

Strengthening Emergency Management:

**A Roadmap for Investment and
Implementation**

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Te Kāwanatanga o Aotearoa
New Zealand Government

Strengthening Emergency Management: A Roadmap for Investment and Implementation

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For more information on the work of the National Emergency Management Agency, please visit our website www.civildefence.govt.nz

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Strengthening Emergency Management

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Minister's foreword

New Zealand is one of the most exposed countries to natural hazard risk and the cost of emergencies is increasing. New Zealand's emergency management system is only capable of managing minor to moderate emergencies, leaving us vulnerable to emergencies that require greater community resilience, coordination, preparedness, and recovery support.

In September 2024 the Government committed to delivering change through our response to the Inquiry into the Response to the North Island Severe Weather Events. The Inquiry found there is an urgent need for improvement. New Zealand is facing more frequent and severe weather events, but the emergency management system lacks the capacity and capability to deal with significant, widespread emergencies like Cyclone Gabrielle.

This investment and implementation roadmap operationalises the Government's Response to the Inquiry. It sets out what we need to do to better prepare for, respond to, and recover from all types of emergencies. It lays out the initiatives and investments Cabinet has agreed are needed to change the emergency management system.

The roadmap will:

- strengthen community leadership, ownership and preparedness
- clarify roles, strengthen accountability, set standards, and provide assurance
- make leaders accountable, and build a trained, exercised workforce
- update warning systems and modernise antiquated technology and facilities.

This will require significant future investment. Cabinet has agreed to this Roadmap in principle, subject to further policy work, the passage of enabling legislation, and availability of new funding through future Budgets.

The National Emergency Management Agency will prioritise activity that can be delivered from its current baselines and go back to Government for proposed initiatives that will require new funding from future budgets.

This roadmap will transform the emergency management system so it can manage major to severe emergencies. Investments in modern technology and trained personnel, along with clear governance structures and assurance, will ensure faster, more effective emergency response and recovery, better coordination across agencies, and more resilient communities. These initiatives will address critical gaps, improving our ability to prepare for, respond to, and recover from a range of emergencies.



Hon Mark Mitchell,

Minister for Emergency
Management and Recovery

Strengthening Emergency Management:

A Roadmap for Investment and Implementation

This Roadmap operationalises the Government's Response to the Inquiry into the Response to the North Island Severe Weather Events and will improve our ability to prepare for, respond to, and recover from all types of emergencies. It sets out the initiatives Cabinet has agreed to in-principle to transform the emergency management system so it can manage major to severe emergencies.

Focus areas

In September 2024 the Government agreed to the 14 headline recommendations from the Inquiry and also considered the findings from other events, reviews and inquiries. It approved 15 actions across five focus areas to improve the system, across all 4Rs – risk reduction, readiness, response and recovery.



Give effect to the whole of society approach to emergency management



Professionalise and build the capability and capacity of the emergency management workforce



Drive a strategic focus on investment and implementation



Support and enable local government to deliver a consistent minimum standard of emergency management across New Zealand



Enable the different parts of the system to work better together at the national level

Key initiatives 2026-2031

What will be different



Increased public readiness and priority community development programmes e.g. evidence-based community and national initiatives to build self-reliance

Each of us knows how to protect ourselves and others. We are deliberate about taking action. Businesses, communities and iwi/Māori are the champions, equipped, organised, funded and supported to prepare, respond and recover. At risk communities are strong “first responders” and have built resilience and the ability to protect themselves.



Resilience Fund increased and refreshed with broader access criteria e.g. resilience pods with equipment and supplies including water tanks and solar power, risk and resilience science operationalised locally



Increased national response and recovery capacity and capability supporting regions e.g. regional support teams and a national pool of specialist recovery experts

We have the emergency management workforce and capability required to support communities.



Improved capability and professionalism across the system e.g. new standards, assurance, exercises, integrated planning, education, training, guidance, tools

Leaders are accountable and people have the skills, knowledge, and expertise at all levels to manage the increasing frequency and severity of emergencies and recovery efforts.



