central government, social, community and voluntary sector groups, and the private sector including the business, lifelines and infrastructure sectors) participated.

The workshops sought views on resilience, including looking at our current state of resilience, discussing our desired outcomes and priorities for the future, and the actions we need to take to get to the desired future state.

A draft for public consultation was also released.

The Ministerial Review into *Better Responses to Natural Disasters and Other Emergencies*, and the Government response to that report, as well as international frameworks and best practice



(such as the Sendai Framework for Disaster Risk Reduction, Sustainable Development Goals, and Paris Agreement on Climate Change), also played a key part in determining the long-term Strategy.

## **How will the Strategy affect me?**

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As the Strategy is implemented, along with the reforms following the recent Government review, we will see improved resilience to the risks from hazards at all levels, from individuals and families/whānau, to businesses and organisations, along with communities and hapū, cities and districts.

This will help us to reduce the number and severity of emergencies, better deal with them when they do occur and recover more quickly afterwards.

## **How should the Strategy be used?**

---

The Strategy is intended to provide a common agenda for resilience for individual agencies, organisations, and groups.

Central government, local government, CDEM Groups, businesses, organisations, and iwi can use it to guide them build resilience both for their own organisation, and for the people and communities they support or provide services for.

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All readers are encouraged to consider what this Strategy means for them, their family/whānau, community/hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others.



# NATIONAL DISASTER RESILIENCE STRATEGY QUESTION AND ANSWERS

## 10 APRIL 2019

This document provides you with more in-depth information on the new National Disaster Resilience Strategy, including to help with any enquiries from stakeholders.

Further resources, including an introductory/overview presentation, summary, translated, and accessible versions, posters, 'what can I do' one-pagers, and graphics can be found on the Strategy webpage, at:

[www.civildefence.govt.nz/national-disaster-resilience-strategy](http://www.civildefence.govt.nz/national-disaster-resilience-strategy)

For further resources or information, please email [nationalstrategy@dpmc.govt.nz](mailto:nationalstrategy@dpmc.govt.nz) or contact Jo Horrocks ([jo\\_horrocks@dpmc.govt.nz](mailto:jo_horrocks@dpmc.govt.nz) or 027 702 3353).

**Sections in this document** (clickable links):

- [Key questions](#)
- [Use and implementation of the Strategy](#)
- [The Strategy and links to other work](#)
- [Inclusion of different worldviews and interests](#)
- [The Strategy and recent events](#)
- [The Strategy and CDEM Groups](#)

## KEY QUESTIONS

### What is the purpose of the Strategy?

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The Strategy outlines the vision and long-term goals for civil defence emergency management (CDEM) in New Zealand, and the objectives to be pursued to meet those goals. It sets out what we expect in respect of a resilient New Zealand, and what we want to achieve over the next 10 years.

The Strategy delivers on the intent and purpose of the CDEM Act 2002, which:

- promotes the sustainable management of hazards in a way that contributes to safety and wellbeing;
- encourages wide participation, including communities, in the process to manage risk;
- provides for planning and preparation for emergencies, and for response and recovery;
- requires local authorities to coordinate reduction, readiness, response and recovery activities through regional groups;
- provides a basis for the integration of national and local planning and activity; and
- encourages coordination across a wide range of agencies, recognising that emergencies are multi-agency events affecting all parts of society.

### Why do we need a new Strategy?

---

The previous strategy expired on 9 April 2019 and there is a legal requirement to have a Strategy in place at all times.

We've also learnt a lot in the past decade, including lessons learned from significant and damaging emergencies in New Zealand and overseas. A number of things have influenced our thinking on the shape of the new Strategy:

- 16 years of lessons from incidents and emergencies since the CDEM Act came into effect;
- a Ministerial Review (2017) on *Better Responses to Natural Disasters and Other Emergencies* that resulted in a number of significant recommendations for the emergency management system;
- global agreements such as the Sendai Framework for Disaster Risk Reduction 2015-2030 that outlines how nations should approach their wider societal risk from disasters;
- work to develop a better understanding of national risks; and
- a two-year long strategy development process with a wide range of stakeholders to analyse our current state and determine vision, goals, and objectives.

