

In Confidence

Office of the Minister of Civil Defence

Chair, Cabinet Economic Development Committee

Public release of proposed National Disaster Resilience Strategy

Proposal

1. This paper seeks agreement to release for public consultation a proposed national civil defence emergency management strategy to be called '*National Disaster Resilience Strategy*' (attached as Annex 1).

Executive Summary

2. The Minister of Civil Defence is required to ensure there is at all times a national civil defence emergency management strategy. The strategy is where the Crown's vision and objectives for civil defence emergency management are set.
3. The current strategy expires on 9 April 2019. The Minister of Civil Defence must issue a new strategy before then and, in doing so, is required to issue a proposed strategy for public consultation.
4. The proposed strategy reflects lessons learned, our increased understanding of national risks, and increased performance expectations built up over the last 10 years. It builds on the core concept of resilience established by the current strategy, and is confined to disaster-related aspects of resilience. It incorporates many of the decisions resulting from the Ministerial review on better responses to natural disasters and other emergencies.
5. Compared with the high-level objectives of the current strategy, the proposed strategy has a more explicit focus on communities and its objectives provide more guidance on priorities. Other significant changes include building partnerships with iwi, recognising the need for a strategic approach to recovery and the importance of reflecting culture and cultural differences in building resilience.
6. The proposed strategy was developed with widespread stakeholder involvement and informed by international scientific research on the concepts and mechanisms of resilience.
7. It is proposed that public consultation on the proposed strategy run for eight weeks from 12 October 2018 to 7 December 2018. The Minister of Civil Defence will offer to brief Parliamentary parties during the public consultation period and will undertake cross-party consultation on the strategy in February 2019 before it is finalised for Cabinet approval later that month. The strategy would then be tabled in the House in March 2019 for commencement on 10 April 2019.

Background

8. The Civil Defence Emergency Management Act 2002 (the Act) governs the operation of New Zealand's civil defence emergency management framework. In addition to the Act, the framework is comprised of the national civil defence emergency management strategy (the

strategy), the national civil defence emergency management plan (the national plan), civil defence emergency management group plans (group plans) and non-legislative guidelines.

9. The Act provides for the strategy (of up to 10 years' duration) to set the Crown's long term goals in relation to civil defence emergency management, the objectives to be pursued in relation to those goals and measurable targets to be met to achieve those objectives. There is no provision for the strategy to have directive powers but the Director of Civil Defence Emergency Management and Civil Defence Emergency Management Groups¹ must not act inconsistently with the strategy.
10. The Act also provides for a national plan, and regional group plans. Plans are required to cover matters including hazard and risk identification and management, and to demonstrate how the plan's objectives relate to the strategy. The Act does not specify a minimum or maximum duration period for plans but it does require reviews at up to five-yearly intervals. Non-legislative guidelines support the operation of the plans.

A review of the current national civil defence emergency management strategy found that it served its original purpose but lacks relevance to current and future needs

11. The current strategy expires on 9 April 2019 and cannot be extended without a change to the Act. The Minister of Civil Defence must follow a public consultation process when making a new strategy. This includes issuing a proposed strategy with the opportunity for public submissions.
12. Accordingly, the Ministry of Civil Defence and Emergency Management (MCDEM) engaged in a collaborative review process, with key government and non-government stakeholders, to assess the strategy's effectiveness against its original objectives and to ensure ongoing fitness for purpose over the next 10 years.
13. In general, feedback from stakeholders on whether the current strategy is fit for purpose found there was nothing inherently wrong with it but that it is now outdated and in need of a refresh and refocussing. The current strategy retained much of the content and focus of the 2003 strategy, which was intended to guide the implementation of what was, at that time, a new act. That need no longer exists as the Act has been operative for almost 16 years and core concepts are well understood.
14. The current strategy pre-dates lessons learned from the past decade, including from significant and damaging emergencies in New Zealand and overseas, making it increasingly less relevant and helpful. A key learning not reflected to any great degree in the strategy is the importance of resilience² at community, local, regional and national levels, for protecting prosperity and wellbeing when faced with disasters. The review found that resilient households and communities were better able to look after themselves in disasters while emergency management resources were diverted to the most urgent priorities.

The proposed strategy retains what works well from the current strategy, incorporates new understandings and aligns with related initiatives

15. Four options were considered for a new strategy:
 - a) Reissuing the current strategy with minor changes

¹ Civil Defence Emergency Management Groups are established under the Civil Defence Emergency Management Act 2002 and are comprised of a region's local authorities.

