KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL **WAI 3325**

IN THE MATTER OF	**the Treaty of Waitangi Act 1975**
AND	
IN THE MATTER OF	**the Climate Change Priority Inquiry**

BRIEF OF EVIDENCE OF JENNA RACHEL ROGERS AND DWAIN GERARD JOHN HINDRIKSEN

Te Tari Ture o te Karauna
Crown Law

Pouaka Poutāpeta
Te Whanganui-a-Tara
Waea

PO Box 2858
Wellington 6140
Tel: 04 472 1719

Whakapā mai: **Contacts:**
Nixon Fong / Grace Seeley
nixon.fong@crownlaw.govt.nz / grace.seeley@crownlaw.govt.nz

Barrister instructed:

Jeremy Prebble
jeremy.prebble@hawkestone.co.nz

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I, Jenna Rachel Rogers and Dwain Gerard John Hindriksen of Wellington, public servants, state:

Introduction

Jenna Rogers

1. My full name is Joanna (Jenna) Rachel Rogers.

2. I am the Deputy Chief Executive (Strategic Enablement) of the National Emergency Management Agency (NEMA). I report to the Chief Executive of NEMA. I also hold the statutory appointment of National Recovery Manager under the Civil Defence Emergency Management Act 2002 (the CDEM Act). I have been NEMA's DCE since May 2022. I have worked in the field of emergency management for over 20 years. Prior to holding this role, I have held multiple managerial roles at NEMA and its predecessor, the Ministry of Civil Defence & Emergency Management.

Dwain Hindriksen

3. My full name is Dwain Gerard John Hindriksen.

4. I am NEMA's Manager (Planning and Sector Partnerships). I report to NEMA's Deputy Chief Executive (Emergency Management). I am responsible for a portfolio that includes national planning, infrastructure resilience, and social and community resilience. This includes multi-agency leadership and coordination responsibilities in readiness, response, and recovery across national lifeline utilities (providers of essential and enabling infrastructure and services) and emergency welfare services (which focuses on meeting the needs of people and animals affected by emergencies). Prior to holding this role, I held roles with the Ministry for Primary Industries (Biosecurity New Zealand) in Treaty Partnerships and Engagement, and Emergency Response.

Scope of this brief of evidence

5. In this statement of evidence, we will cover the following matters:

6. Part A: The structure of Aotearoa New Zealand's civil defence emergency management (CDEM) system, the wider National Resilience System, which it forms part of, and how NEMA fits into that system,

6.1 Part B: A general outline of how the CDEM system operates now to identify and mitigate risk, be ready for, respond to, and recover from emergencies, and particularly how the system enables and facilitates connection and engagement with Māori as an integral part of the CDEM framework

6.2 Part C: Detail on improvements to the CDEM system that are being led by NEMA. This system improvement work includes some key initiatives to improve Māori connection and engagement in the CDEM system. This work follows two key catalysts for change, namely:

6.2.1 the Government response to the 2017 Ministerial Review — 'Better Responses to Natural Disasters and other Emergencies in New Zealand' (the TAG Review), and

6.2.2 The Government response to the Government Inquiry into the Response to the 2023 North Island Severe Weather Events (the NISWE Inquiry).

Emergency Management, Climate Policy and te Tiriti o Waitangi

7. Climate policy covers a broad and interconnected range of policy areas. Within this, the role of the Civil Defence Emergency Management (CDEM) System is to ensure Aotearoa New Zealand is identifying and mitigating risks; and being ready for, responding to and recovering from emergencies. While the approach to emergency management is by nature 'hazard agnostic' (we must be ready for any emergency), we are acutely aware that climate change is changing New Zealand's riskscape, and that climate-related emergencies are becoming both more frequent and more severe. Climate change increases the risks of severe weather and adds uncertainty about future conditions. Heavy precipitation will generally become more frequent and more intense, and the extremes may shift from "wetter than normal" with severe floods, landslides, and storms to "dryer than normal" with higher temperatures, drought, and wildland fire threats. Sea level rise

adds further risk and repeat events in the same area compound communities' vulnerability.[1]

8. Climate change will challenge emergency management to respond quickly to increasing emergencies, which has implications for both NEMA and the sector's capacity and capability. Increased strain on community resilience is anticipated, especially following consecutive, compounding events.