Simply put, the world has changed, and we have changed. It is time to set the new direction.

## **How does the new Strategy differ from the previous one?**

---

The main change from the current Strategy is the focus on building broad societal resilience to disasters, with more explicit reference to communities and community-based resilience. This is a more inclusive approach, to individuals, families and whānau, communities, hapū, and iwi, and businesses and organisations, as well as local and central government.

## **Why the title change from the previous strategy?**

---

Many stakeholders, sectors, and communities don't recognise the term 'CDEM'. The Strategy has been called the *National Disaster Resilience Strategy* to encourage all sectors to see they play an important part in the 4Rs of risk reduction, readiness, response and recovery.

The Strategy is still a national CDEM strategy made under the CDEM Act, issued by the Minister of Civil Defence, on behalf of the Crown.

## **How was the Strategy developed?**

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From the beginning of the Strategy development process (late 2015/early 2016), we identified a strong need to build the evidence base and engage widely with stakeholders.

In terms of 'evidence', we commissioned scientific analysis, analysed domestic and international literature and best practice, reviewed event and lessons reports, and engaged with international bodies for disaster risk reduction and management.

We then looked to put this in New Zealand context. We undertook a series of workshops around the country, which were attended by a broad range of people and groups. Attendance included representatives from over 300 organisations - from local and central government, iwi, social, community and voluntary sector groups, the private sector including the business, lifelines and infrastructure sectors. We also consulted other government departments on their policy agendas, and held two national conferences focussed on the future of emergency management in New Zealand.

The Ministerial Review into *Better Responses to Natural Disasters and Other Emergencies*, and the Government response to that report, as well as international frameworks and best practice (such as the Sendai Framework for Disaster Risk Reduction, Sustainable Development Goals, and Paris Agreement on Climate Change), played a key part in determining the Strategy.



A public consultation period was held from 11 October to 7 December 2018 to seek wider views on the proposed Strategy. This was advertised by press release, advertisements in several national newspapers, in the New Zealand Gazette, on social media, and by email to a wide range of stakeholders, including all those who had participated in the workshops or conferences.

In addition to the public consultation period, we also conducted two periods of agency and Ministerial consultation (September 2018, and January 2019). These provided further refinements; in particular, it ensured the Strategy was well aligned to other portfolio aims and objectives.

Finally, the Strategy was referred to the Governance and Administration (Select) Committee for their review. The Governance and Administration Committee held a one-week public consultation period to seek their own independent views on the Strategy, and subsequently reported their approval to the House of Representatives.

## **How will the Strategy affect me?**

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As the Strategy is implemented, along with the reforms following the recent Government review, we will see improved resilience to the risks from hazards at all levels, from individuals and families/whānau, to businesses and organisations, along with communities and hapū, cities and districts.

This will help us to reduce the number and severity of emergencies, better deal with them when they do occur and recover more quickly afterwards.

**You can also contribute!** Everyone is encouraged to consider what the Strategy means for them, their family/whānau, community/hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others.

## **Why doesn't the Strategy tell me what to do?**

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The purpose of the Strategy is to provide long-term, high-level goals and objectives in order to achieve an overarching vision (in this case, a disaster resilient nation). It is not a plan for response or recovery, a corrective action plan, or a work programme.

The Strategy provides the 'why' and, broadly, the 'how'. However, it does not provide the 'how to' or 'what', address specific issues, or aim to drive specific responses to emergencies. This is more appropriately provided in other documents such as the National CDEM Plan, local plans, or a range of guidance material specifically designed to support action.

# USE AND IMPLEMENTATION OF THE STRATEGY

## What are the next steps?

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We know that, as the document itself says, a strategy is not the end of thinking about resilience, it's the beginning. So when the Strategy comes into effect, the hard work starts.

Collectively, at a central and local government level, in the public and private sectors, and in our communities, we are already progressing work that will contribute to a number of objectives of the Strategy.

An early task is to produce a formal implementation plan, which the document calls a 'Roadmap of Actions'. This will look at the desired end state for each objective, examine what we already have in place and in progress, and define what the gap is. We can then programme work to fill the gaps.