Modernise antiquated technology for real-time information, warnings and emergency response and recovery decisions e.g. Common Operating Picture across NZ



National Crisis Management Centre (bunker) and alternative, guidance to improve regional and local coordination centres e.g. local centres beefed up with technology, standard operating procedures and training

Data, facilities, equipment and technology help us — we have and use these to protect lives and rapidly mobilise relief and expertise to where it is most needed.



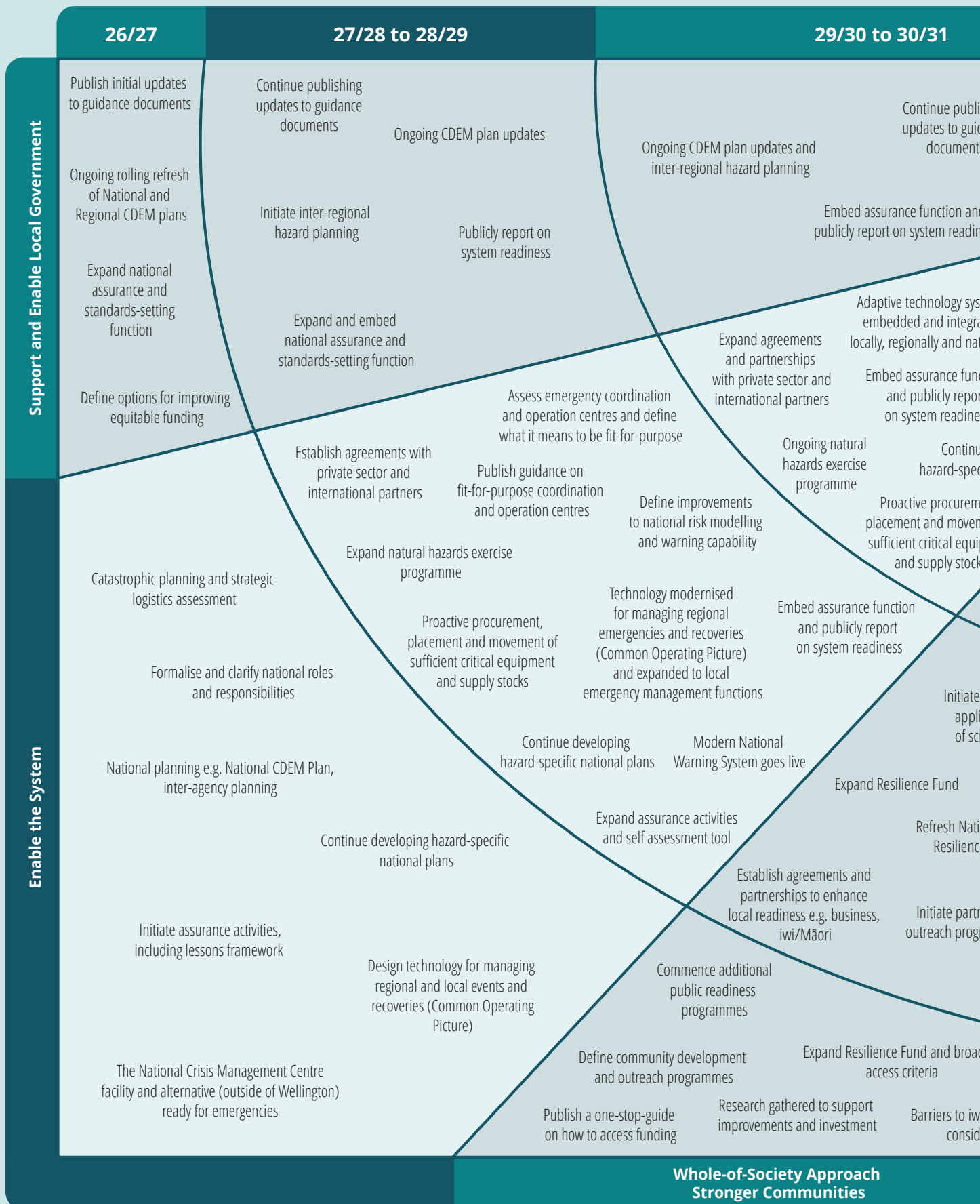
Increased stockpiles and access to nationally critical equipment and supplies e.g. generators, food, petrol, bridges, medical and road supplies stockpiled