² Resilience means the ability to absorb the effects of a disruptive event, minimise adverse impacts, respond effectively, maintain or recover functionality, and adapt in a way that allows for learning and thriving.

- b) Focusing on institutional response capability, governance and stakeholder relationships reflecting the results of the Ministerial review into better responses to natural disasters and other emergencies in New Zealand (discussed below)
- c) Building on the foundations of the current strategy but reflecting new understandings of resilience, emphasising the importance of community and societal resilience and linking to the Treasury's Living Standards Framework
- d) Widening the concept of the Crown's goals for civil defence emergency management to equal the goals of wider national security.

16. Option (c) is the preferred approach. This is because it will build on work already done and on well understood concepts and maintain a broader focus across all 4Rs which are the foundation of civil defence emergency management – risk reduction, readiness, response and recovery, than institutional response capability improvement.

Setting the future direction for civil defence and emergency management with a strategy and roadmap of actions

- 17. The proposed strategy sets the vision and long term goals and outlines the intended measurement and monitoring regime. The vision is that New Zealand is a disaster resilient nation that acts proactively to manage risks and build resilience in a way that contributes to the wellbeing and prosperity of all New Zealanders.
- 18. To make the strategy happen, a roadmap of actions will be developed and updated over the 10-year life span of the strategy. This will be accompanied by a set of performance measures to ensure the strategy is delivering and remains fit for purpose over its lifespan. This approach is a significant departure from the current strategy and will improve the ability to track progress, and monitor and evaluate effectiveness.
- 19. The most significant change from the current strategy is the focus on building resilience, with more explicit reference to communities and community based resilience.
- 20. The proposed strategy is more inclusive than its predecessor by expanding its scope to more explicitly target individuals, households and communities. The proposed strategy speaks directly to the wider public with a view to empowering everyone to become more resilient and better prepared for disasters. This is different to the approach of the current strategy which is focussed largely on central and local government.
- 21. Other significant changes include:
 - Specific consideration of Māori conceptions of resilience, and the resilience of Māori, and how that links with the desire for improved national resilience.
 - Recognition of the need for a strategic approach to recovery planning (particularly reflecting lessons learned from the Canterbury earthquake sequence and Kaikōura earthquake).
 - The importance of reflecting culture and cultural differences in building resilience.
 - The proposed strategy includes high-level measurements for assessing progress to reduce losses from disasters (as discussed earlier, detailed performance measures will accompany the roadmap of actions).

22. The strategy proposes a broader range of stakeholders involved in the ongoing governance of the strategy than is currently the case. Of particular importance is ensuring any governance arrangements support Crown/Māori relationships. Views on preferred governance arrangements will be sought through the public consultation process.

Information withheld under section 9(2)(f)(iv) of the Official Information Act 1982

The proposed strategy incorporates some decisions from the Government's response to the recent ministerial review on better emergency responses

24. In February 2017, the then Minister of Civil Defence established a technical advisory group (TAG) to report on better responses to natural disasters and other emergencies. The group found a number of problems. Broadly they were:
- a) Lack of clarity on who was responsible for leading what in an emergency response
 - b) Inexperienced people leading responses resulting in poor decision-making
 - c) Inadequate information to inform decision-making
 - d) Inconsistent approaches to responses across the country
 - e) Inadequate (in some cases) engagement with communities.
25. On 15 August 2018, the Cabinet Economic Development Committee considered and noted my proposals for responding to the TAG report (DEV-18-Min-0169). The table below explains how I plan to progress work under five themes reflected in the Government response and how the proposed strategy will support this work.

Theme	This means better	Relates to proposed strategy
Put the safety and wellbeing of people at the heart of the emergency response system	<ul style="list-style-type: none"> • Public warnings, particularly for tsunami • Public communication in a response • Identification of welfare needs • Participation of Iwi Māori and marae 	Objective 7 - implement measures to ensure that the safety and wellbeing of people is at the heart of the emergency response system
Strengthen the national leadership of the emergency management system	<ul style="list-style-type: none"> • Oversight by a national emergency management agency (currently MCDEM) • Stewardship of the emergency management system • National standards to set minimum service levels and ensure operational consistency 	Objective 8 - strengthen the national leadership of the emergency management system
Make it clear who is responsible for	<ul style="list-style-type: none"> • Legislation to set out 	Objective 9 - Improve policy and