Another key task is completing the measuring, monitoring, and evaluation regime that accompanies the Strategy. This will be a key part of our accountability, and ensuring we stay on track and monitor progress and effectiveness.

MCDEM also intends to work on a series of resources and toolboxes to help others implement their part in the Strategy.

In all, we intend to ensure that – collectively – we make progress on the vision of this document, and that New Zealand becomes a more disaster resilient nation.

## How will the Strategy be implemented?

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The Strategy provides the vision and strategic direction, including outlining priorities and objectives for increasing New Zealand's resilience to disasters. The detail of *how* those objectives are to be achieved will be developed in an accompanying work plan ('Roadmap of Actions'), alongside other related key documents including the *National CDEM Plan and Guide*, the *National Security System Handbook*, CDEM Group Plans, and a range of other supporting policies and plans.

MCDEM will coordinate the development of the Roadmap of Actions during 2019.

This said, the Strategy is intended to provide **a common agenda for resilience** that individual agencies, organisations, and groups can align with for collective impact.

Everyone is encouraged to read the Strategy and consider what it means for them, their family/whānau, community/hapū, business, organisation, or CDEM Group, and what they can do to contribute to their own resilience or the resilience of others.

## Who owns the Strategy?

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The Strategy is issued by the Minister of Civil Defence (pursuant to s 31 of the CDEM Act 2002) and provides an outline of the 'Crown's goals' in relation to civil defence emergency management.

However, the Strategy is **for all New Zealanders**, and all those who live, work or visit here. It was developed collaboratively so that it reflects our collective realities, and with the intention that we all feel a sense of ownership for it.

**MCDEM and CDEM Groups** have a particular responsibility – statutorily – to be "not inconsistent" with the Strategy in undertaking their activities and planning.

**Those who work in emergency management, or in a risk or resilience-related field generally**, are particularly encouraged to promote the messages in the Strategy, and drive progress on the goals and objectives.

## **How will the Strategy be measured and monitored?**

An intended measuring and monitoring framework is described in the Strategy (page 35-36). This will be further developed during 2019 (with the Roadmap of Actions), and detailed in an accompanying document.

The intention is for a suite of indicators that measure, monitor, and report on:

- progress on goals and objectives;
- progress on resilience; and
- progress on impact.

## **How should the Strategy be used?**

The Strategy is intended to provide a common agenda for resilience for individual agencies, organisations, and groups.

Central government, local government, CDEM Groups, businesses, organisations, and iwi can use the Strategy to guide them build resilience both for their own organisation, and for the people and communities they support or provide services for.

Hapū and community organisations can use the Strategy to support community wellbeing and resilience, and to understand the wider network of agencies and organisations working towards common goals.

Individuals, households and whānau can use the Strategy to prompt thinking on their own resilience, and what they can do to ensure they are prepared for disruption and crises in the long term. The Strategy hopefully gives assurance of the wider network of actors supporting them at a community, local, regional, and national level.

All readers are encouraged to consider what the Strategy means for them, their family/whānau, community/hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others.

The Strategy contains tailored recommendations for each of these groups, and they are available for individual download on the Strategy website ([civildefence.govt.nz/national-disaster-resilience-strategy](http://civildefence.govt.nz/national-disaster-resilience-strategy)) – along with a host of other resources.



## THE STRATEGY AND LINKS TO OTHER WORK

### How does the strategy relate to the Government response to the Technical Advisory Group report *Better Responses to Natural Disasters and Other Emergencies* (TAG report)?

---

The TAG report was the result of a Ministerial review of how New Zealand responds to natural disasters and other emergencies. The Government response sets out a multi-year work programme that will improve New Zealand's emergency response system in five areas:

- putting the safety and wellbeing of people at the heart of the emergency response system
- strengthening the national leadership of the emergency management system
- making it clear who is responsible for what, nationally and regionally
- building the capacity and capability of the emergency management workforce
- improving the information and intelligence system that supports decision making in emergencies.

The Strategy has a number of objectives related to each of the above areas (particularly Objectives 7-12). These will help to ensure effective delivery of some of this work. MCDEM and CDEM Groups, in particular, are required to be "not inconsistent" with the Strategy objectives in undertaking their activities and planning.