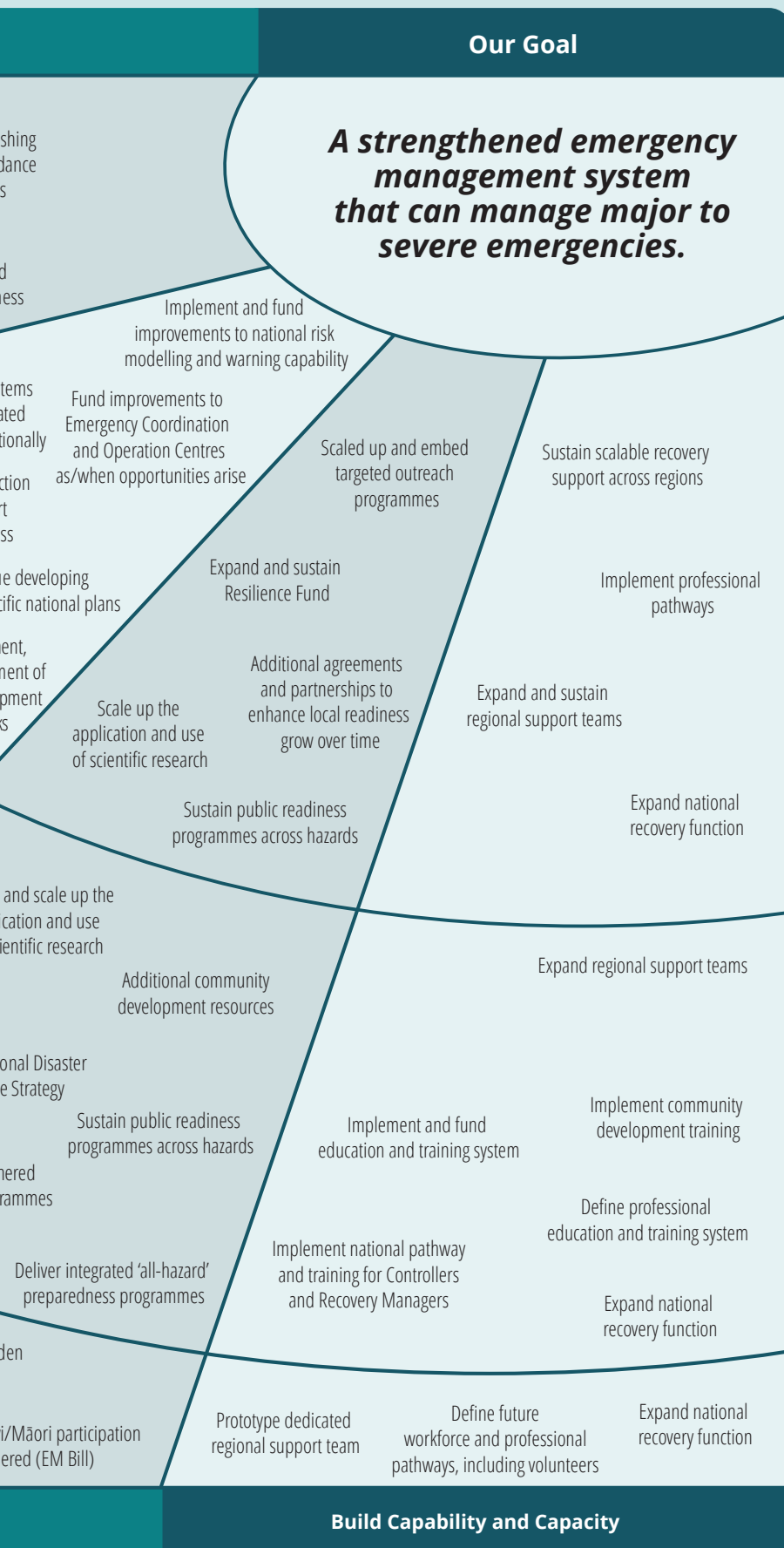
Implementation

Cabinet has agreed to this Roadmap in principle, subject to further policy work, the passage of enabling legislation, and availability of new funding through future Budgets.