9. As the central government steward for the CDEM system, NEMA's role is to ensure that the system can cope with significant weather events. NEMA is focusing on strengthening the system through enhancements to the legislative framework, growing effective emergency capacity and capability across the 4Rs (Reduction, Readiness, Response and Recovery – as discussed later), and contributing to and supporting cross-agency multi-year work streams.

10. This necessarily requires the CDEM system to engage across many facets of the Crown's climate change policy. However, the core operational function of the CDEM agencies lies in managing the response to and recovery from emergencies. This is not to say that the CDEM system is not proactive; in fact, a major part of our work is in readying the system to respond when needed. Further, as we discuss in our brief of evidence, risk reduction is a core tenant of the CDEM system. CDEM agencies have a role in this space, but the work is generally led outside the CDEM framework, by other agencies under other statutory regimes.

11. New Zealand faces many complex hazards and national security threats, both natural and malicious.[2] We are particularly exposed to natural hazard risk and this is increasing, particularly with the onset of climate change. A

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1 Intergovernmental Panel on Climate Change "Summary for Policymakers" in "Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change" dated 2021 Summary for Policymakers **[NEMA.001.0001]**

2 The National Risk Register (part of the National Risk and Resilience Framework) currently includes 33 National Risks, being those hazards and threats that could have serious immediate and/or long-term effects on New Zealand's safety, prosperity and/or national security. The listed risks include earthquake, tsunami, severe weather, space weather, drought, communicable disease outbreak, wildfire, major oil spill, commodity / energy price shock, major trade disruption, terrorist attack, act of foreign interference or espionage targeting New Zealand, major cyber incident, armed conflict, and major threat to Pacific Regional Security. See https://www.dpmc.govt.nz/our-programmes/risk-and-resilience/national-risk-and-resilience-framework/new-zealands-national-risks.

2018 Lloyds' analysis ranked New Zealand second highest in the world for financial exposure to natural hazards.[3] The graphics in Annexures 1 and 2 to this statement give an overview of New Zealand's current riskscape in terms of natural hazards, and the number and range of declared states of emergencies between 2006 and 2024.

12. We acknowledge that Māori are very often affected by such emergencies, and that this is particularly the case with climate-related emergencies such as flooding, coastal inundation and other severe-weather. We note, for example, the findings of the Hawke's Bay Independent Flood Review with respect to the effects of Cyclone Gabrielle on mana whenua:[4]

> … [I]t is clear that mana whenua have been disproportionately affected by this flood event. There are many examples of marae, papakāinga and urupā located on marginal floodplain land in close proximity to rivers that were catastrophically inundated during this event.
>
> The Panel observed that, typically, the land currently held by Māori communities is what was left of much larger holdings prior to European settlement, and that prior to the arrival of pākehā the land and resources from the mountains to the sea were often used seasonally, with more temporary types of kāinga (accommodation) that could be readily re-built if damaged by floods.
>
> …
>
> The kōrero that we were given was that, with little to no high-country lands left in their landholdings because of pākehā occupation, the low-lying land next to rivers was often all that remained and, by default, became the places where more permanent and modern marae and papakāinga were constructed. In many places there were known flood risks and no structural flood defences to manage them.

13. We note that these historical and geographical factors are not unique to the Hawke's Bay Cyclone Gabrielle experience, and that they also reflect the reality for many Māori communities whose whenua lie in areas such as flood plains and land prone to coastal inundation. However, we are also

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3 Lloyds "A world at risk; Closing the insurance gap" (2012) https://assets.lloyds.com/assets/pdf-global-underinsurance-report-global-underinsurance-report/1/pdf-global-underinsurance-report-global-underinsurance-report.pdf, p 14 **[NEMA.001.2862]**. See also Strengthening disaster resilience and emergency management the Government Response to Report of the Government Inquiry into the Response of the North Island Severe Weather Events, October 2024, p 5 **[NEMA.001.0970]**.