### How does the strategy relate to the legislative reform work (CDEM Act) currently underway?

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The legislative reform work underway (as at April 2019) is one mechanism for making progress on the Government's response to the Technical Advisory Group report *Better Responses to Natural Disasters and Other Emergencies* (TAG report).

The reforms will directly contribute to the achievement of that report and contribute to the achievement of some of the objectives of the Strategy.

### How does the Strategy link to climate change work?

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The Strategy recognises that many of the risks we face now and in the future may be exacerbated by climate change. As such, mitigating the effects of, and adapting to climate change will be key for a more disaster resilient future.

A number of the Strategy's objectives make direct reference to, or are directly relevant to climate change adaptation and climate resilience. They are intended to align with, and contribute to, the work underway by other agencies, for example, the Ministry for the Environment, the Ministry for Primary Industries, or the Department of Conservation. However, the Strategy does not lead on climate change strategy, policy, or programmes.

### How does the Strategy link to other work?

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The Strategy is informed by policy and practice across key sectors of society and, in turn, promotes or requires resilient practices in each of these sectors (see diagram on page 10 of the Strategy).

Some work to deliver the Strategy is driven by the Strategy itself (for example, working with communities on community resilience plans). Others are driven by other legislation and policy (for example, Regional or District plans) and contribute to multiple outcomes. Particular care has been taken to ensure alignment in these areas of cross over, and ensure that policy and practice on key issues is mutually reinforcing.

# INCLUSION OF DIFFERENT WORLDVIEWS AND INTERESTS

## How are Māori perspectives reflected in the Strategy?

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The Strategy is informed by Te Ao Māori and includes Māori concepts of resilience. It also provides for collaborative engagement with iwi. In particular it reflects the Government's response to the Technical Advisory Group on *Better Responses to Natural Disasters and Other Emergencies*, which set out a goal of better recognising the capability iwi bring to emergency management.

Key objectives are objective 8, *Build the relationship between emergency management organisations and iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management*, and objective 18, *Recognise the importance of culture to resilience, including to support the continuity of cultural places, institutions and activities, and to enable the participation of different cultures in resilience* – although all objectives could be relevant to varying degrees.

## How are disability perspectives reflected in the Strategy?

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The Strategy contains objectives aimed at minimising the negative impacts of disasters on those most likely to be disproportionately affected by disasters, including people with disabilities, and assumes that achievement of these objectives will support those groups.

It also promotes a strengths-based approach, including that identifying different protective and adaptive factors and opportunities, can enable, empower, and give agency to groups who might otherwise be disproportionately affected. An inclusive, participatory approach such as this can also add to the richness and effectiveness of emergency management planning, and ensure the outcomes from disasters are as equitable as possible.

Engagement with groups representing disability perspectives and with the Office for Disability Issues was undertaken during public consultation.

## How does the Strategy reflect the importance of animal welfare?

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The Strategy acknowledges the welfare of animals, and encourages individuals, families/ whanau, and communities to consider what they can do to prepare themselves and their animals for disruptions and emergencies as part of their resilience planning.

The Strategy also acknowledges that emergency responses must, where possible, recognise animal welfare needs.

## I heard there were a lot of submissions on animal welfare in the public consultation phase?

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There was one submission on animal welfare in the first public consultation round, and 103 in the second (Governance and Administration Committee) consultation period.

MCDEM agreed with submitters that:

- Animal lives matter
- Animals are important to people; not only will some people risk their lives to rescue their animals, putting themselves and others at risk, but international best practice shows that animals assist with psychosocial recovery.
- There needs to be effective plans for animal evacuation and welfare.
- There is room for improvement in our (collective) arrangements for animal welfare in an

emergency, and there have been emergencies where the animal response was not as rapid or effective as it could have been.

- Funding for animal welfare response organisations is a particular issue.

At the same time, it has to be recognised that we already have documented arrangements in place for animal evacuation and welfare, and work programmes are underway that will further formalise them and ensure we are world-leading in our approach.

