At the same time, rural populations are often presumed to be more resilient – as individuals, families/whānau and communities/hapū – than urban communities, despite current statistics that indicate higher levels of mental illness and suicide in rural areas.

Acknowledgement of these differences in managing risks, responding to and recovering from emergencies, and in strengthening resilience will help to ensure that activities and messaging is rural-appropriate.

## 4.5  A resilient nation: how are we doing?

The process to develop this Strategy included a collective[8] evaluation of New Zealand's current state of resilience, including our strengths, barriers to, and opportunities for building resilience. Appendix 3 details the main conclusions, and can be seen as the 'baseline' for the Strategy, as well as the main evidence base on which many of the priorities and objectives are based.

## 4.6  Conclusion: co-creating a resilient society

Today's world is turbulent and is likely to be so in the future. However, it is also dynamic, and characterised by huge opportunities for leadership and innovation. A critical question for the next 10 years will be how to enable and use those opportunities to effectively build resilience and address the many challenges that will continue to confront us.

One of the key messages is that we need to look to a range of sources for inspiration and relevance as we adapt to a shifting, and increasingly challenging environment. These include exploring new opportunities for engagement and action through technology, new sources of inspiration and activity driven by younger generations, and new methods for measuring and demonstrating impact.

We need to embody agility and flexibility, enabling others to act according to their need. We need to monitor risks and trends, maintain a learning, growth mindset, and adapt and transform our organisations and ourselves as necessary. Within this, it is important to focus on adaptive capabilities – the skills, abilities, and knowledge that allow us to react constructively to any given situation, and empower individuals and communities/hapū to do just that.

We need to work out how we build our resilience in a smart, cost-effective way, so that it's realistic and affordable, and so it isn't a 'sunk' cost, like stockpiles for a bad day – but rather enables better living standards today.

Above all, we need to work together – as communities, and as organisations that support communities. Building resilience as siloed sectors is not enough – government, the private, and not-for-profit sectors need to be more joined up. More effective ways of tackling challenges are required, which, by necessity, will transcend traditional sector barriers. This includes employing new business models that combine the resources and expertise of multiple sectors of society to address common challenges, as well as creating opportunities that enable leaders across all sectors to participate effectively in decision-making.

It is in this cross-sectoral space that we have the opportunity and ability to underpin the resilience dynamism that we need, by engaging in ways that inspire, support and shape a change agenda that is needed for improved resilience at both the national and local levels. By developing these cross-sectoral opportunities, we can build powerful networks built on trust, commitment, and a focus on the collective good, which can be translated into positive outcomes for society.



---

# Vision of a resilient New Zealand

## He matakitenga o te Aotearoa manawaroa

A future resilient New Zealand is a nation where resilience thinking is integrated into all aspects of life as a matter of course. There is a deep, shared understanding of a wide range of risks and the nature of the action that each of them requires. From an individual level, to families and whānau, communities and hapū, cities and districts, and at a national level, everyone understands their own share of responsibility for reducing risk and strengthening resilience. A strong understanding of risk and resilience is also an integral part of business culture. The integration of these parts builds a risk-savvy, resilient nation.

Strong leadership has created a coherent, joined-up approach to resilience that connects with a range of government departments and organisational mandates. Communities are empowered to problem solve and adapt. At a national level, a long-term resilience strategy and the associated capacities and governance structures are in place. There is a constant flow of up-to-date, evidence-based information on best practice. This supports the capacity for local, site-specific, and innovative response. Rich information flows make it possible for communities and the nation to identify and connect up resources and use them where they are most needed.

New Zealand communities and neighbourhoods are well connected both by face-to-face interaction and digital networks. There are shared values and social norms in relation to resilience that support a 'whole of society' approach. At the same time, resilience thinking connects with, draws on and permeates all cultures within New Zealand. People make the connection between resilience and their own culture, values, traditions, sense of identity and sense of place.

New Zealand takes a proactive, anticipatory, smart approach to limit impacts before they happen, understanding that action up-front limits costs later. This includes taking steps both to mitigate the risks from climate change, and to adapt to the change that is already taking place. Tough issues are tackled through collective conversation and action.

Resilience is integrated into urban and rural design principles as a matter of course and supported by quality information on safe building materials and design. Rich data and modelling of hazard and risk are enabling the transition to smart land-use, where permanent dwellings and key infrastructure are not built on the highest risk ground.

Response to emergencies is characterised by an end-to-end system that supports cooperative and coordinated emergency management, and timely, accurate, and relevant information that enables the public to understand the situation and take action to protect themselves and others, and limit damaging and costly flow-on effects.

New Zealand as a whole is able to have informed debate about the optimal level of resource to invest in order to ensure that all aspects of recovery, including economic recovery, are smooth and swift. Recovery from emergencies is comprehensive, participatory, and inclusive of all peoples and organisations, having had discussions about priorities, processes, and desired outcomes before emergencies happen.

In summary, as a nation, we understand that we live in a country exposed to hazards, but we also understand the range of actions to take to limit impacts and ensure the hazards, crises, and emergencies we will inevitably face do not become disasters that threaten our prosperity and wellbeing.

# Our priorities for improved resilience:

## Ā mātau kaupapa matua mō te whakapakari i te manawaroa

Managing risks

Effective response to and recovery from emergencies

Enabling, empowering, and supporting community resilience

# 5. Managing risks
## Te whakahaere mōrea

**What we want to see:** New Zealand is a risk savvy nation that takes all practicable steps to identify, prioritise, and manage risks that could impact the wellbeing and prosperity of New Zealanders, and all who live, work, or visit here.

This priority is concerned with identifying and monitoring risks to our wellbeing, taking action to reduce our existing levels of risk ('corrective risk management'), minimise the amount of new risk we create ('prospective risk management'), and ensuring that everyone has the data, information, knowledge, and tools they need to be able to make informed decisions about resilience.

We have seen how we already have a considerable amount of risk in our society through the hazards we face, the assets we have exposed to those hazards, and the vulnerability of people, assets, and services to impacts. It is important for us to try and reduce that level of existing risk so that the chances of disaster are reduced, and/or the impacts are reduced if or when hazardous events occur.

At the same time, it is critical to recognise how we inadvertently add to that risk through poor development choices, including land-use and building choices. Planning for resilience at the outset of new projects is by far the cheapest and easiest time to minimise risk and has the potential to significantly reduce disaster costs in the future.

Risk information provides a critical foundation for managing disaster risk across all sectors. At the community level, an understanding of hazard events—whether from living memory or oral and written histories— can inform and influence decisions on preparedness, including life-saving evacuation procedures and the location of important facilities.

In the construction sector, quantifying the potential risk expected in the lifetime of a building, bridge, or other critical infrastructure drives the creation and modification of building codes. In the land-use and urban planning sectors, robust analysis of flood (and other) risk likewise drives investment in flood protection and possibly effects changes in insurance as well. In the insurance sector, the quantification of disaster risk is essential, given that the solvency capital of most insurance companies is strongly influenced by their exposure to risk.

A critical part of understanding and managing risk is understanding the full range of costs involved in disasters, both the direct costs from damage and the more indirect and intangible costs resulting from flow-on effects and social impact. We also need to identify the range of financial instruments that may be available to support the activities designed to reduce our risk and build our resilience, including those promoted in this Strategy.

The six objectives designed to progress the priority of managing risks are at all levels to:

| | Objective | What success looks like; by 2030: |
|---|---|---|
| 1 | **Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making** | There is an agreed, standardised, and widely-used methodology for assessing disaster risks at a local government, large organisation, and central government level. This includes making use of scientific, indigenous, and local knowledge. Risks can be aggregated and viewed at a national or sub-national level, and the results inform the risk assessment efforts of others. Businesses and small organisations can make use of a simplified version to assess their own risks, and make decisions about courses of action. Particular attention is paid to assessing and reducing the vulnerability of people and groups, including to take an inclusive, participatory approach to planning and preparedness. |
| 2 | **Put in place organisational structures and identify necessary processes - including being informed by community perspectives - to understand and act on reducing risks** | The governance of risk and resilience in NZ is informed by multi-sectoral views and participation including the private sector, not-for-profit, and other community representatives. Progress on risk management and towards increased resilience is publicly tracked, and interventions evaluated for effectiveness. |
| 3 | **Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk** | There is an agreed 'plain English' lexicon for risk, including better visual products for describing the risk of any situation, hazard, product, or process; government agencies and science organisations regularly communicate with the public about risks in a timely and transparent manner, and in a way that is understandable and judged effective by the public. This transparency of risk information leads to more inclusive conversations on the acceptability of risk. |
| 4 | **Address gaps in risk reduction policy (particularly in the light of climate change adaptation)** | We have had a national conversation – including with affected and potentially-affected communities – about how to approach high hazard areas, and we have a system level-response (including central and local government) with aligned regulatory and funding/financing policies in place. |
| 5 | **Ensure development and investment practices, particularly in the built and natural environments, are risk-aware, taking care not to create any unnecessary or unacceptable new risk** | Communities value and accept having resilience as a core goal for all development, recognising that this may involve higher upfront costs though greater net benefits in the long term; plans, policies and regulations are fit for purpose, flexible enough to enable resilient development under a variety of circumstances, and can be easily adapted as risks become better understood; developers aim to exceed required standards for new development, and may receive appropriate recognition for doing so; earthquake prone building remediation meets required timeframes and standards. |
| 6 | **Understand the economic impact of disaster and disruption, and the need for investment in resilience; identify and develop financial mechanisms that support resilience activities** | There is an improved understanding of the cost of disasters and disruption, including the economic cost of social impact; we are routinely collecting data on disruption, and using it to inform decision-making and investment in resilience; there is a clear mix of funding and incentives in place to advance New Zealand's disaster risk management priorities and build resilience to disasters. |

# 6. Effective response to and recovery from emergencies
## Te urupare tōkita me te whakaora mai i ngā ohotata

**What we want to see:** New Zealand has a seamless end-to-end emergency management system that supports effective response to and recovery from emergencies, reducing impacts, caring for individuals, and protecting the long-term wellbeing of New Zealanders.

Responding to, and recovering from, disasters remains – and may always remain – our toughest challenge. This is when we have most at risk, when human suffering is potentially at its greatest, and when there is most threat to our property, assets, and economic wellbeing.

The response phase can involve frenetic pace, confusion, pressure, and has the highest requirement for good decision-making and effective communications. Recovery can be the most complex, requiring inclusive and participatory approaches, reflection and careful planning, but needs to be balanced with a need for momentum and progress.