The National Emergency Management Agency will prioritise activity that can be delivered from its current baselines and go back to Government for proposed initiatives that will require new funding from future budgets.

Proposed initiatives





Cabinet has agreed to this Roadmap in principle, subject to further policy work, the passage of enabling legislation, and availability of new funding through future Budgets.

The National Emergency Management Agency will prioritise activity that can be delivered from its current baselines and go back to Government for proposed initiatives that will require new funding from future budgets.

Operationalising the Government Response

This Roadmap operationalises the Government's Response to the Inquiry into the Response to the North Island Severe Weather Events. The Government's Response outlined the direction of travel for a five-year work programme to strengthen the emergency management system. Cabinet accepted all of the high-level recommendations in the North Island Severe Weather Events Inquiry, and also considered the findings from other events, reviews and inquiries. It set five focus areas and 15 actions to improve the system, across all 4Rs – risk reduction, readiness, response and recovery.

The focus areas and actions are listed below. The rest of this document covers the key deliverables to address these focus areas and actions over the next five years.

FOCUS AREA 1: Give effect to the whole-of-society approach to emergency management

1.1 Develop and invest in a comprehensive and ongoing national public readiness programme to protect lives, prevent injuries and other trauma, and reduce the burden on response efforts.

1.2 Recognise and enable the significant contribution of iwi and Māori in emergency management to the benefit of all people in New Zealand.

1.3 Direct a greater share of emergency management investment in community resilience initiatives.

1.4 Improve how communities access funding after an emergency.

1.5 Expand the number and quality of formal agreements with businesses, community organisations, iwi and Māori to deliver assistance in times of emergencies.

FOCUS AREA 2: Support and enable local government to deliver a consistent minimum standard of emergency management across New Zealand

2.1 NEMA will increase its focus on the provision of resources that local authorities need.

2.2 NEMA will set standards for the delivery of emergency management and assure these standards are being met.

2.3 Clarify operational roles and responsibilities in an emergency response.

2.4 Strengthen the regional tier of emergency management.

FOCUS AREA 3: Professionalise and build the capability and capacity of the emergency management workforce

3.1 NEMA will build on existing work to deliver a significant uplift in capability development efforts.

3.2 Develop and invest in a model for a full time deployable incident management surge support.

FOCUS AREA 4: Enable the different parts of the system to work better together at the national level

4.1 Clarify national level roles and responsibilities and strengthen leadership in risk reduction, readiness, response, and recovery.

4.2 Progress work to enable interoperability.

FOCUS AREA 5: Drive a strategic focus on investment and implementation

5.1 Ensure a well-governed approach to delivery of Strengthening disaster resilience and emergency management.

5.2 Deliver a detailed investment and implementation roadmap to deliver the work programme set out in Strengthening disaster resilience and emergency management and to drive delivery.

■ Whole-of-society approach

We will give effect to the whole-of-society approach to emergency management by strengthening community leadership, ownership and preparedness. Communities and groups including iwi/Māori will have a clearer, more active role and be better equipped, organised and ready to mobilise in a crisis.

What will be delivered 2026-2031

Expanded Resilience Fund

Addresses actions 1.3, 2.4

What it is: Refresh of the Civil Defence Emergency Management Resilience Fund with broader criteria to empower more communities to prepare for and respond to emergencies. A larger Fund for more initiatives that build direct community resilience, and capability and capacity for response and recovery.

Why it is important: The costs of emergencies to New Zealand are high and projected to continue to grow. Investing in community resilience before emergencies will reduce the costs of response and recovery below what they would have otherwise been.

Community development and outreach programmes

Addresses action 1.1

What it is: A targeted outreach programme to embed emergency management into everyday thinking. Activity will be tailored based on needs and delivered in partnership and co-ordination with communities, local and central government, private sector, not for profit sector, community groups, local businesses, iwi/Māori and schools. Local leadership will be strengthened so communities are equipped to act for themselves (e.g. expanding the community emergency hub model).