Theme	This means better	Relates to proposed strategy
what nationally and regionally	<p>functions and responsibilities of local authorities</p> <ul style="list-style-type: none"> • Authority for controllers to coordinate emergency response • Decision making and communication about when an incident becomes an emergency and who is in control • Planning how agencies will work together and who will do what 	planning to ensure it is clear who is responsible for what, nationally and regionally
Build the capability and capacity of the emergency management workforce	<ul style="list-style-type: none"> • Training and accreditation of controllers • Capability of those working in CIMS roles • Ability to assist local response efforts through Fly-in teams • Volunteer capability and capacity 	Objective 10 - Build the capability and capacity of the emergency management workforce
Improve the information and intelligence system that supports decision making in emergencies	<ul style="list-style-type: none"> • Synthesis of information into a Common Operating Picture for decision makers • Integration of science advice into emergency responses • National capability through a new or improved national emergency facility 	Objective 11 - Improve the information and intelligence system that supports decision making in emergencies Objective 12 - Embed a strategic approach to recovery planning that takes account of risks identified, recognises long-term priorities, and ensures the needs of the affected are at the centre of recovery and reconstruction

26. The proposed strategy is not intended to be the vehicle for progressing all of this work but it will guide and support the oversight and coordination of the various work programmes required to implement these measures.

Community involvement to develop the new strategy was widespread

27. During 2016/17 the Ministry of Civil Defence & Emergency Management undertook wide-ranging stakeholder engagement with over 300 organisations to test and develop ideas for the proposed strategy. This included organisations from local and central government, social, community and voluntary sector groups, groups from the private sector including businesses, lifeline utilities, and infrastructure sectors.

28. The Ministry also commissioned scientific research on the concepts and mechanisms of resilience, reviewed international literature, and assessed New Zealand's achievement against international disaster risk management frameworks. Since 2017 the Ministry has continued to take opportunities to engage with stakeholders, for example through participation in stakeholder forums and meetings.

Finalising the strategy

29. If approved for release by Cabinet, the proposed strategy will be available for public consultation for eight weeks from 12 October 2018 to 7 December 2018. I will also offer to brief Parliamentary parties on the intent and content of the proposed strategy during the period of public consultation.

30. That consultation process will inform the development of the final version of the new strategy. I will carry out cross-party consultation on the final version of the strategy in the first two weeks of February 2019.
31. I intend to seek Cabinet's approval of the finalised strategy later in February 2019 and to table it in the House in March 2019 to allow sufficient time for the strategy to commence on 10 April 2019.

Consultation

32. The following agencies have been consulted on the paper and the proposed strategy: the Treasury, State Services Commission, the Ministries of Business, Innovation and Employment, Justice, Defence, Foreign Affairs & 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, Stats NZ, Oranga Tamariki, Inland Revenue Department, New Zealand Customs Service, New Zealand Police; New Zealand Defence Force, New Zealand Transport Agency, Maritime New Zealand, Housing New Zealand Corporation, Government Communications Security Bureau and the Department of the Prime Minister and Cabinet.
33. The following agencies were also consulted on the proposed strategy only: Fire and Emergency New Zealand; Earthquake Commission, Accident Compensation Corporation.
34. Agencies are strongly supportive of the general approach and direction of the proposed strategy.

Financial Implications

35. There are no direct financial implications resulting from the adoption of the proposed strategy. Agencies will have choices about how best to meet and/or contribute to the goals and objectives of the strategy and these will become clearer when the roadmap of actions is developed. Where agencies identify new areas of work that cannot be implemented within baselines, additional funding will be sought through the usual Budget process.

Legislative Implications

36. There are no legislative implications arising from the strategy.

Impact Analysis

37. The Regulatory Quality Team at The Treasury confirms that no formal Regulatory Impact Assessment is required in support of the proposal to release the proposed strategy for public consultation. Unless the public consultation indicates substantial issues with the strategy this exemption also applies to the eventual decision to finalise it.

Human Rights

38. There are no specific human rights implications arising from the proposed 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

39. There are no specific gender implications from these proposals but the proposed strategy does contain objectives aimed at minimising the negative impacts on those most likely to be disproportionately disadvantaged by disasters. The proposed strategy's focus on communities, and building community resilience, could help single-parent families (the vast majority of which are led by women) and might possibly mitigate against future incidents of domestic violence (as occurred after the Canterbury earthquakes) triggered by disasters.