Both hold the opportunity to minimise impacts before they get out of control, to limit the suffering of individuals, families/whānau, communities and hapū, to manage risk and build in resilience for an improved future.



There are many strengths in New Zealand's emergency management system. Our system is set up to deal with 'all hazards and risks', we work across the '4Rs', and engage communities in emergency management. There is passion and commitment from all those who respond to emergencies, paid staff, volunteers, and communities alike.

In recent years, significant global and local events have changed how we think about emergency management. The Canterbury earthquakes are still fresh in our minds as a nation. A changing climate means we could get more frequent storms and floods. Globally, we see the impact of tsunami, pandemics, industrial accidents, terrorism incidents and other hazards that cause serious harm to people, environments, and economies. Our risks are changing. Our emergency management system must change too to ensure it works when we need it.

This priority aims to further progress the advancements we have made in responding to and supporting recovery from emergencies over the last 16 years since the CDEM Act came into effect. It incorporates the Government's decisions on the Review into *Better Responses to Natural Disasters and Other Emergencies (2017),* and it looks at the next generation of capability and capacity we require. It aims to modernise the discipline of emergency management and ensure we are 'fit-for-purpose', including to address some of the emerging issues of maintaining pace with media and social media, responding to new and complex emergencies, enabling and empowering all-of-society participation, and the type of command, control, and leadership required to ensure rapid, effective, inclusive, and compassionate response and recovery.

The six objectives designed to progress the priority of effective response to and recovery from emergencies are to:

| | Objective | What success looks like; by 2030: |
|---|---|---|
| 7 | Ensure that the safety and wellbeing of people is at the heart of the emergency management system | There is renewed levels of trust and confidence in the emergency management system. In emergencies, the safety, needs, and wellbeing of affected people are the highest priority. The public know what is going on, what to expect, and what to do: hazard warnings are timely and effective, and incorporate new technology and social science; strategic information is shared with stakeholders, spokespeople, and the media, so they get the right advice at the right time; and public information management is resourced to communicate effectively with the public, through a variety of channels, in formats that are sensitive to the needs of the most vulnerable. |
| 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 | There is good collaboration and coordination between iwi and emergency management agencies in relation to emergency management. Engagement with iwi recognises the mana and status of Māori as tangata whenua, and provides practical commitment to the Treaty of Waitangi, including the principles of partnership, participation, and protection. Iwi are represented on Coordinating Executive Groups and provide advice in relation to governance and planning. CDEM Groups work with marae in their region that want to have a role in response and recovery, to understand their tikanga, support planning and development of protocols, and establish clear arrangements for reimbursement of welfare-related expenses. |
| 9 | Strengthen the national leadership of the emergency management system | There is more directive leadership of the emergency management system, including setting national standards for emergency management, so there is a consistent standard of care across the country. There is strengthened stewardship of the system, including a clear understanding of, and arrangements for, lead and support roles for the full range of national risks. |
| 10 | Ensure it is clear who is responsible for what, nationally, regionally, and locally, in response and recovery; empower and enable community-level response, and ensure it is connected into wider coordinated responses, where necessary | Legislative and policy settings support plans at all levels that are clearer about how agencies will work together and who will do what. Updated incident management doctrine provides clarity about roles and functions, and is used by all agencies to manage all events. At a regional level, shared service arrangements are clear about local and regional roles, and mean better use of resources and better holistic service delivery to communities. Communities, including the private and not-for-profit sectors, are empowered to problem-solve and lead their own response and recovery, while having connections into official channels to source support and resources where needed. |
| 11 | Build the capability and capacity of the emergency management workforce for response and recovery | All Controllers and Recovery Managers are trained and accredited; people fulfilling incident management roles have the appropriate training, skills, experience and aptitude and volunteers are appropriately trained, recognised, and kept safe in the system. Fly-in Teams undertake rapid deployments in emergency response and recovery situations to support local capability and capacity. The broader emergency management workforce has increased competency in matters of diversity and inclusiveness, including cultural competence, and disability-inclusive approaches. |
| 12 | Improve the information and intelligence system that supports decision-making in emergencies | All stakeholders in the emergency management system have access to the same operational and technical information, which provides greater awareness of the situation at hand, and allows timely and effective decision-making. |

# 7. Enabling, empowering, and supporting community resilience
## Te whakapakari i te manawaroa o te iwi

> **What we want to see:** New Zealand has a culture of resilience that means individuals and families/whānau, businesses and organisations, communities and hapū are empowered to take action to reduce their risks, connect with others, and build resilience to shocks and stresses.

This Strategy promotes the strengthening of resilience in the social, cultural, economic, built, natural, and governance environments, at all levels from individuals and families/whānau, to business and organisations, communities and hapū, cities and districts, and at the national level. It promotes integrated, collective, and holistic approaches and the goal of linking grassroots initiatives, with policy and programmes that empower, enable and support individuals and communities.

A key goal is to strengthen the culture of resilience in New Zealand, whereby New Zealanders see the value of resilience, and understand the range of actions they can take to limit their impacts, or the impacts on others, and ensure the hazards, crises, and emergencies we will inevitably face do not become disasters that threaten our prosperity and wellbeing.

It is particularly important to ensure an inclusive approach, including engaging with, and considering the needs of, any people or groups who have specific needs, or who are likely to be disproportionately affected by disasters. Not all New Zealanders, or those who work, live, or visit here, will have the same capacity to engage, prepare, or build resilience. It is critical that the needs of all people are accounted for, including how we can best enable, empower, and support people to achieve good outcomes.

Inclusive and participatory governance of disaster resilience at the national, regional and local levels is an important objective, including the development of clear vision, plans, capability, capacity, guidance and coordination within and across sectors. Champions, partnerships, networks, and coalition approaches are crucial, as well as the development of increased recognition of the role culture plays in resilience.

Infrastructure, including physical infrastructure for example roads, bridges, airports, rail, water supply, telecommunications and energy services, and social infrastructure for example health care, education, culture and heritage facilities, banking and finance services, emergency services and the justice system, is recognised as a critical element for healthy economies and stable communities. It enables commerce, movement of people, goods and information, and facilitates society's daily economic and social wellbeing.

The ability of infrastructure systems to function during adverse conditions and quickly recover to acceptable levels of service after an event is fundamental to the wellbeing of communities. This Strategy supports other key policy and programmes in emphasising the importance of infrastructure resilience, in particular for its role in supporting wider community resilience. This includes assessing the adequacy and capacity of current infrastructure assets and networks, identifying key interdependencies and cascading effects, progressively upgrading assets as practicable, and identifying opportunities to 'build back better' in recovery and reconstruction.
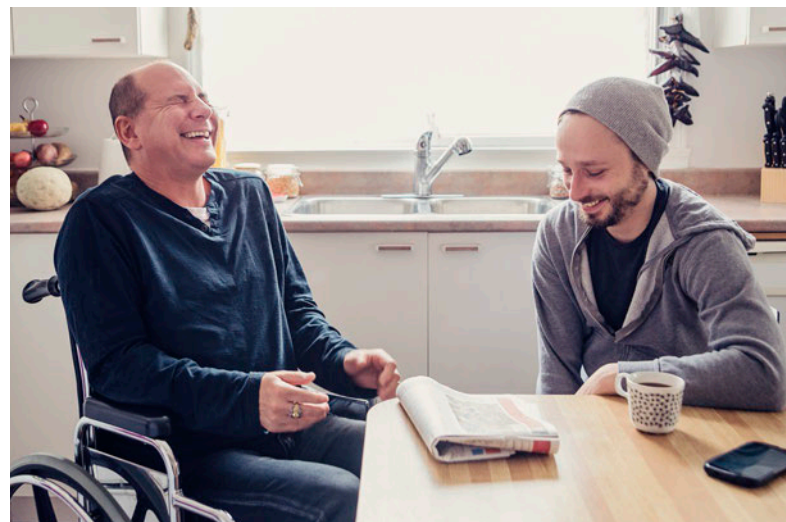
The six objectives designed to progress the priority of enabling, empowering, and supporting community resilience are at all levels to:

| | Objective | What success looks like; by 2030: |
|---|---|---|
| 13 | Enable and empower individuals, households, organisations, and businesses to build their resilience, paying particular attention to those people and groups who may be disproportionately affected by disaster | Emergency preparedness for all members of society, including animals, is part of everyday life. More people are able to thrive through periods of crisis and change because they have adaptable plans to get through different emergency scenarios, access to regularly maintained resources to draw on in an emergency, and established networks of information and support. Public, private, and not-for-profit organisations are able to thrive through periods of crisis and change because they understand what they can do to improve their resilience, and are investing in improving it. People and groups who have particular needs, or who are likely to be disproportionately affected by disasters, are included in planning and preparedness, and supported to build their resilience. |
| 14 | Cultivate an environment for social connectedness which promotes a culture of mutual help; embed a collective impact approach to building community resilience | New methodologies and approaches mean that communities are more knowledgeable about risks, are empowered to problem-solve, and participate in decision-making about their future. Capabilities, capacity, and connectedness are key ideas. Organisations that support communities work together to coordinate activities, ensure their efforts are mutually reinforcing (where possible), and track progress. |
| 15 | Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies | Local authorities and their partners have adopted strategic objectives aimed at building resilience in their city/district, and work collaboratively with a broad range of stakeholders to steward the wellbeing and prosperity of the city/district. |
| 16 | Address the capacity and adequacy of critical infrastructure systems, and upgrade them as practicable, according to risks identified | We more fully understand infrastructure vulnerabilities, including interdependencies, cascading effects and impacts on society; we have clarified and agreed expectations about levels of service during and after emergencies, and see infrastructure providers that are working to meet those levels (including through planning and investment), and; we have improved planning for response to and recovery from infrastructure failure. |
| 17 | Embed a strategic, resilience approach to recovery planning that takes account of risks identified, recognises long-term priorities and opportunities to build back better, and ensures people and communities are at the centre of recovery processes | There is significantly increased understanding of recovery principles and practice by decision-makers; readiness for recovery is based on a strong understanding of communities and their desired outcomes and values, as well as the consequences local hazards might have on these communities; in particular, it focuses on long-term resilience by linking recovery to risk reduction, readiness, and response through actions designed to reduce consequences on communities. |
| 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 | There is an increased understanding and recognition of the role culture plays in resilience; there are improved multi-cultural partnership approaches to disaster planning and preparedness; and there is substantially increased resilience to disasters including the protection of cultural and historic heritage places, assets, and taonga (including marae). |

# Our commitment to action

# E paiherea ana mātau ki te mahi

What happens next?

