

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 management¹. 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 emergencies².
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)

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 risk and resilience work underway 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 officials' 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
 - efforts to improve the management of national risk
 - 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. In particular, it 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 Maori 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 77 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 better 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 sought input from the Office for Disability Issues and the 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 Growth 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, which are comprised of 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, Housing and Urban Development, 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-Ministry for Children, 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