4 Mitchell et al "Report of the Hawke's Bay Independent Flood Review" (2024) https://www.hbrc.govt.nz/assets/Document-Library/Cyclone-Gabrielle/Report-of-the-Hawkes-Bay-Independent-Flood-Review-Digital-Version.pdf, section 2.4, p 22. **[NEMA.001.0123]**

aware that there are also many other reasons why Māori communities are acutely affected by emergencies.

14. Against that backdrop, we also acknowledge the critical role that Māori communities and organisations play in responding to emergencies. The Technical Advisory Group (TAG) that undertook the 2017 Ministerial Review — 'Better Responses to Natural Disasters and other Emergencies in New Zealand' (the TAG Review) noted:

> Iwi response to disasters and emergencies, like that of others involved, is swift and driven by local needs. There is commonly early activation of marae, Māori wardens and other Māori whanau [sic], hapū, and iwi networks to the fullest extent possible, in the context of the emergency.
>
> Iwi's first call is to support whanau [sic]/hapū.
>
> Iwi are also a huge source of social capital with significant resources to activate in response: such as welfare – shelter and food, communication networks and access to key supplies.

15. The core te tiriti principles of partnership, protection and participation, beyond being a responsibility of the Crown, are also critical in a practical sense to effective emergency management.

16. As our evidence will show, NEMA has come a long way in this respect since its establishment on 1 December 2019 to develop a CDEM system that enables connection and consultation with Māori. However, we acknowledge that there is still more to do, particularly to further develop the legislative and regulatory framework and to more formally connect Māori to the CDEM system.

17. We know from the TAG Review and from the NISWE Inquiry that we have much work to do; and we are committed to that journey. We have seen, in real time, the need for effective connection and engagement with Māori through multiple emergencies. A big part of the solution is legislative, and we are working on that: a new Emergency Management Bill will be introduced to the House later this year, with consequential revisions of secondary legislation following in due course. Outside of that necessary

legislative change, NEMA has been making strides toward connecting Māori better to the CDEM system, as we will set out below.

18. We talk throughout this brief of connection and engagement with "Māori" and "Māori Communities". When we use the terms "Māori" and "Māori Communities" we are describing a wide range of groups we engage with, from interactions between national level agencies, to engagements with other representative bodies, Post Settlement Governance Entities (PSGEs), rūnanga, iwi, hapū, marae and individuals.

19. We use the word connection to describe the work we do to create links between Māori and the CDEM system, the relationships we foster with Māori communities, and our growing collaboration with Māori to create a unified CDEM system.

PART A: The organisational structure of civil defence emergency management in New Zealand

20. In this first section of our evidence, we provide an outline of the organisational structure of civil defence emergency management (CDEM) in New Zealand, and the National Resilience System which it is part of.

The National Resilience System

21. Central government takes an 'all hazards – all threats' approach to nationally significant risks and crises.[5] The architecture used by central government to address nationally significant threats is the National Resilience System, which was adopted by Cabinet in November 2024 as an evolution of the previous 'National Resilience System'. [6]

22. The National Resilience System is a whole of government system, comprised of various legislative tools and entities, designed to strengthen New Zealand's resilience to National Risks. It is led by the Department of

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5 Department of the Prime Minister and Cabinet "The National Resilience System Handbook" (2025) https://www.dpmc.govt.nz/sites/default/files/2025-05/national-resilience-system-handbook-may2025.pdf, p 12. **[NEMA.001.0383]**

6 Outlined at https://www.dpmc.govt.nz/our-programmes/risk-and-resilience/national-risk-and-resilience-framework.

the Prime Minister and Cabinet, which is responsible to the Prime Minister and Cabinet.