Transparency and social accountability

Governance

Measuring and monitoring progress

# 8. Our commitment to action
## E paiherea ana mātau ki te mahi

## Producing a strategy is not the end of thinking about resilience – it's the beginning.

Ehara te whakairo rautaki i te whakamutunga o te whakaaro mō te manawaroa – he tīmatanga kē.

### 8.1 What happens next?

The job of the Strategy is to show what we want to achieve over the next ten years. It's deliberately high level with objectives broadly described. Specific actions to implement the Strategy are not included - doing so would make it long, cumbersome and inflexible.

The Ministry of Civil Defence & Emergency Management will, during 2019, coordinate the preparation 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 be updated overtime).

The roadmap will acknowledge the range of initiatives that contribute to the Strategy's objectives. Examples of these are:

- The implementation of the Emergency Management System Reforms to improve how New Zealand responds to natural disasters and emergencies
- Revised Civil Defence Emergency Management Group plans and the National Civil Defence Emergency Management Plan (which must be reviewed by December 2020)
- Climate change adaptation initiatives

The roadmap will include work about how best to give effect to the Strategy's aim of a whole-of-society, inclusive, and collective approach to building resilience.

Holding ourselves to account is paramount.

It is envisaged that this can be achieved in three main ways: a principle of transparency and social accountability, formal governance mechanisms, and measuring and monitoring progress.

### 8.2 Transparency and social accountability

It is critical that we are transparent about both our risks and our capacity to manage them. It is only by exposing the issues and having open conversations that we will make progress on overcoming barriers, and build on strengths and opportunities.

Efforts to tackle the challenge of accountability have traditionally tended to concentrate on improving the 'supply side' of governance, including methods such as political checks and balances, administrative rules and procedures, auditing, and formal enforcement processes.

These are still important, and will be built into the process to monitor this Strategy. However, we also want to pay attention to the 'demand side' of good governance: strengthening the voice and capacity of all stakeholders (including the public, and any groups disproportionately affected by disasters), to demand greater accountability and responsiveness from authorities and service providers.

Enhancing the ability of the public to engage in policy, planning, and practice is key.

We must find ever-more effective and practical ways to do this. This could include activities such as: representation on governance or planning groups, deliberate efforts to engage different stakeholder groups on specific challenges, citizen or civil society-led action, or utilising the whole new generation of engagement offered by social media.

### 8.3 Governance of this Strategy

The Strategy will be owned and managed by existing governance mechanisms, including those through the National Security System, and at a regional level by CDEM Groups.

The process to develop a roadmap of actions will include work to identify practical ways to strengthen the voice and capacity of all stakeholders, including the public, and those disproportionately affected by disasters.

## 8.4 Measuring and monitoring progress

The monitoring and evaluation of resilience building initiatives in New Zealand must capture progress at several points along the pathway to lasting change. A Theory of Change (Figure 4) helps us think about how to assess the process of social change, beginning by defining the desired impacts on society and working backward to programme design and required inputs. The desired *impact* of government policy in New Zealand is to enhance the intergenerational wellbeing of New Zealanders. Through a resilience lens that must include the continuity and enhancement of wellbeing in the face of acute and chronic shocks.

The decisive measure of the disaster risk reduction and resilience programmes that we implement in New Zealand will be the extent to which it can be associated with reductions in the negative effects of shocks and stresses *(outcomes)*. In most cases, however, we will need to evaluate changes to resilience in the absence of shocks and we will need to assess the actions that have been shown through research and practice to contribute to disaster risk reduction and resilience *(outputs)*. Finally, to assess our capacity to achieve outputs, we must consider the required resources or *inputs* across the systems supporting resilience building initiatives.

Each step will require a different monitoring and evaluation focus, will fall within the remit of different actors, and be guided by separate, but overlapping policy frameworks. The logframe in Figure 5 highlights the logical linkages between each step in the theory of change model to the guidance and indicators needed for monitoring[9].

**Impacts**
Improved wellbeing
(after or despite shocks)

**Outcomes**
Improved resilience of communities

**Outputs**
Actions to enhance resilience

**Inputs**
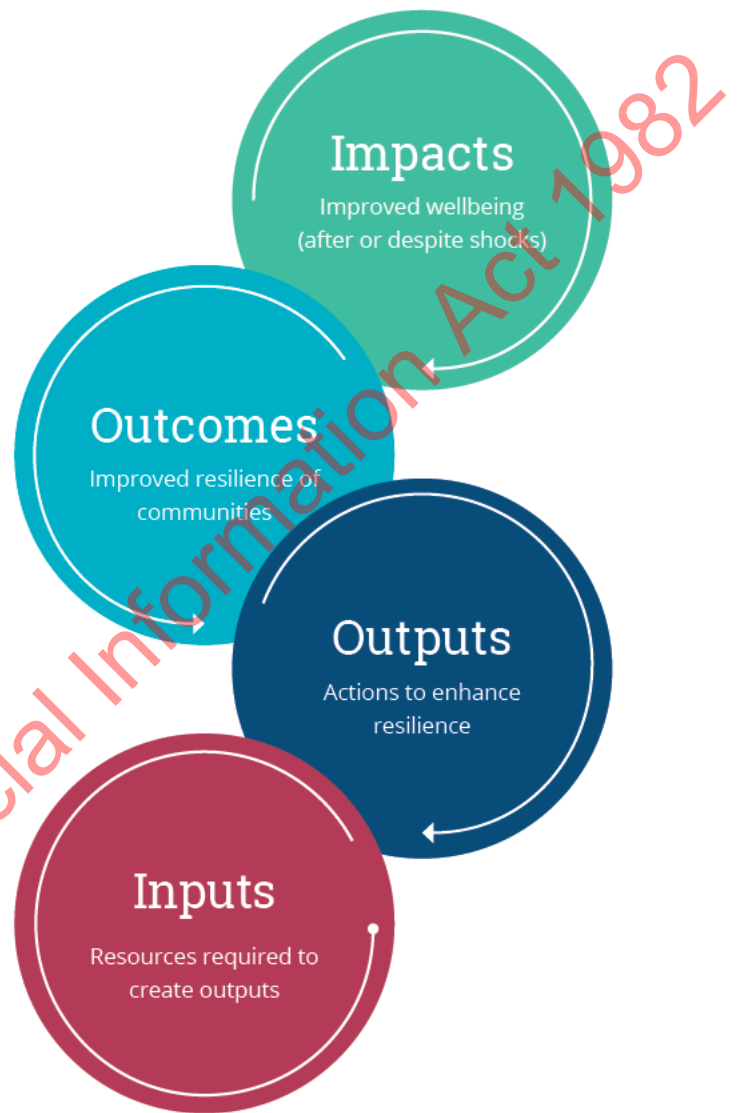Resources required to create outputs

*Figure 4 Theory of change for resilience*

[9] *Acknowledgement: the measuring and monitoring regime for this Strategy was developed in association with the National Science Challenge Resilience to Nature's Challenges' Trajectories workstream, led by Dr Joanne Stevenson.*
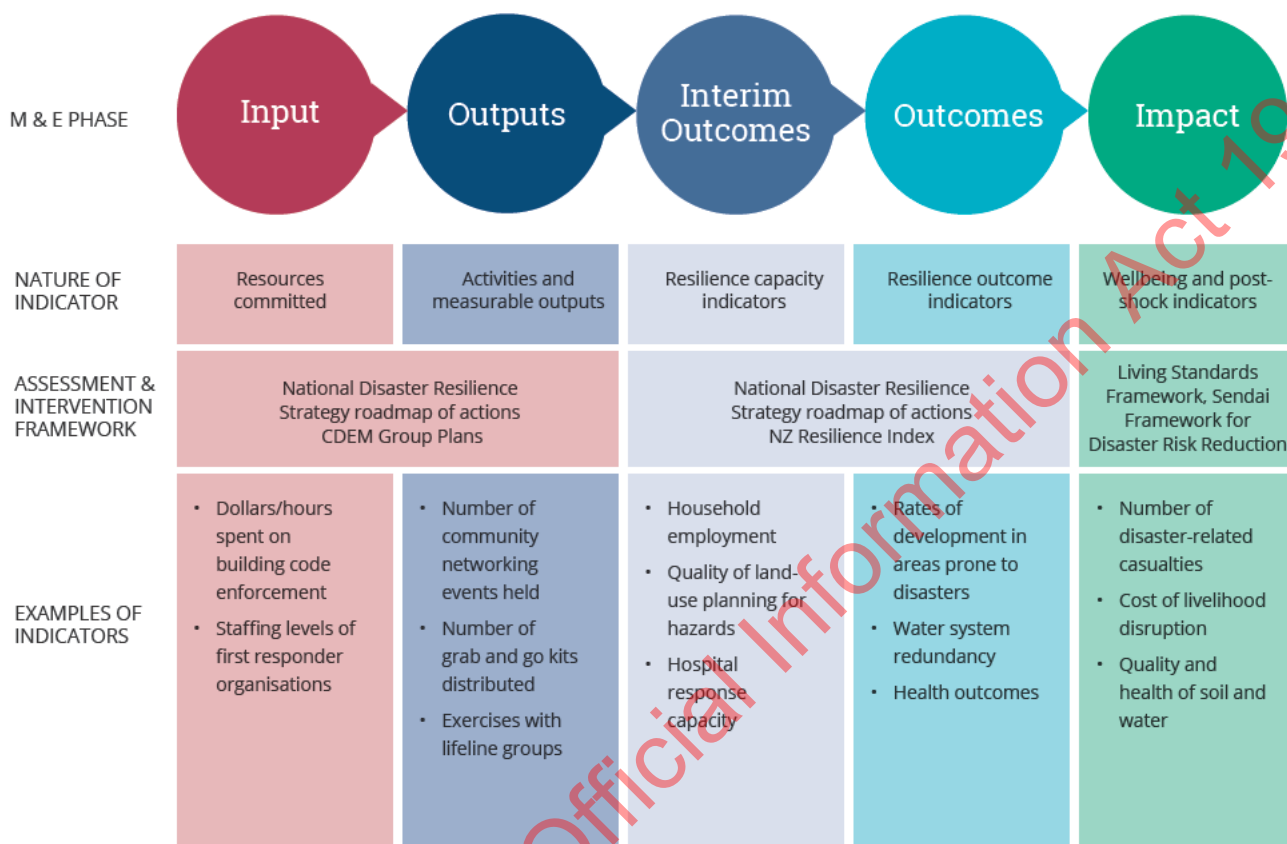
| M & E PHASE | Input | Outputs | Interim Outcomes | Outcomes | Impact |
|---|---|---|---|---|---|
| NATURE OF INDICATOR | Resources committed | Activities and measurable outputs | Resilience capacity indicators | Resilience outcome indicators | Wellbeing and post-shock indicators |
| ASSESSMENT & INTERVENTION FRAMEWORK | National Disaster Resilience Strategy roadmap of actions CDEM Group Plans | | National Disaster Resilience Strategy roadmap of actions NZ Resilience Index | | Living Standards Framework, Sendai Framework for Disaster Risk Reduction |
| EXAMPLES OF INDICATORS | • Dollars/hours spent on building code enforcement<br>• Staffing levels of first responder organisations | • Number of community networking events held<br>• Number of grab and go kits distributed<br>• Exercises with lifeline groups | • Household employment<br>• Quality of land-use planning for hazards<br>• Hospital response capacity | • Rates of development in areas prone to disasters<br>• Water system redundancy<br>• Health outcomes | • Number of disaster-related casualties<br>• Cost of livelihood disruption<br>• Quality and health of soil and water |

*Figure 5 Logframe for resilience monitoring and evaluation*

### 8.4.1 Measuring inputs and outputs: progress on our goals and objectives

Inputs and outputs will be guided by the roadmap of actions that will accompany the National Disaster Resilience Strategy, at a regional level by CDEM Group Plans, and at a local level by those designing and implementing resilience outreach and enhancement programmes in communities across New Zealand.