Why it is important: The Inquiry into the Response to the North Island Severe Weather Events found a major gap between how communities see their role, and the role emergency management sector organisations are mandated and resourced to take. We need to bridge this difference in expectations. Communities and individuals need to know what they will need to do in an emergency, and be self-sufficient and equipped to do it.

Public readiness programmes

Addresses action 1.1

What it is: Development of evidence-based public readiness programmes. NEMA will work with other parts of the system to deliver an integrated all-hazards approach and ensure programmes are tailored to and with different communities.

Why it is important: Investing in a comprehensive and ongoing national public readiness programme will increase individual and community awareness of life-safety actions and empower them to take readiness steps. This will protect lives, prevent injuries and trauma, and reduce the burden on response efforts.

Improved participation for business, communities, and iwi/Māori

One-stop-guide on how communities can access funding

Addresses action 1.4

What it is: Policy changes to improve emergency management funding access after an emergency. Information on how communities can access government funding after an emergency will be brought together in a single one-stop-shop guide. This will be promoted and provided through multiple channels.

Why it is important: Addressing gaps in the current funding settings will help ensure communities get the support they need in an efficient

manner. Providing greater visibility and transparency of the current cross-agency funding system will support communities to access funds in times of emergency.

Research gathered to support improvements and investment

Addresses action 1.3

What it is: Development of an evidence base on the avoidable costs of disaster recovery to support better decision-making and increased investment in community resilience initiatives.

Why it is important: There is a poor understanding of the time and cost of emergencies (response and recovery). Developing an evidence base will support shifting some proportion of this spending from the response and recovery phases to the risk reduction phase, in particular to community resilience initiatives.

Practical application of scientific research

Addresses action 1.3

What it is: The refreshed Resilience Fund will support the practical application of science and research towards emergency management, for example interdisciplinary programmes similar to AF8.

Why it is important: Investment is needed to ensure the emergency management sector can leverage advances in science, emerging technologies, and disaster resilience research.

Barriers to iwi/Māori participation considered

Addresses action 1.2

What it is: Options to strengthen and enable iwi Māori participation in emergency management will be considered, including via a new Emergency Management Bill and policy changes. NEMA will work with iwi/Māori to understand what is working for them in the emergency management system and how it can better enable iwi/Māori to participate and contribute.

Why it is important: Many inquiries and reviews have highlighted that iwi and other Māori organisations bring relevant and necessary expertise to emergency management, for the benefit of both Māori and non-Māori. Better integration of iwi and other Māori organisations is part of the whole of society approach to emergency management.

Agreements and partnerships to enhance local readiness e.g. business, iwi/Māori

Addresses actions 1.5, 2.4

What it is: Development of agreements and partnerships with businesses, iwi/Māori and community organisations. National coordination, where relevant, will complement regional and local arrangements. MoU and agreement templates, for example, will be developed to support and enable regional and local readiness.

Why it is important: Businesses, iwi/Māori and community organisations want to contribute to emergency management. They can bring new resources, expertise, and connections to communities that the Government does not have. Right now it is difficult for them to contribute.

Refreshed National Disaster Resilience Strategy

Addresses action 1.1

What it is: Update of the National Disaster Resilience Strategy to embed the 'whole-of-society' approach.

Why it is important: The National Disaster Resilience Strategy outlines the vision and long-term goals for emergency management in New Zealand, and the objectives to be pursued to meet those goals. The National CDEM Plan, CDEM Group Plans, and the Strategy must be consistent — setting the direction for the emergency management system.

Support and enable local government

We will support and enable local government to deliver a consistent minimum standard of emergency management by clarifying roles, strengthening accountability, setting standards, and providing assurance. Agencies and communities will have greater clarity in a crisis, enabling faster, more coordinated decision making.

What will be delivered 2026-2031

Better leadership and clearer accountability

Expanded national assurance and standard-setting

Addresses actions 2.2, 2.4, 4.1

What it is: NEMA has commenced building its national assurance function and support will be targeted first to areas with the highest need and risk. Developing and implementing national mandatory standards and monitoring against these standards will provide assurance and improve consistency.