Animal welfare is recognised in the National CDEM Plan and has its own sub-section. The provisions are based on the principle that all animal owners or persons in charge of animals should develop their own plans to care for their animals. However, the provisions also recognise that in an emergency not all animals will be able to be cared for by their owners, especially in cases of mass evacuation. It also recognises the increasing expectations much of society has come to have on improving animal welfare.

The Plan gives the Ministry for Primary Industries (MPI) responsibility to co-ordinate the provision of animal welfare services, coordinate the planning for animal welfare in emergencies, and maintain the Government's reporting and advisory capability on animal welfare in an emergency. A number of other organisations such as Federated Farmers, local authorities' animal control units, the New Zealand Veterinary Association (NZVA) and the Society for the Prevention of Cruelty to Animals (SPCA) are noted as able to provide support.

Regional animal welfare teams have also been formed, which are made up of regional representatives of MPI and key support agencies. Regional rural advisory groups have also been formed which not only provide a voice for rural communities, they also link human welfare and animal welfare in the rural context.

MPI has two national animal welfare coordinators who provide support to regional CDEM Groups for planning, and in response and recovery.

MPI's work plan for 2019 includes:

- formalising a regional coordination structure
- addressing the gap in legislation on who pays for animal welfare in emergencies
- working with CDEM Groups to finalise regional animal welfare in emergency plans
- finalising a National Animal Welfare in Emergency Plan and a subfunction Activation Plan
- creating more public messaging/awareness to add to the information already on its website
- establishing a nationwide contingency of animal rescue expertise
- formalising arrangements with support agencies and national rescue teams



# THE STRATEGY AND RECENT EVENTS

## How would the Strategy have supported the response to the Nelson-Tasman fires?

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The Strategy underlines the continued importance of all New Zealanders thinking carefully about their preparedness to deal with emergencies, like the fires in Nelson-Tasman, particularly when the impacts of these are likely to be exacerbated by climate change.

The Strategy is not a 'how to guide' to drive responses to specific emergencies. We've got other documents (such as the National Civil Defence Emergency Management Plan) designed to do this. The Strategy is concerned with building our resilience to all events, known and unknown, over the long-term.

## Does the Strategy provide for resilience in the face of terror events?

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Resilience is critical regardless of the nature of the event, and the events in Christchurch on 15 March 2019 highlight that resilience, as a concept, is more important than ever.

The Strategy draws on the 'all hazards – all risks' approach by being clear there is a range of risks to our wellbeing. This includes human generated security threats. It acknowledges uncertainty as an enduring feature of the security environment, and our vulnerability to disruption from a range of domestic and international sources.

The Strategy places as much emphasis on social capital, social and cultural connectedness, and psychosocial impact (an important focus in this case) as it does economic impacts and impacts on the built environment.

## Should the Strategy be amended in light of events in Christchurch on 15 March 2019??

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It will take time to fully understand the policy, social and economic implications of the event in Christchurch.

The Strategy in its current form took three years to develop. The intention of the Strategy is that we build broad-based resilience – not just to 'known' risks, but also to emerging risks, and in the face of uncertainty, generally. A resilience approach is one that is focussed on building capacities – at all levels – so we are better able to manage whatever threats or hazards occur. We may not be able to prevent all threats and hazards, but we can manage them well, and reduce the chances of them becoming disasters that impact our wellbeing in a profound, unmitigated, and ongoing way.

That said, our collective understanding of resilience continues to evolve with our experience. While the Strategy reflects the lessons of the last 10 years, we know we've got further thinking to do as a result of events in light of Christchurch.

# THE STRATEGY AND CDEM GROUPS

## Will CDEM Groups need to change their Group Plans?

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Yes, in due course. The CDEM Act requires that CDEM Groups must not be inconsistent with the national CDEM strategy currently in effect (including their “*actions in exercising or performing functions, duties, and powers under the Act*”).

CDEM Groups are usually required to demonstrate how they align with the national strategy in Group Plans. However, given that Group Plans are substantial strategic documents requiring considerable process to review or amend, updating them to reflect the new Strategy at the next scheduled review point is sufficient.

This doesn't remove the need to be “*not be inconsistent with the national CDEM strategy currently in effect*” including “*actions in exercising or performing functions, duties, and powers under the Act*” in the meantime.