### 8.4.2 Measuring outcomes: progress on resilience

Interim outcomes refer to proxies that have been identified through research and practice to reflect systems' capacity to absorb the negative effects of shocks and adapt and transform in dynamic environments. Outcomes are items that can directly confirm that targeted systems (e.g., individuals, communities, infrastructure systems) are able to absorb, respond, recover, adapt, or transform in the face of hazards and disasters.

A resilience index developed as part of the National Science Challenge: Resilience to Nature's Challenges will capture progress on a series of indicators designed to measure resilience attributes.

### 8.4.3 Measuring impact: progress on reduced losses from disasters

Our progress towards the desired impact we want to have will be measured by tracking losses from emergencies on an annualised basis, compared against baseline data collected for 2005-2015. This reflects our Sendai Framework reporting requirements.

Definitions, scope, and baseline data for these monitoring mechanisms will be produced in a separate, supporting document.

### 8.4.4 Formal reporting

Progress on this Strategy will be reported biennially by the Ministry of Civil Defence & Emergency Management, for the duration of its term, and will include:

- Progress on goals and objectives
- Progress on resilience, and
- Progress on impacts

A significant review of progress will take place in year 4. These reports will be publicly available.

# Appendices
## Ngā āpitihanga

What can I do?

Analysis of our current state as a baseline for this Strategy

Two key opportunities

# Appendix 1: What can I do?
# Ngā āpitihanga 1: He aha he mahi māku?

# Individuals and families/whānau
## Te tangata me ngā whānau



## Understand your risk

Be aware of the the hazards or disruptions you could experience, your exposure – the things you have that are at risk to those disruptions, and your vulnerability – how you and your things might be adversely affected.

## Reduce your risk factors

Think about the range of ways you could reduce your exposure or vulnerability, and invest in doing so where possible.

## Future proof where possible

When making new purchases, think about how to future-proof yourself and build in resilience.

## Prepare yourself and your household

Think about the range of impacts that could occur from crises or emergencies (for example, power, water, or communications outages, access or transport issues, the need to stay in or out of your home for an extended period). Think about the things you would want or need to have available to you during that time.

## Plan for disruption

Plan for disruption including to consider how you would meet up with family/whānau and friends if there was a communications outage or access issues.

## Stay informed

Find out more; talk to others about risk and resilience; sign up for alerts and warnings.

## Know your neighbours

Get to know your neighbours and participate in your community – you are each other's front line.

# Businesses and organisations
## Ngā pakihi me ngā whakahaere



### Understand your risk

Be aware of the hazards or disruptions you could experience, how your assets (people and capital) might be impacted and the strengths and resources available to manage those disruptions.

### Make resilience a strategic objective and embed it in appropriate actions, plans and strategies

The continuity of your business (and the wellbeing of the people that rely on your products/services) depends on it.

### Invest in organisational resilience

By a) reducing and managing the factors that are contributing to your risk, b) ensuring comprehensive business continuity planning, and c) considering and building your ability to respond to the unexpected.

### Seek assurances about supply chain resilience

Seek specific advice and assurances from suppliers as to their business continuity plans, stock carrying policies, exposure to non-supply and supply chain alert processes.

### Benefit today, benefit tomorrow

Try to find crisis/disaster preparedness solutions that have everyday benefits for your organisation.

### Consider your social impact

Consider how you can contribute to the resilience of your community, city or district. As well as helping your community, you will also be reducing the risks to your organisation of being disrupted.

### Keep the long term in mind

Consider the longer-term changes in your environment, for example the impact of climate change, and how you can position your organisation to see these changes as an opportunity.

### Collaborate with others and build your network

Find others with similar objectives in respect of risk and resilience, and collaborate with them – we are stronger together, and you have much to contribute and gain.

### Learn about response and recovery

Understand how response and recovery will work in your district or area of interest, and build your own capacity to respond to and recover from disruption.

# Communities and hapū
## Ngā hapori me ngā hapū



## Understand your risk

Seek to build a collective understanding of your risks: the hazards or disruptions you could face, your collective exposure in terms of people, animals, property, and assets, and your vulnerabilities – how these could be adversely affected.

## Reduce your risk factors

Consider whether there are ways to reduce your community's exposure or vulnerabilities – it needn't cost money, but there may be avenues if it does.

## Keep the long-term in mind

Consider the longer term changes in your environment, for example, the impact of climate change, and what you could do about them.

## Learn about response and recovery

Understand how response to and recovery from emergencies will work in your city or district.

## Understand your collective resources

Think about what resources you have, now or in an emergency, and how you could put them to work.

## Make a plan

Community response and recovery planning helps communities understand how they can help each other after a disaster. Ask your local emergency management office for help if you need it, and practice any plans, as practicable.

## Benefit today, benefit tomorrow

Try to find risk reduction, readiness, and resilience, solutions that have an everyday benefit to your community. As well as being prepared for tomorrow, you will have a richer community today.

## Organise community events

Communities who know each other are stronger communities – in good times and in bad.

# Cities and districts
## Ngā tāonenui me ngā takiwā



### Understand your risk

Identify and understand hazards and disruptions you could face, and the willingness and ability of your community to cope with disruption.

### Organise for resilience

Consider whether your governance of risk and resilience is fit for purpose; engage all interested parties and take a whole-of-city/district approach.

### Make resilience a strategic objective

Make resilience a cross-cutting strategic objective: the economic prosperity of your city/district, and the wellbeing of your communities depend on it.

### Lead, promote, and champion

… city/district-wide investment in resilience; ensure resilience is a vital partner to economic development.

### Tackle gaps in hazard risk management policy

… including matters of retreat or relocation from high risk areas, and adaptation to climate change.

### Pursue resilient urban development

… including risk-aware land-use decisions, and urban design and growth that incorporates resilience.

### Increase infrastructure resilience

Assess risk, and ensure the resilience of critical assets and continuity of essential services.

### Safeguard natural buffers

Utilise the protective functions offered by natural ecosystems wherever practicable.

### Strengthen financial capacity

Understand the economic impact of disasters in your area, and the need for investment in resilience. Identify and develop financial mechanisms that can support resilience activities.

### Strengthen societal capacity

Cultivate an environment for social connectedness which promotes a culture of mutual help. Support and enable grassroots efforts and organisations. Support diversity and promote inclusion.

### Invest in organisational resilience

By ensuring you have comprehensive business continuity planning in place, and by considering and building your ability to respond to the unexpected.

### Build your capability and capacity for response and recovery

Ensure next-level, designed-for-the-future capability.

# Government and national organisations
## Kāwanatanga me ngā whakahaere ā-motu



### Organise for resilience

Participate in mechanisms for the coordination of risk and resilience activity, and the implementation of this Strategy.

### Monitor, assess and publicly report

Regularly report on a) national risks, b) economic loss from disasters, c) resilience, and d) progress on this Strategy.

### Champion resilience

Promote the importance of resilience, including whole-of-society approaches, and the key values and principles of the National Disaster Resilience Strategy.

### Make resilience easy

Create policies and legislation that enable and encourage resilient behaviours. Make it easy, affordable, and common sense for clients, stakeholders, partners, decision-makers, and the public.

### Invest in organisational resilience

By a) understanding risk scenarios, including what is driving high risk ratings for your organisation and/or clients, b) reducing and managing the factors that are causing your risk, c) ensuring comprehensive business continuity planning, and d) considering and building your ability to respond to the unexpected.

### Invest in societal resilience

Consider societal needs and values, before, during, and after emergencies. Ensure investments are multi-purpose, for stronger communities today and in case of emergency.

### Work together

Find others with similar objectives in respect of risk and resilience, and align policy and practice.

### Tackle our complex risks

Tackle and progress some of the most complex risks facing society, including approaches for addressing risk in the highest hazard communities, and adapting to climate change.

### Build capability and capacity

Ensure next-level, designed-for-the-future response and recovery capability.

# Appendix 2: Analysis of our current state as a baseline for this Strategy

In order to form an effective strategy for the future and move towards a state of enhanced resilience, it is useful to look at our current state – our strengths, barriers, and opportunities – and how we capitalise on areas of strength and opportunity, overcome obstacles to progress, and make the smartest possible choices about actions and investment. Furthermore, in the quest to be 'future ready', it is useful to consider what other environmental and societal trends are occurring around us, even now, and how we can use them to build our resilience.

## Strengths

New Zealand already has a number of strengths in respect of disaster resilience.

1. We have good social capital in our communities. New Zealand communities are aware, knowledgeable, passionate, and well-connected. In general, they have a strong sense of local identity and belonging to their environment, a belief in manaakitanga and concern for their fellow citizens, and a sense of civic duty.

2. We are a developed country that has comprehensive education, health, and social welfare systems, which build our people and look after the most vulnerable in society.

3. We have a strong cultural identity, including the special relationship between Māori and the Crown provided through the Treaty of Waitangi. New Zealand is also one of a handful of culturally and linguistically 'super-diverse' countries, which brings a number of economic and social benefits, and expanded knowledge and experience (the 'diversity dividend'). We value our culture, our kaupapa and tikanga. We celebrate and foster a rich and diverse cultural life.

