



NATIONAL DISASTER RESILIENCE STRATEGY QUESTION AND ANSWERS

10 APRIL 2019

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

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

www.civildefence.govt.nz/national-disaster-resilience-strategy

For further resources or information, please email nationalstrategy@dpmc.govt.nz or contact Jo Horrocks (jo.horrocks@dpmc.govt.nz or 027 702 3353).

Sections in this document (clickable links):

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

KEY QUESTIONS

What is the purpose of the Strategy?

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

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

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

Why do we need a new Strategy?

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

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

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

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

How does the new Strategy differ from the previous one?

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

Why the title change from the previous strategy?

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

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

How was the Strategy developed?

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

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

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

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

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

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

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

How will the Strategy affect me?

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

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

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

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

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

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

USE AND IMPLEMENTATION OF THE STRATEGY

What are the next steps?

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

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

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

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

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

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

How will the Strategy be implemented?

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

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

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

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

Who owns the Strategy?

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

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

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

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

How will the Strategy be measured and monitored?

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

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

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

How should the Strategy be used?

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

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

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

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

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

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

THE STRATEGY AND LINKS TO OTHER WORK

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

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

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

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

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

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

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

How does the Strategy link to climate change work?

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

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

How does the Strategy link to other work?

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

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

INCLUSION OF DIFFERENT WORLDVIEWS AND INTERESTS

How are Māori perspectives reflected in the Strategy?

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

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

How are disability perspectives reflected in the Strategy?

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

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

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

How does the Strategy reflect the importance of animal welfare?

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

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

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

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

MCDEM agreed with submitters that:

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

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

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

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

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

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

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

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

MPI's work plan for 2019 includes:

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

THE STRATEGY AND RECENT EVENTS

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

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

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

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

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

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

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

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

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

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

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

THE STRATEGY AND CDEM GROUPS

Will CDEM Groups need to change their Group Plans?

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

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

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

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

What will we need to do differently?

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

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

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

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

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

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

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

The Strategy has three key features:

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

What is MCDEM going to do to implement the strategy?

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

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

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

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

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

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