All CDEM Groups are encouraged to read the Strategy and ensure a good understanding of its goals and objectives.

## What will we need to do differently?

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Collectively, at a central and local government level, in MCDEM, CDEM Groups, and individual local authorities, we are already progressing work that will contribute to a number of objectives of the Strategy.

In fact, many of the objectives are not new at all.

What may be new – or new to some – is the degree of ambition encapsulated in the ‘what success looks like’ description of each objective. In most cases these represent not a revolution, but certainly an evolution in how we do things – a degree of maturity and achievement that, collectively, we have determined we want to aim for.

Some areas of the Strategy have more emphasis than in previous strategies, and consideration may need to be given about how we address them. Examples include:

- The Strategy is explicit that the purpose of resilience is the **protection of wellbeing and prosperity**. What does it mean to do something not just for safety, but for wellbeing and prosperity as well?
- The Strategy puts **a greater emphasis on managing risks**, as part of our commitment to the Sendai Framework for Disaster Risk Reduction. This includes a renewed effort on identifying, understanding, addressing, and governing risk, particularly to address any gaps in our understanding, policy, and practice.
- The Strategy **promotes an inclusive, whole-of-society approach**, including particular attention to:
  - Ensuring the resilience of Māori, and Māori concepts of resilience are woven through our planning and practice.
  - Recognising our cultural diversity and what culture and cultural life means to resilience. Ensuring the needs of culturally and linguistically diverse communities are met.
  - Ensuring emergency management is cognisant of the particular challenges, needs, preferences, capabilities, and aspirations of rural communities.
  - Ensuring the voices of disabled people are heard, and our emergency management and resilience practices are disability-inclusive.

- The Strategy asserts that **everyone has a role in a disaster resilient nation**, and encourages agencies, businesses, organisations, communities, and Groups to contribute.
- An emphasis is put on **resilient cities and districts**, and local authorities will need to think about how they can give effect to the Strategy across their business, not just through their 'CDEM staff'. Page 4 contains tailored recommendations.
- The Strategy also puts a priority on **empowering, enabling, and supporting community resilience**, including to recognise the importance of social capital and cultural life in promoting resilience. What does it mean, in practice, to “empower, enable, and support” community resilience?

## How are we supposed to do all this? When are we supposed to have this done by?

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The Strategy has three key features:

1. It is a ten-year strategy. It describes where we would like to be in ten years' time, and sets broad parameters for how to get there.
2. It represents the collective work we need to do to build a more resilient nation. No one agency, organisation, or group is expected to do all of it. Rather, all agencies, organisations, and groups are encouraged to review the document and consider *how* they could or should contribute to the desired goals, objectives, and outcomes.
3. There is strategic and practical choice in how and when it is implemented. The Strategy contains a series of ambitious objectives, in keeping with a long-term strategy. However there is still choice in *how* and *when* we seek to implement them. Budget, resourcing, and other priorities will be key considerations for any organisation in determining to what extent they are able to contribute.

## What is MCDEM going to do to implement the strategy?

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MCDEM will consider its role in implementing the Strategy, like any other agency or organisation. The Strategy, together with Government's priorities in any one year, will form a key input in determining MCDEM's annual and long-term work programme (and will be reflected in the annual MCDEM Business Plan).

MCDEM, like CDEM Groups, has a key responsibility to promote awareness and understanding of the Strategy, and drive implementation of its objectives. This may extend to coordinating and facilitating action, but it is not the same as *doing* all of it.

## Is the government going to make available funding to help me make these changes?

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The Strategy does not *require* any person, agency, or group to take any specific actions. Rather, it describes our collective desired state of resilience, and, broadly, how we can enable and support increased resilience for the people, businesses and organisations, communities, and cities and districts we serve.

It is intended to guide our work, and encourage us to make choices with resilience in mind, but they are choices all the same.

As a nation, we all have relatively limited resources. A key task for the next 10 years is to work out how we build our resilience in a smart, cost-effective, and, if necessary, incremental, way, so that it's realistic and affordable, while still achieving the change we all want to see.