4. We have a high-performing and relatively stable economy. The New Zealand economy made a solid recovery after the 2008-09 recession, which was shallow compared to other advanced economies. Annual growth has averaged 2.1% since March 2010, emphasising the economy's resilience.

5. We have very high insurance penetration across residential property. Most countries struggle to get their ratio of insured to non-insured up to an acceptable level. Because of the Earthquake Commission, New Zealand's residential insurance penetration is 98%. This means that a good proportion of the economic costs of most natural hazard events are covered by re-insurance.

6. We have a stable political system, low levels of corruption, and freedom of speech.

7. We have a good range of policy in place for disaster risk management, including the CDEM Act 2002, the Resource Management Act 1991, the Building Act 2004, the Local Government Act 2002, and a range of other legislation and regulatory instruments. This includes regulation for land-use and building standards – critical factors in building more resilient futures.

8. We have an effective national security coordination system that takes an all-hazards approach and has governance at the political, executive, and operational levels.

9. At the regional level consortia of local authorities, emergency services, lifeline utilities, and social welfare agencies (government and non-government) form CDEM Groups that coordinate across agencies and steward emergency management in their regions.

10. We have an engaged and well connected science community, including a number of platforms specifically targeting the advancement of knowledge and understanding about natural hazards and resilience. In general, there are good links between scientists, policy makers and practitioners. Scientists practice an increasing level of community outreach, engage in a co-creation approach, and are focussed on outcomes.

11. Organisations and agencies work well together. While there's always room for improvement, a multi-agency approach is the 'norm', which means better coordination of activities, more efficient use of resources, and better outcomes.

12. We are a small country, which makes us well-connected, uncomplicated, and agile. We can 'get things done' in relatively short order.

13. We are experienced. We have seemingly had more than our fair share of crises, emergencies, and disasters over the last ten years. This has brought some bad times, but the silver lining is the awareness that it has built in everyone, the knowledge about 'what works' and what is needed, and the willingness to act.

# Barriers to resilience

While we have a lot going for us, we also have some things that limit our resilience. The process to develop this Strategy identified a number of barriers to resilience, and barriers to our pursuit of resilience.

## What is limiting our resilience?

1. Some of our people still suffer considerable poverty, social deprivation, and/or health issues that limit wellbeing, quality of life, and resilience.

2. Our level of individual and household preparedness for emergencies (including preparedness for our animals) is not as high as it should be, given our risks.

3. Our businesses and organisations (including those involving animals) are not as prepared as they could be, leading to loss of service and losses in the economy when severe disruption strikes.

4. Some of our critical assets and services are ageing and vulnerable. These are in most places being addressed by asset management plans and asset renewal programmes, (including strengthening, conservation and restoration), but these will take time (and resources) to implement.

5. We live in some high-risk areas, and are continuing to build in high-risk areas – particularly around the coast, on steep slopes, fault lines, reclaimed land, and flood plains. We live and build there because they are nice places to live, and because sometimes there is no other choice. However, insurance in these areas may some day become unaffordable. At some point we need to consider – for ourselves, our communities, and for future generations – how much risk is too much?

6. We are only just starting to tackle some of the 'truly hard' issues around existing levels of risk, such as how to adapt to or retreat from the highest risk areas, including to adapt to the impacts of climate change. There is likely high cost around many of these options.

7. We have gaps in our response capability and capacity, as outlined in a recent Ministerial Review into better responses to emergencies in New Zealand (Technical Advisory Group report, 2017). These are predominantly around capability of individuals, capacity of response organisations, and powers and authorities of those individuals and organisations to act. The review also identified issues with communication and technology, in particular, the challenges of response intelligence and communications staying apace with social media.

## What is limiting our pursuit of resilience?

1. Not enough people and organisations are taking action to prepare or build their resilience for disasters. This is generally either because it is seen as too expensive or difficult, because of other priorities, because it 'might never happen', or because of an expectation of a rapid and comprehensive institutional response.

2. Building community resilience – even where playing a facilitative role – is resource intensive. It also requires a high level of skill and understanding to navigate diverse communities and complex issues.

3. Emergency management issues tend to be 'headline' issues that require immediate corrective action. This is understandable, and needed, but means we often focus more on fixing the problems of the day, and addressing issues from the last event, than forecasting the future and taking action for the long-term.

4. Risk reduction and resilience are often perceived as 'expensive', and limiting of economic development and business growth.

5. At the same time, the full cost of disasters often isn't visible (particularly the cost of indirect and intangible impacts, including social and cultural impacts), meaning it isn't factored into investment decision-making.

6. Perverse incentives don't encourage resilience – too often, as a society, we are aiming for the 'minimum' standard or 'lowest cost'. This can deter people from aiming higher or for the 'most resilient' solution.

7. Recovery is often underestimated. The Christchurch earthquake recovery and many other smaller events have shown us just how complex, multi-faceted, difficult, expensive, and long-term recovery is. Other parts of the country need to consider how they would manage recovery in their city or district, and give priority to resourcing capability and capacity improvements.

8. We have had difficulty translating resilience theory into action. There is an abundance of academic theory on resilience, but turning that theory into practical action has, until recently anyway, been difficult to come by.

## Opportunities

As well as strengths and barriers, it is important to consider what opportunities we have or may have on the horizon. The opportunities the strategy development process has identified are:

1. Awareness and understanding of disasters, disaster impacts and disaster risk, is at an all-time high following a series of domestic events over the last 5-10 years, including the Canterbury and Kaikōura earthquakes. This includes a willingness to act on lessons and to do so in a smart, coordinated, and collaborative way.

2. Our hazards are obvious and manifest. This is both a curse and an opportunity: we have high risk, but we also have an awareness, understanding, and willingness to do something about them, in a way that countries with less tangible risks might not. If we address risk and build resilience to our 'expected' hazards, we will hopefully be better prepared for when the 'less expected' hazards occur.

3. We have an incredible wealth of resilience-related research currently underway, including several multi-sectoral research platforms that aim to bring increased knowledge to and improved resilience outcomes for New Zealanders. Over the next few years there will be a steady stream of information about 'what works', and tried and tested methodologies we can employ in all parts of society.

4. We also have a lot of other work – in terms of resilience-related policy and practice – underway in organisations at all levels and across the country. Connecting the pieces of the jigsaw, sharing knowledge, and working together should enable even more improved outcomes.

5. There is a particular opportunity for building processes that support collective impact. Collective Impact is a way of organising a range of stakeholders around a common agenda, goals, measurement, activity, and communications to make progress on complex societal challenges. [see page 50]

6. The introduction of the three post-2015 development agendas (Sendai Framework, Sustainable Development Goals, and Paris Agreement for Climate Change) brings an additional impetus and drive for action, as well as practical recommendations that we can implement. They also bring a strong message about integration, collaboration, and a whole-of-society approach.

7. The Government has a strong focus on wellbeing, particularly intergenerational wellbeing, and improved living standards for all. Simultaneously, local government has a renewed interest in the 'four wellbeings' with those concepts being re-introduced to the Local Government Act as a key role of local government. These priorities are entirely harmonious, and lead swiftly into a conversation with both levels of government on how to protect and enhance living standards through a risk management and resilience approach.

8. We have only just begun to scratch the surface of best resilience practice, including how to make the most of investment in resilience. There is much to learn from the Triple Dividend of Resilience [see page 51] – ensuring our investments provide multiple benefits or meet multiple needs, and are the smartest possible use of limited resources. The Triple Dividend also supports better business cases, allowing us to better position our case for resilience and convince decision-makers of the benefits of investment.

9. We are a small agile nation. We are ambitious, innovative, motivated, and informed: we can lead the world in our approach to resilience.

# 'Wild cards'

The world is changing at an unprecedented rate driven by technical innovation and new ways of thinking that will fundamentally transform the way we live. As we move away from the old structures and processes that shaped our past, a new world of challenges and opportunities awaits us. While there might be uncertainty about how some of these factors might shape our risk and our capacity to manage that risk, there are some common implications that are critical to take account of as we work to build resilience.

1.  The revolution in technology and communication is a key feature of today's world. Regardless of the issue, technology is reshaping how individuals relate to one another. It shifts power to individuals and common interest groups, and enables new roles to be played with greater impact. Organisations and groups that can anticipate and harness changing social uses of technology for meaningful engagement with societal challenges will be more resilient in the future.

2.  Local organisations and grassroots engagement is an important component. This is driven in part by the aforementioned technology and communication shifts that give local groups more influence and lower their costs for organising and accessing funding, but also the rising power of populations in driving actions and outcomes.

3.  Following on from these, populations currently under the age of 30 will be a dominant force in the coming two decades – both virtually, in terms of their levels of online engagement, and physically, by being a critical source of activity. Younger generations possess significant energy and global perspectives that need to be harnessed for positive change.

4.  The role of culture as a major driver in society, and one that desperately needs to be better understood by leaders across governments, the private sector, and civil society. Culture is a powerful force that can play a significant role (both positive and negative, if it is not handled sensitively), and is therefore a force with which stakeholders should prepare to constructively engage.

5.  High levels of trust across organisations, sectors and generations will become increasingly important as a precondition for influence and engagement. This trust will need to be based on more than just the existence of regulations and incentives that encourage compliance. Organisations can build trust among stakeholders via a combination of "radical transparency" and by demonstrating a set of social values that drive behaviour that demonstrates an acknowledgement of the common good.

6.  The possibility of new and innovative partnerships between government, the private and not-for-profit sectors, may provide new platforms for positive change. The challenge of disaster risk can no longer be the domain of government alone. A collective approach is needed, including to utilise all resources, public and private, available to us, and to consider innovative approaches to managing and reducing risk. This requires active participation on the part of the private sector, and transparency, openness, and responsiveness on the part of politicians and public officials.

7.  The need for higher levels of accountability, transparency, and measurement. More work is required to ensure that those tackling societal challenges have the appropriate means of measuring impact. These mechanisms will need to be technology-enabled, customised to the challenge at hand, and transparent.

# Appendix 3: Two key opportunities

## Working together: making Collective Impact

Collective Impact is a framework to tackle complex social problems. It is a structured approach to making collaboration work across government, business, non-profit organisations and communities to achieve significant and lasting social change.

The Collective Impact approach is premised on the belief that no single policy, government department, organisation or program can tackle or solve the increasingly complex social problems we face as a society. The approach calls for multiple organisations or entities from different sectors to set aside their own, specific agendas in favour of a common agenda, shared measurement and alignment of effort. Unlike collaboration or partnership, Collective Impact initiatives have centralised infrastructure – known as a backbone organisation – with dedicated resources to help participating organisations shift from acting alone to acting in concert.