Why it is important: The quality of emergency management provided, and the way it is delivered, varies across the country. Standards for delivery are not always clear, or they are outdated and optional. Setting mandatory standards will ensure that all New Zealanders and visitors can expect a consistent standard of care regardless of where they are when an emergency happens. Consistency also promotes interoperability between agencies, across regions and between levels of the system, particularly when emergencies cross local, regional, and national levels of management and control.

Updated guidance documents

Addresses actions 2.1, 2.4

What it is: User-friendly material to improve consistency of understanding, skills and practice. E.g., handbooks, guidance documents and doctrine.

Why it is important: The current standard of emergency management across New Zealand is inconsistent. Developing practical guidance at the centre will support greater consistency and efficiency, allowing CDEM Groups more time to focus on their communities.

Rolling refresh of National and Regional CDEM Plans

Addresses actions 2.3, 2.4

What it is: Review and revisions of the National Civil Defence Emergency Management Plan. This includes a rolling refresh of Regional Civil Defence Emergency Management Plans to improve their clarity, consistency and coordination across the emergency management system.

Why it is important: The NISWE Inquiry identified confusion about who is doing what in an emergency response at the local, regional, and national level. It is critical that operational roles and responsibilities are clearly codified in plans and operational documents and well-understood.

Inter-regional hazard planning

Addresses actions 2.3, 2.4

What it is: Inter-regional hazard planning. This will support shared capacity and capability inter-regionally.

Why it is important: Significant emergencies can stretch a region's capacity and capability and impact more than one region at once. Inter-regional plans support faster mobilisation of system resources to meet the highest needs across the event.

Equitable funding

Addresses action 2.4

What it is: Options to improve funding of emergency management requirements at local and regional levels.

Why it is important: The emergency management system is under-resourced and needs vary across the country. Some of the most at-risk regions have the least resourcing. Local government needs more investment to deliver emergency management at the standard that New Zealanders deserve.

■ Build capability and capacity

We will professionalise and strengthen the emergency management workforce. Accountable leaders and a trained, exercised workforce will be ready to respond to an emergency resulting from any hazard or threat.

What will be delivered 2026-2031

Regional support teams

Addresses actions 3.2, 2.4

What it is: Regional support teams will be based around New Zealand to provide surge support during emergencies and uplift regional workforce capability with expert advice, planning, and exercise support. The model will be prototyped before growing, with support targeted to areas of highest need.

Why it is important: The current Emergency Management Assistance Team has provided valuable incident management support in recent events but its members are volunteers, with roles elsewhere that they need to be released from. The model is not secure or reliable enough for current needs, let alone our future needs. Guaranteed availability (within set resource limits) of professional resources for regions in an emergency bolsters local government's delivery of response and recovery. Ultimately this means the community get a higher quality service, saving lives and livelihoods.

Expanded national recovery function

Addresses actions 4.1, 2.4

What it is: Expanded national recovery function to increase capability for rapid and integrated support to speed up recovery from small to medium events.

Why it is important: New Zealand needs to be ready with a consistent, sustainable, and robust model for managing recoveries and supporting communities. NEMA currently has a very small team unable to scale up at pace to support medium or larger scale events. Following an event, NEMA's scaled-up capacity will enable a seamless transition from response to recovery. It will support, monitor, and coordinate recovery from medium to larger-scale emergencies.

Professionalised workforce

Emergency management workforce with professional pathways

Addresses actions 3.1, 2.4, 2.2

What it is: New Zealand needs a larger and professionalised emergency management workforce. What it needs to look like and the pathway to join the workforce and develop capability will be defined as the first step.

The education and training system required to deliver the professional pathway, building from existing systems (education, training delivery and assurance) will then be implemented.

Why it is important: As the scale, severity and frequency of emergencies increases, emergency management has become much more complex and requires a high level of professionalism, capability and capacity.

A comprehensive education and training system is needed to ensure the emergency management workforce has the necessary skills and capability to deliver results in a severe event.