Disability Perspective

40. The proposed strategy does not incorporate specific references to disability perspectives but it does contain objectives aimed at minimising the negative impacts on those most likely to be disproportionately disadvantaged by disasters, such as disabled people. Health and disability issues can create barriers to resilience and the strategy sets out a number of objectives aimed at addressing those barriers. All civil defence emergency plans, including the national civil defence emergency management plan, contain provisions about disability services. My officials will consult disabled people and organisations representing disability perspectives during the public consultation phase to ensure those perspectives are reflected.

Publicity

41. My officials will develop a communications plan for announcing and promoting the proposed strategy. The plan will also provide for the launch of the new strategy once it is finalised.
42. In addition to meeting requirements under the Act to notify the proposed strategy by publishing notices in the *Gazette* and newspapers in major metropolitan areas, stakeholders who participated in developing the proposed strategy will be advised of its release and the process for making submissions.
43. The proposed strategy will be widely publicised in print and social media and through interested community organisations.
44. Stakeholders involved in developing the proposed strategy are unlikely to be surprised by its contents. Given the nature of the subject however I expect there will be a range of views as to what the strategy should emphasise. The purpose of the public consultation is to provide an opportunity to test the strategy with a wider group of organisations as well as the general public.
45. In releasing the proposed strategy I will emphasise:
- a) A new national civil defence emergency strategy is required
 - b) We have learned a lot in the last 10 years about emergency management so it is also timely to have a new strategy
 - c) The strategy sets out the Crown's goals and objectives for civil defence emergency management
 - d) The proposed strategy was developed after widespread stakeholder input
 - e) The new strategy gives significant emphasis to the importance of community and provides clearer priorities on what needs to be done
 - f) The proposed strategy builds on recent decisions made on the report of the Ministerial review on better responses to natural disasters and other emergencies

- g) The importance of public and community groups making their views known on the proposed strategy.
46. I will outline the proposed arrangements for publicising the strategy when I seek Cabinet approval for the finalised strategy next February.

Proactive Release

47. I intend to inform a cross-party group of members of parliament before I proactively release this Cabinet paper and associated minutes when the proposed strategy is made public. While much of the paper is about process, its background material may help those making submissions understand better the context in which the strategy was developed.

Recommendations

48. The Minister of Civil Defence recommends that the Committee:
1. **note** that the Civil Defence Emergency Management Act 2002 requires there to be a national civil defence emergency management strategy at all times that sets out the Crown's goals and objectives for civil defence emergency management;
 2. **note** that the current strategy will expire on 9 April 2019 and that public consultation on a proposed strategy is required before finalising a new strategy;
 3. **note** that the proposed strategy contains a greater focus on community resilience, and its objectives reflect the lessons learned and new best practices identified from the last 10 years of domestic and international emergency management experience;
 4. **note** that key components of the proposed strategy, include:
 - the vision statement "New Zealand is a disaster resilient nation that acts proactively to manage risks and build resilience in a way that contributes to the wellbeing and prosperity of all New Zealanders";
 - alignment with the Treasury's Living Standards Framework;
 - specific consideration of the resilience of Māori, and how that links with the desire for improved national resilience;
 - high-level measurements for assessing progress to reduce losses from disasters;
 5. **note** that as part of public consultation, views on preferred governance arrangements for the strategy will be sought;
 6. **note** that the proposed strategy will be supported by a roadmap of actions (to be updated throughout the life span of the strategy) and detailed performance measures;
 7. **note** that the proposed strategy and roadmap of actions will support the Government's response to the Technical Advisory Group report *Better Responses to Natural Disasters and Other Emergencies in New Zealand* (DEV-18-Min-0169);
 8. **note** that the intended period of public consultation will be from 12 October 2018 to 7 December (eight weeks) and that the Minister of Civil Defence will offer to brief Parliamentary parties on the proposed strategy during its public consultation period;

9. **note** that the Minister of Civil Defence will undertake cross-party consultation on the revised strategy in early February 2019 and will seek approval of the finalised strategy from Cabinet in late February 2019 with a view to tabling it in the House in March 2019 for commencement by 10 April 2019;
10. **agree** to the Minister of Civil Defence releasing for public consultation the proposed strategy attached in Annex 1, subject to any minor editorial, formatting and layout changes required; together with this Cabinet paper and associated minutes.

Authorised for lodgement

Hon Kris Faafoi

Minister of Civil Defence