Collective Impact was first written about in the Stanford Social Innovation Review in 2011. Five key elements were identified:

1. **A common agenda**
   This means coming together to collectively define the problem and create a shared vision to solve it.
2. **Shared measurement**
   This means agreeing to track progress in the same way, which allows for continuous improvement.
3. **Mutually reinforcing activities**
   This means coordinating collective efforts to maximize the end result.
4. **Continuous communication**
   This means building trust and relationships among all participants.
5. **A backbone organisation**
   This means having a team dedicated to orchestrating the work of the group.



Figure 6 Common goals, before and after Collective Impact

This Strategy aims to emulate the intent and conditions of Collective Impact. The process to develop this Strategy was based on a series of workshops around the country over two years; a measurement and monitoring regime will track achievement of objectives and ensure we are making progress towards outcomes; the objectives of the Strategy detail focus areas in which we can undertake a series of mutually-reinforcing activities at all levels;

the Strategy advocates strongly for relationship and partnership building to improve communication and collaboration, and the emergency management sector, through the National CDEM Plan, and regional CDEM Group Plans, act as backbone organisations, driving the agenda and coordinating activity.

# Changing the narrative: the Triple Dividend of Resilience

In New Zealand we have first-hand, recent examples of how much disasters can cost. The direct costs alone can be significant; as we start to consider methodologies for counting the economic cost of social impact, the total cost of disasters and disruptive events will be significantly more – maybe even double the reported 'direct' costs.

Even so, it is often difficult to make a case for investment in disaster risk management and resilience, even as we cite research on benefit-cost ratios – how upfront investment in risk management can save millions in future costs. We know these ratios to be true, we have seen examples of it, even here in New Zealand, so why is it such a hard case to make?

Other than short-term political and management cycles, it is generally due to how we calculate 'value'. Traditional methods of appraising investments in disaster risk management undervalue the benefits associated with resilience. This is linked to the perception that investing in disaster resilience will only yield benefits once disaster strikes, leading decision-makers to view disaster risk management investments as a gamble that only pays off in the event of a disaster – a 'sunk' cost, that gives them no short-term benefit.

However, there is increasing evidence that building resilience yields significant and tangible benefits, even if a disaster does not happen for many years – or ever.

A 2015 report outlines the 'Triple Dividend of Resilience', or the three types of benefits that investments in disaster risk management can yield. They are:

1. Avoiding losses when disasters strike
2. Stimulating economic activity thanks to reduced disaster risk, and
3. Generating societal co-benefits.

While the first dividend is the most common motivation for investing in resilience, the second and third dividends are typically overlooked. The report presents evidence that by actively addressing risk, there can be immediate and significant economic benefits to households, the private sector, and, more broadly, at the macro-economic level. Moreover, integrating multi-purpose designs into resilience investments can both save costs, and provide community and other social benefits (for example, strengthened flood protections works that act as pedestrian walkways, parks or roads).

New Zealand needs to learn from this concept and ensure that our investments in resilience are providing multiple benefits to both make smart use of our limited resources, and to assure decision-makers that their investment is worthwhile, and will pay dividends – in the short and long term.



INVESTMENTS IN DISASTER RISK MANAGEMENT AND RESILIENCE

1ST OBJECTIVE →

**1st Dividend of Resilience: Avoided Losses**
Increased resilience reduces disaster losses by:
1. Saving lives
2. Reducing infrastructure damage
3. Reducing economic losses

2ND OBJECTIVE →

**2nd Dividend of Resilience: Economic Development**
Increased resilience unlocks suppressed economic potential and stimulates economic activity by:
1. Encouraging households to save and build assets
2. Promoting entrepeneurship
3. Stimulating businesses to invest and innovate

3RD OBJECTIVE →

**3rd Dividend of Resilience: Co-benefits**
Beyond increasing resilience, disaster risk management investment also yields positive social, cultural, and environmental side-benefits ('co-benefits')

Benefits when diasters strikes

Benefits regardless of disaster

*Figure 7 The Triple Dividend of Resilience Investment – Adapted from: The Triple Dividend of Resilience – Realising development goals through the multiple benefits of disaster risk management (Global Facility for Disaster Reduction and Recovery, the World Bank, Overseas Development Institute, 2015).*

Item 5: Draft Cabinet Paper National Disaster Resilience Strategy: Approval and Presentation to the House

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[1]. 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[2].

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].

---

[1] CDEM Act, s31
[2] CDEM Act, s3 (e) and (f)

1

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 Faafoi

Minister of Civil Defence

Item 6: Briefing: No Animal Left Behind: A Report on Animal Inclusive Emergency Management Law Reform

Ministry of Civil Defence
& Emergency Management
Te Rākau Whakamarumaru

**DEPARTMENT** OF THE
**PRIME MINISTER** AND **CABINET**
TE TARI O TE PIRIMIA ME TE KOMITI MATUA

# Briefing

# NO ANIMAL LEFT BEHIND: A REPORT ON ANIMAL INCLUSIVE EMERGENCY MANAGEMENT LAW REFORM

| To Hon Kris Faafoi | | | |
|---|---|---|---|
| **Date** | 7/02/2019 | **Priority** | Routine |
| **Deadline** | 8/02/2019 | **Briefing Number** | 19/3 |

## Purpose
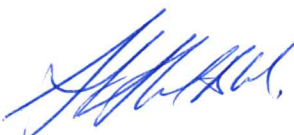
To provide comment on the report "*No animal left behind: A report on animal inclusive emergency management law reform*" published 23 January 2019.

## Recommendations

1. **Note** the report considers there is not sufficient statutory direction or dedicated resources to provide adequate and reliable services for animals, particularly companion animals, in times of emergency;

2. **Note** the report recommends changes to a range of Acts and the National Civil Defence Emergency Management Plan 2015, which collectively would represent a significant increase in obligations for animal welfare management in emergencies, especially for CDEM Groups;

3. **Note** animal welfare is recognised in the current the National Civil Defence Emergency Management Plan 2015;

4. **Agree** that the changes to the Civil Defence Emergency Management Act 2002 recommended in the report not be included in the upcoming bill to implement the Emergency Management System Reforms;

**Agree / Disagree**

NO ANIMAL LEFT BEHIND REPORT

Report No. 19/3

5. **Note** the suggested points for responding to queries on the Government's view of the report.

Sarah Stuart-Black
**Director CDEM**

07./02./2018

Hon Kris Faafoi
**Minister of Civil Defence**

...../...../2018

---

NO ANIMAL LEFT BEHIND REPORT | Report No.19/3

## Contact for telephone discussion if required:

| Name | Position | Telephone | | 1st contact |
|------|----------|-----------|---|-------------|
| Sarah Stuart-Black | Director CDEM | s9(2)(a) | s9(2)(a) | |
| Alex Hogg | Team Leader, National Planning | s9(2)(a) | s9(2)(a) | ✓ |
| Anthony Richards | Acting Team Manager, Civil Defence Emergency Management Policy | | s9(2)(a) | |

## Minister's office comments:

☐ Noted
☐ Seen
☐ Approved
☐ Needs change
☐ Withdrawn
☐ Not seen by Minister
☐ Overtaken by events
☐ Referred to

Released under the Official Information Act 1982

| NO ANIMAL LEFT BEHIND REPORT | Report No.19/3 |
|---|---|

# NO ANIMAL LEFT BEHIND: A REPORT ON ANIMAL INCLUSIVE EMERGENCY MANAGEMENT LAW REFORM

## Background

1.  This briefing comments on the report "*No animal left behind: A report on animal inclusive emergency management law reform*". It was released on 23 January 2019 by Animal Evac New Zealand Trust which describes itself as the only dedicated animal disaster management charity. The report was written by Steve Glassey, Chair of Animal Evac New Zealand.

2.  The focus of the report is on companion animals, but not exclusively so.

3.  The report was written to support the drafting of a member's bill by Gareth Hughes MP to enhance animal welfare emergency management arrangements.

4.  The report recommends changes to the Civil Defence Emergency Management Act 2002, the Dog Control Act 1996, the Animal Welfare Act 1999, and the Residential Tenancies Act 1986. It also proposes amendments to the National Civil Defence Emergency Management Plan Order 2015 (the National CDEM Plan).

5.  MCDEM staff (together with s9(2)(a) from your office) met with Mr Hughes on 31 January 2019 (at his request) to discuss the report with respect to the National Disaster Resilience Strategy.

## Greater animal welfare emergency management obligations proposed

6.  The report considers there is not sufficient statutory direction or dedicated resources to provide adequate and reliable services for animals, particularly companion animals, in times of emergency.

7.  The report's key recommendations are:

    (i)   making the Ministry of Civil Defence & Emergency Management responsible for co-ordinating companion animal emergency management with the Ministry for Primary Industries responsible for non-companion animal welfare planning (currently the Ministry for Primary Industries is the agency responsible for co-ordinating the provision of the animal welfare services sub-function for all animals)

    (ii)  requiring CDEM Groups to develop emergency management plans for their region for the protection of companion animals before, during and after a major incident or state of emergency

    (iii) more power and responsibility being placed on local authorities for companion animal emergency management as they are considered to have more capacity

    (iv)  that local authorities' costs of caring for affected companion animals in an emergency response be eligible for government financial support under the National CDEM Plan

    (v)   principles on companion animals be added to the mass evacuation provisions of the National CDEM Plan

    (vi)  that there be specific limits and obligations on powers for holding, seizing and destroying animals in an emergency.

8.  There is a range of other more specific and technical recommendations. These include

requirements to publish animal population statistics, use of public transport for companion animals, and protection of animals during biosecurity incidents.

## Animal welfare is recognised in National CDEM Plan

9.  Animal welfare is already 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.

10. 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.

11. 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.

12. 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.

13. Reference to animals more generally, including the need to plan and undertake preparedness activities for animals, has also been incorporated into the proposed National Disaster Resilience Strategy. These references were added following a submission from the SPCA during the public consultation period. Mr Hughes indicated in the meeting with MCDEM staff that he was happy to see these, and did not request any further changes to the proposed Strategy (indeed, the report does not indicate any suggested changes to the national civil defence emergency management strategy, and there were no public submissions from Mr Glassey or Animal Evac New Zealand).

## Increasing capacity for animal rescue being considered

14. The report does not discuss the capability or capacity needed in New Zealand to carry out animal rescue operations, including evacuation, if the recommendations were implemented.