National pathway and training for Controllers and Recovery Managers

Addresses action 3.1

What it is: National pathway and training for Controllers and Recovery Managers to improve capability and consistency. This includes a response and recovery leadership training and exercise programme, expanding to all leadership roles.

Why it is important: Emergency management demands highly professional and capable leadership. Controllers and Recovery Managers are critical leadership roles and must be filled by qualified, experienced individuals.

Community development training

Addresses action 3.1

What it is: A work programme to increase community development capability within the emergency management workforce.

Why it is important: Emergency management professionals are often experts in the top-down command and control leadership required in emergency response. Far fewer are skilled in the bottom-up work of community development. Implementing a whole of society approach to emergency management requires a deep understanding of community resilience and how to build it.

■ Enable the system

We will enable the different parts of the system to work better together by updating warning systems and modernising antiquated technology and facilities. The public will receive timely warnings and responders will have a clearer picture of what is happening on the ground.

What will be delivered 2026-2031

Better leadership and clearer accountability

Clear national roles and responsibilities

Addresses action 4.1

What it is: Clarified national roles and responsibilities including in the Emergency Management Bill, National CDEM Plan, emergency management handbook and in alignment with the National Risk and Resilience Framework.

Why it is important: The Emergency Management System responsibilities are complex and not always clearly understood, and terms have varying definitions depending on the context. At the national level, emergency management-related roles and responsibilities need to be fit for purpose, well-understood, enabled, integrated and operate in support of the emergency management system.

Agreements with private sector and international partners

Addresses actions 4.1, 1.5

What it is: National agreements with private sector and international partners, to establish rapid access to expertise, sector coordination, critical equipment, supply stocks and infrastructure. Increased integration of private sector involvement in Emergency Management and increased agreements domestically and internationally.

Why it is important: Formalising agreements with the private sector and international partners creates resilience for New Zealand during an emergency and leads to faster recovery. During an emergency, resources will be mobilised faster to meet the highest needs and the role of each organisation will be already known.

National planning

Addresses action 4.1

What it is: Review and revision of the National Civil Defence Emergency Management Plan and inter-agency planning.

Why it is important: The National Civil Defence Emergency Management Plan sets out the roles and responsibilities of everyone involved in reducing risks and preparing for, responding to and recovering from emergencies. The current Plan needs to be revised to ensure roles and responsibilities are fit-for-purpose and well-understood. Inter-agency planning will improve readiness and coordination, especially for very large events.

Hazard specific national plans

Addresses action 4.1

What it is: NEMA will continue to lead the development of detailed operational plans and arrangements specific to individual hazards (e.g. tsunami, volcanic activity, space weather).

Why it is important: The Catastrophic Event Handbook published in February 2025 forms the umbrella for hazard specific plans that meet the catastrophic threshold. Together, the Catastrophic Event Handbook and hazard-specific plans will detail the national operational readiness and response arrangements for significant events.

Natural hazards exercise programme

Addresses actions 4.1, 2.1, 3.1

What it is: Increase the natural hazards exercise programme to uplift capability and consistency across the system, with a clear focus on consequence management as well as response. Additional 'discussion/table-top' exercises delivered.

Why it is important: Exercising is a core part of readiness and helps identify gaps and issues. The identified lessons are integrated into plans and procedures. They improve our ability to respond to and recover from emergencies.

Critical equipment and supply stocks

Addresses action 4.1

What it is: The first step is an understanding of the logistics and supplies needed to keep New Zealand functioning during and after a catastrophic event. Subsequently agreements, procurement, placement and movement of critical equipment and supplies to close the gap between what is in place and what is required (national and international) will be required.

Proactive procurement, placement and movement of sufficient critical equipment and supply stocks for moderate events might include bridges, health and hospital supplies, water purification systems, generators, satellite and communications equipment.

Why it is important: Having critical equipment and supply stocks in place ahead of emergencies will increase resilience and support faster, more effective response and recovery saving lives and reducing trauma.