15. Rescuing or evacuating companion animals in emergencies can often involve working in hazardous environments including flood waters, swift-water or around unstable buildings. Specific training and expertise is required to safely work in these conditions.

16. Existing capacity in New Zealand for carrying out animal rescue operations in emergencies is limited, with two teams (SPCA National Rescue Unit and Massey University's Veterinary Emergency Response Team) being recognised with the capability to carry out such work.

17. We are discussing with Ministry for Primary Industries the level and scope of capability New Zealand Response Teams could have in the future to safely work in situations involving people and animals. We will continue to work through this during the development of an accreditation framework for New Zealand Response Teams this year.

---

Released under the Official Information Act 1982

## Animal Evac sought training funding but was declined

18. Mr Glassey, on behalf of Animal Evac New Zealand, requested funding last year for training animal response volunteers under the Emergency Management Adult and Community Education fund. The application was declined by the fund's governance group as the criteria for reporting, and the accountability required for spending public funds, could not be met.

19. Emergency Management Adult and Community Education funding that civil defence volunteers had access to for the last three years has ceased for 2019/2020 and Mr Glassey was made aware of this on 10 December 2018. The fund was paid directly to providers and this made it difficult for the sector-specific training to be purchased.

20. Funding for CDEM volunteers has been made available via the Ministry of Education and the Tertiary Education Commission to be coordinated by MCDEM to enable the purchase of relevant sector-specific training for 2019/2020. It will be utilised by volunteer groups/organisations who have Service Level Agreements with a CDEM Group which outlines their specific identified role(s) during a response, and their responsibilities for a specific CDEM purpose.

## More work required before detailed advice could be provided

21. While we support the overall objective of the report – recognising animal welfare is an important matter to be included in emergency management planning – the report's recommendations would mean a significant extension to the obligations under the current regime.

22. The report does not provide analysis of the costs and benefits or deal with any implementation questions. Given the wide-ranging subject matter, a full analysis of the possible amendments recommended to multiple Acts and the National CDEM Plan would require significant resources. Accordingly we have not undertaken such an assessment for this briefing.

23. In the event Mr Hughes' bill is drawn from the ballot, or he seeks Government support before submitting the bill, more definitive, cross-portfolio advice will be provided.

24. While the report's proposals are intended to assist development of a member's bill we would not support the suggestion, if made, that recommendations relating to the Civil Defence Emergency Management Act (and possibly the National CDEM Plan) be included as part of the Bill to implement the Emergency Management System Reforms. This is because there is not sufficient time to undertake the required analysis and the animal welfare proposals are well outside the scope of the reforms.

25. The Department of Internal Affairs advised there are no immediate plans to review the Dog Control Act 1996, although it has yet to formally provide advice to the Minister of Local Government on the report.

26. If a member's bill is not proceeded with or drawn from the ballot, there is an opportunity to consider some improvements to animal welfare emergency management when the National CDEM Plan is reviewed. This is likely to commence in early 2020 and will involve public consultation.

## Government could indicate it wants to see how the report is received

27. If questioned on whether the Government supports the proposals in the report we suggest the following responses:

   (i)  The Government agrees that animal welfare is an important part of emergency management planning, and is currently recognised as such in the National Civil Defence Emergency Management Plan 2015 and notes many people's expectations in this area.

   (ii) The report is wide ranging and its recommendations indicate a significant shift in obligations and resources to what exists now. Before committing to specific suggestions the Government is keen to see the responses of the emergency management sector and other animal welfare organisations, particularly their views on cost and capability.

   (iii) When the National Civil Defence Emergency Management Plan is reviewed - likely to commence in the next 12 months – this could provide an opportunity to look at operational improvements to animal welfare management in emergencies.

| Attachments: | |
|---|---|
| **Attachment A:** | No animal left behind: A report on animal inclusive emergency management law reform |

# ATTACHMENT A

**No animal left behind: a report on animal inclusive emergency management law reform attached**

| NO ANIMAL LEFT BEHIND REPORT | Report No.19/3 |
| --- | --- |

Item 7: Email Chain: Prep for GAC hearing on National Disaster Resilience Strategy

**From:** Kate Littin s9(2)(a) >
**Sent:** Tuesday, 5 March 2019 5:16 PM
**To:** Alex Hogg [DPMC] <s9(2)(a) ; Anthony Richards [DPMC] s9(2)(a)
**Cc:** Wayne Ricketts s9(2)(a)
**Subject:** FW: Prep for GAC hearing on National Disaster Resilience Strategy

Hi both
Thought it might be helpful to share these before we meet in the morning
Talking points – can discuss tomorrow
We also summarised our thoughts on the key recommendations in No Animal Left Behind, in case these points are raised tomorrow

We've not yet worked our way through all of the submissions but will do so before we meet.

See you tomorrow
Kate & Wayne

**Kate Littin PhD** | Manager Animal Welfare Team
Animal Health & Welfare | Regulation & Assurance Branch
Ministry for Primary Industries | Pastoral House 25 The Terrace | PO Box 2526 | Wellington | New Zealand
Telephone: s9(2)(a) | MPI tel: 0800 00 83 33 | Mobile: s9(2)(a) Web: www.mpi.govt.nz
Follow MPI on Twitter (@MPI_NZ) and Facebook
SEEMAIL

---

---

**MPI talking points – GAC National Disaster Resilience hearing 6 March 2019**

**Key points**

- We note a number of submissions raise points about animal welfare, including that the draft National Disaster Resilience Strategy should explicitly refer to animals more, and incorporate a new objective for reform of emergency management.

- This is a high level strategy which already incorporates responsibilities towards animals in several aspects. This includes referring to saving animal lives in the definition of 'response', and reminders in the document for emergency management plans to include animals.

- In general, the concerns raised in the submissions can be addressed in the work that will happen under the strategy, and in other local and central government work on emergency management readiness, response and recovery.

- We don't believe it hampers forward progress in animal welfare by NOT having a greater focus on, animal welfare in the draft strategy.

- We believe the outcomes that the submitters are hoping to achieve are able to be achieved under the draft strategy and under the work programmes already underway to progress emergency management and animal welfare in emergencies.

**Achievements to progress animal welfare to date**

- A key achievement that has promoted animal welfare was the legislative change in 2015 that saw animal welfare recognized as a subfunction of Welfare in the National Civil Defence and Emergency Management Plan which reflects the role of animals in our society.

- Since then, we see an increased acceptance amongst the CDEM community of the need to consider animal wellbeing alongside human and community wellbeing, supporting the expectations of New Zealanders that their animals will be taken into account in responses and recovery. Both of these aspects are best illustrated by the recent response to the Nelson Tasman fire, where arrangements were in place for animals to be evacuated, a system was set up by MPI with support agencies to follow up on animals that needed to be left behind, and animal owners were permitted restricted access to tend their animals where they had not been evacuated.

- This is supported by good interagency relationships and systems established at central government level, at a regional level and between MPI and our support agencies.

- New Zealand's framework for animal welfare in emergency management is considered world leading, as evidenced by calls for New Zealand to contribute to the development of policy and research and work programmes overseas.

**Work programmes underway**

- Planned legislative review being led by MCDEM – MPI is contributing;
- Work programmes to address points raised from previous responses, including the No Animal Left Behind report, the published outcomes of the Port Hills fires, and lessons learned from the Kaikoura earthquake, the Edgecumbe flood and experiences from the recent Nelson/Tasman fire.

- These are being incorporated into MPI's (the responsible agency for animal welfare in emergency) workplan and include:
    o Completing regional animal welfare in emergency plans for all 16 regions
    o Developing a regional coordination system
    o Socialising the importance of animal welfare with Civil Defence Groups, and agencies such as Police, Fire and Emergency NZ, Ministry of Health (in regards to psychosocial support when animals die/lost/euthanased)
    o Developing information for dealing with animals in different sorts of disasters
    o Considering the development of a nationwide animal rescue capability
    o Responding to animal welfare needs in an emergency – the latest being the Nelson fire
- There is a gap in who pays for animal welfare in emergencies – both the CDEM Act and Animal Welfare Act are silent. We are looking at ways how this could be funded – both legislative and by policy.
- MPI has become a respected responsible agency and the CDEM sector has confidence that MPI will and does carry out its responsibilities for animal welfare in emergencies.


**Background**

- DPMC consulted on a draft National Disaster Resilience Strategy last year. MPI made a submission that supported the Strategy – this was coordinated out of the Readiness team (BioNZ).
- The Strategy is currently in front of the GAC, to recommend for issue in April. The current strategy expires 9 April. The strategy is reasonably high level.
- The GAC invited public submissions on the draft strategy in February. Animal Evac encouraged submissions with content on better incorporating animals into planning, rescue and recovery at a national level (http://www.animalevac.nz/strategyconsult/ ). We were unaware of this webpage.
- DPMC reported that the Committee received more than 100 submissions on animal welfare (of a total of approx. 160). The Animal Evac page encourages reference to the No Animal Left Behind report. We have initial views on the recommendations in that report.
- The GAC is the select committee that considers civil defence and emergency management matters. It is chaired by Brett Hudson, National List MP and has a mix of Labour and National members. Animal Evac is normally supported by Gareth Hughes MP.
- Separately, MCDEM (Ministry for Civil Defence and Emergency Management, part of DPMC) is writing to Steve Glassey to acknowledge his No Animal Left Behind report, and Minister Faafoi is writing to Gareth Hughes to thank him for sharing Steve Glassey's No Animal Left Behind report, and indicating that MCDEM will work with MPI on the recommendations as it sees fit.

**Notes on key recommendations in No Animal Left Behind**

**Kate Littin, 4 March 2019**

| Key recommendation from No Animal Left Behind | MPI initial response |
|---|---|
| 1. The need for companion animal emergency management to be led by traditionally human focused agencies, such as the Ministry of Civil Defence & Emergency Management at the national level, and Civil Defence Emergency Management Groups at the regional level, as companion animal emergency management should be fully integrated with human focused emergency management as the two were intrinsically linked. | To discuss with CDEM; current animal welfare sits as a sub-function of Welfare, which is focussed on human welfare. This appears to achieve the outcome that is recommended here. |
| 2. That MPI to be responsible for non-companion animals such as livestock, factory farms, zoos, aquariums, and research facilities. | We are. |
| 3. A lack of national animal specific emergency management plans and where plans had been completed at the regional level they had not been afforded any legal status making them unenforceable. | Not too sure what the issue is here; regional plans have 'legal status'. There are regional plans completed or underway for all 16 regions, supported by MPI. |
| 4. That emergency management laws be expanded to ensure the range of emergency powers could also be used for the protection of animals, including adding microchipping of animals as an emergency power. | We are investigating various legal powers with MPI Legal. This is a significant and complex issue and involves powers under a number of different Acts. |
| 5. Providing clear mandate for the rescue and decontamination of animals, and that such operations fall under Fire & Emergency New Zealand, to ensure human and animal rescue operations were better integrated. | We consider this is best addressed under regional CDEM plans (the specifics) and at a national level by work we are doing with FENZ. We consider that there is a role for agencies other than FENZ (eg Police). |
| 6. Emergency response and training funding for animal welfare be made available, rather than having the good will of animal charities be exploited. | We agree wholeheartedly; we are waiting on MPI Legal advice on some specific aspects, and have been working with MCDEM on funding for training. |
| 7. That the two national microchipping database are enabled to share data, in particular during | This is a specific point that can be picked up at a regional level in regional plans, |

| | | but requires agreement to at a national level by individual CDEM groups – which has previously not been agreed. |
|---|---|---|
| 8. | Creating an offence for placing service dog identification on dogs that are not certified as disability assistance dogs; and another offence for failing to protect animals from hazards such as floods, fires etc where it is reasonable to do so. | A specific point we are considering for our work programme. |
| 9. | Ensuring commercial operators of animal housing facilities have documented emergency management plans in place that are tested. | Agree. Requirements for contingency planning are laid out in the code of welfare for temporary housing, issued under the Animal Welfare Act in 2018. |
| 10. | That local authorities need to ensure they have provisions in their bylaws to allow for emergency variations to dog control ordinances such as designating emergency dog exercise areas. | Agree in principle that this may be necessary – to be considered whether MPI needs to do anything specific about this recommendation. |
| 11. | That the legal processes for entry onto property to carry out rescue of animals, including seizure, notification to owners and disposal, including rehoming be amended as the current laws fail to provide for rehoming of animals seized under civil defence legislation as disposal provisions were omitted. | For MCDEM consideration. |
| 12. | That the National Animal Welfare Advisory Committee expand their prescribed expertise to including animal disaster management given the demands of climate change. | NAWAC can have specific expertise in this regard if necessary; it has previously received this advice from external consultants and a national board (NAWEM). We do not agree that this should be a statutory requirement. |
| 13. | That following a disaster in the statutory recovery transition period, those seeking rental accommodation cannot be discriminated against for owning companion animals to ensure the family unit can remain together. | For MCDEM and regional CDEM plans. |
| 14. | That civil defence no longer have the autonomous power to destroy animals in a disaster, with new requirements to consult with an animal welfare inspector should this option be pursued. | This needs to be worked through with MCDEM; we are not sure this is necessary, although would agree with the outcome that appropriate decisions are made and that euthanasia is carried out in accordance with the Animal Welfare Act. |

| | |
|---|---|
| 15. That a new Code of Emergency Welfare be introduced to provide minimum standards for animals during times of emergencies as standard Codes of Welfare often are not enforceable during times of emergency. | The National Animal Welfare Advisory Committee will be advised of this recommendation (at the moment, it is aware of the recommendation but has not received advice on it from MPI). |
| 16. That animal population data is developed and maintained for emergency planning purposes. | Agree. MPI has this on its 2018/19 and 2019/20 work programme. |
| 17. That companion animals be permitted on public transport to aid their evacuation during emergencies. | Presumably civil defence powers can allow this. MCDEM will need to consider this recommendation. |

Item 8: Email Chain: Subs Summary for GAC 6 March

**From:** Kate Littin  <span style="background-color:#cccccc">s9(2)(a)</span>   >
**Sent:** Wednesday, 6 March 2019 2:11 PM
**To:** Anthony Richards [DPMC] <<span style="background-color:#cccccc">s9(2)(a)</span>
**Subject:** Fwd: Subs summary GAC 6 March

As discussed

Sent from my iPhone - please excuse brevity

Begin forwarded message:

> **From:** Kate Littin  <span style="background-color:#cccccc">s9(2)(a)</span>   >
> **Date:** 6 March 2019 at 7:32:07 AM NZDT
> **To:** Wayne Ricketts  <span style="background-color:#cccccc">s9(2)(a)</span>   >, Chris Rodwell <<span style="background-color:#cccccc">s9(2)(a)</span>   >
> **Subject: Subs summary GAC 6 March**
>
> Morning
> My notes attached on submissions to GAC on the draft National Resilience Strategy – to discuss today
> Wayne – be keen to hear your thoughts on SPCA sub this morning
>
> Kate
>
> **Kate Littin PhD** | Manager Animal Welfare Team
> Animal Health & Welfare | Regulation & Assurance Branch
> Ministry for Primary Industries | Pastoral House 25 The Terrace | PO Box 2526 | Wellington | New Zealand
> Telephone <span style="background-color:#cccccc">s9(2)(a)</span>   | MPI tel: 0800 00 83 33 | Mobile: <span style="background-color:#cccccc">s9(2)(a)</span>   | Web: www.mpi.govt.nz
> Follow MPI on Twitter (@MPI_NZ) and Facebook
> SEEMAIL

---

---

**AW submissions to GAC Feb 2019**

General response

A call needs to be made whether to highlight animals more in the wording of the strategy;

Otherwise the strategy already seems to enable the outcomes that are being sought in the submissions;

Majority of individual animal welfare subs appear to be made without reading the draft strategy.

Animal Evac recommendations:

- The GAC invited public submissions on the draft strategy in February. Animal Evac encouraged submissions with content on better incorporating animals into planning, rescue and recovery at a national level (http://www.animalevac.nz/strategyconsult/ ).

"I/we believe that specific, measurable and accountable objectives to better protect animals in future emergencies will save human life, as well as that of improving animal welfare in such events.

**Under I/we would like to make the following recommendations:**

Specific goals should include implementation of the recommendations made by Animal Evac NZ's report on animal disaster management presented at Parliament in January 2019.

An additional section under *4.4 Resilience and people disproportionately affected by disaster;* namely

4.4.5 Animals and Community

People often have strong bonds with their animals which can influence their behaviour in emergencies. Research and experience show that if animals are not protected during emergencies that owners will often place themselves at risk to do so. Production animals are a key element of our economy and losses of such animals has economic and trading reputation impacts. This strategy commits to enhancing laws and arrangements to better protect animals from disaster, and by doing so protect human life and contribute to great levels of resilience.

Add Strategy Objective 19:

Implement world leading animal disaster management reform to better protect companion and production animals in particular, including improvements to laws, funding, plans and capabilities."

**Summary of submissions on animal welfare**

| Name | Comments | Response |
|---|---|---|
| Carley Ferris | Need specific animal disaster management goals;<br>US has PETS – we need the same;<br>Need specific, measurable and accountable objectives to better protect animals to save human and animal lives | Ok but animals can be promoted without this |
| | Should include implementation of Animal Evac report recommendations | Detailed work programme not resilience strategy |
| | 4.4 Resilience and People – add new section re animals [text provided] | Ok but animals can be promoted without this |
| | Insert new Strategy Objective 19 [text provided – implement world leading animal disaster management reform…] | Above and this work is underway |
| Carole Adamson | Needs explicit recognition of animal link with individuals/communities/families (eg Nelson fires) | |
| | Strategy should consider inclusion of animal welfare and animal welfare orgs as fundamental components of resilience | |
| HUHA | No specific comments on Resilience Strategy | |
| Julie Duncan | No specific comments on Resilience Strategy | |
| | Should include implementation of Animal Evac report recommendations | |
| Julie Duncan – additional note | No specific comments on Resilience Strategy | |
| Lisa Praeger | AE recs | |
| Raewyn Cowie | Specific recs to include animal welfare/provisions eg 'felony' to abandon animals | All points possible under current law |
| SAFE | Verbatim AE recs | |
| Soala Wilson | Have an animal disaster plan<br>General comment from AE | |
| Vivienne Wright | General comments on including animals | |

| | Concern at lack of transparency (presumably relating to comments about closed consultation) | |
|---|---|---|
| Wendy Gray | AE recs | |
| SPCA | Specific recommendations to incorporate reference to animals as part of society, and explicitly recognise them in planning etc | Could be used to incorporate some references to animals if the Committee wanted to;<br>Seems like desired outcomes can already be met under current draft. |
| Susan Elliott | AE recs | |
| Otago CDEM | 'Planning for animal welfare before, during and after emergencies must be explicitly embedded in the strategy' | |
| Dog Share Collective | No specific comments but supports community approach in strategy | |
| Ann-Marie Lynch | AE recs | |
| Cathy Bruce | General comments<br>AE recs | |
| Cheryl Easton | AE recs | |
| Claire Hatfield | Suggests take recs from recent AE report | |
| Jo Spence | AE recs | |
| Joan Oxlee | AE recs | |
| Angelika Sansom | AE recs | |
| Emma Roache | Suggests take recs from recent AE report | |
| Helen McGowan | General comment that animals need to be considered/rescued | |
| Katherine Walsh | AE recs | |
| Manako Sugiyama | AE recs | |
| Maria Gray | General comment that animals need to be considered/rescued | |
| Natasha Parshotam | General comment that animals need to be considered/rescued | |
| Sandra Toomer | General comment that animals need to be considered/rescued | |
| Rose Guscott | General comment that animals need to be considered/rescued | |
| Theresa Parkin | Suggests take recs from recent AE report | |
| Sharon Kirk | AE recs | |
| Emily Brewer | General comment that animals need to be considered/rescued | |
| James Chin | AE recs | |

| | | |
|---|---|---|
| Kimberly Schick-Puddicombe | General comment that animals need to be considered/rescued | |
| Maria Cawdron | General comment that animals need to be considered/rescued – animals are family too | |
| Nancy Higgins | AE recs | |
| Sandra Munro | General comment that animals need to be considered/rescued | |
| Kia Barnes | General comment that animals need to be considered/rescued | |
| Sarah Lodge | AE recs | |
| Trudy Burgess | AE recs | |
| Animal Evac | SG report No Animal Left Behind | |
| Animal Evac | General comments | |
| Animal Evac | AE recs | |
| Russell Black | General comments to evacuate with animals etc | |
| 46 individual subs | General comment that animals need to be considered/rescued Or AE recs | |
| Glen George | Personal comment/anecdotes from Nelson fires | |
| (Approx 82 total on AW indiv subs) | | |
| (5 organisation subs) | | |
| | | |
| | | |
| | | |