Assurance activities include lessons framework and self-assessment

Addresses actions 2.2, 2.4, 4.1

What it is: NEMA's national assurance capacity will include a self-assessment tool and national lessons framework.

Why it is important: The self-assessment tool will allow CDEM groups to proactively self-assess themselves. A national lessons framework will provide decision makers with the confidence that the emergency management system is working and adapting.

Facilities, equipment and technology

Common Operating Picture (COP)

Addresses actions 4.2, 2.4

What it is: The technology and systems needed to support shared situational awareness and decision-making in response and recovery (a Common Operating Picture). A Common Operating Picture will support the management of national and regional emergencies and subsequently be expanded to local level.

Why it is important: A Common Operating Picture is a critical enabler of shared situational awareness in an emergency. It enables Controllers and others to make decisions based on high-quality information.

New Zealand does not have access to the interoperable software tools routinely used in other sectors and other countries and investment in a Common Operating Picture has been called for consistently in reviews and inquiries for at least the past ten years.

National Emergency Management Facility and alternative facility

Addresses action 4.2

What it is: A facility to replace the existing National Crisis Management Centre (NCMC) and a backup alternative facility located outside Wellington.

Why it is important: It is critical that we have the physical spaces in which people can come together to effectively coordinate emergency responses. The current NCMC is not fit-for-purpose. A new facility is needed to improve interoperability and to meet current and future needs. System redundancy through a backup facility is needed for the case of a significant event in Wellington rendering the NCMC unable to be used or accessed.

Coordination centre guidance

Addresses action 4.2

What it is: Review of regional Emergency Coordination Centres (ECC) and local Emergency Operation Centres (EOC) facilities to identify opportunities for improvement and critical gaps across New Zealand. Guidance on fit-for-purpose ECCs and EOCs published from the findings of this review.

Why it is important: Regional EOCs and local ECCs vary significantly across the country. We are committed to a minimum standard of emergency management and improved interoperability across the country. Having fit for purpose facilities with commonality will support that.

Modernised National Warning System

Addresses action 4.2

What it is: Upgrade of the technology that supports New Zealand's National Warning System.

Why it is important: The National Warning System is an online tool used by NEMA to issue hazard alerts and warnings (e.g. tsunami warnings) to the public via NEMA's website and social media channels, broadcast media, CDEM Groups and other agencies. This is a critical tool for disseminating life-safety messages to the public during significant events. It must remain fit for purpose.

National risk modelling and warning capability

Addresses action 4.1

What it is: An integrated natural hazard warning system and capability, and a multi-hazard risk engine (data, models, and capability) — underpinning impact-based warnings, insurance, land-use, and a national risk and resilience strategy.

Why it is important: The North Island Severe Weather Events Inquiry found that warnings were insufficient and ad hoc in places. It recommended the development of a comprehensive warning system. This work will support the development of a connected system across all hazards.

Focus on delivery

We will drive a strategic focus on investment and implementation. NEMA will report to the National Hazards Board and provide public progress reports every six months.

What will be delivered 2026-2031

Well-governed delivery

Addresses action 5.1

What it is: Effective and coordinated delivery of the 15 actions in the Government Response. The National Hazards Board (NHB) will provide governance across the programme of work.

NEMA will provide six-monthly progress reports to the NHB, and publicly report on progress every six months.

Why it is important: Many of the recommendations made in the NISWE Inquiry had been made many times before. Too often, the sector has been let down by a failure of implementation. Implementation will require a concerted effort sustained over time and supported across government.

Ensuring a well-governed approach to delivery is part of the Government's Response to the Inquiry. The actions are delivering system change, they intersect with each other and have overlapping stakeholders. A programmatic approach will ensure activities are integrated and coordinated so as not to overwhelm those involved.

■ Implementation

Cabinet has agreed to this Roadmap in principle, subject to further policy work, the passage of enabling legislation, and availability of new funding through future Budgets.

Some initiatives in this Roadmap are currently underway or can be progressed within NEMA's baseline, including a new National Crisis Management Centre facility; refocusing public readiness; community outreach programmes; the current Resilience Fund; improving policy and funding settings; updating guidance and plans; and developing priority standards.



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