23. The CDEM system sits within the National Resilience System and is the responsibility of the Minister for Emergency Management and Recovery. NEMA is the central government's steward of the CDEM system.

Resilience and the 4Rs

24. Resilience is society's ability to anticipate, minimise, absorb, respond to, adapt to, and recover from disruptive events.[7] In essence, resilience is about developing a wide zone of tolerance – the ability to remain effective across a range of future conditions.

25. Resilience incorporates what are referred to as the 4Rs. The 4Rs are:[8]

25.1 **Reduction,** which is identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level;

25.2 **Readiness**, which is developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public and specific programmes for emergency services, lifeline utilities, and other agencies;

25.3 **Response,** which is those actions taken immediately before, during, or directly after an emergency to save lives and property, and to help communities recover; and

25.4 **Recovery**, which is the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic

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7 Similarly, as the National Disaster Resilience Strategy (see no 10 below) describes at p 6: Resilience is society's ability to anticipate and resist the effects of a disruptive event, minimise adverse impacts, respond effectively post-event, maintain or recover functionality, and adapt in a way that allows for learning and thriving. **[NEMA.001.0433]**

8 As described in the National CDEM Plan at clause 2 **[NEMA.001.3071]**. The description of the 4Rs varies but the core principles are substantively the same. See for example the National Disaster Resilience Strategy at pp 6-7 **[NEMA.001.0433]**, the 2016 National Security Handbook at [7]–[8] **[NEMA.001.0383]**, and NEMA's website and the references there: https://www.civildefence.govt.nz/cdem-sector/the-4rs

regeneration and enhancement of a community following an emergency.

26. While it can appear logical to regard the 4Rs as sequential phases that play out over a pre-event, event and post-event timeline, this is not accurate. Each 'R' builds on and contributes to the others. So, for example, readiness and response are important aspects of risk reduction, since readiness for an emergency and an effective response will assist in reducing the magnitude of the impact of the hazard. Similarly, effective risk reduction (e.g. through climate change adaptation, insurance, planned infrastructure redundancy, land use planning, etc) will reduce the demand on resources for response and recovery and increase its effectiveness.

The CDEM framework

27. The CDEM system is a sub-system within the National Resilience System and is a key part of it.

28. The CDEM Act sets out its purpose in section 3:

> The purpose of this Act, which repeals and replaces the Civil Defence Act 1983, is to—
>
> (a) improve and promote the sustainable management of hazards (as that term is defined in this Act) in a way that contributes to the social, economic, cultural, and environmental well-being and safety of the public and also to the protection of property; and
>
> (b) encourage and enable communities to achieve acceptable levels of risk (as that term is defined in this Act), including, without limitation,—
>
> (i) identifying, assessing, and managing risks; and
>
> (ii) consulting and communicating about risks; and
>
> (iii) identifying and implementing cost-effective risk reduction; and
>
> (iv) monitoring and reviewing the process; and
>
> (c) provide for planning and preparation for emergencies and for response and recovery in the event of an emergency; and
>
> (d) require local authorities to co-ordinate, through regional groups, planning, programmes, and activities related to civil defence emergency management across the areas of

reduction, readiness, response, and recovery, and encourage co-operation and joint action within those regional groups; and

(e) provide a basis for the integration of national and local civil defence emergency management planning and activity through the alignment of local planning with a national strategy and national plan; and

(f) encourage the co-ordination of emergency management, planning, and activities related to civil defence emergency management across the wide range of agencies and organisations preventing or managing emergencies under this Act and the Acts listed in section 17(3).[9]

29. Supporting the objectives of the CDEM Act are the National Disaster Resilience Strategy, the National CDEM Plan and Guide, and the suite of 16 CDEM Group Plans. Each of these instruments includes provisions that facilitate and enable consultation and engagement with Māori.

30. The **National Disaster Resilience Strategy (NDRS)** is New Zealand's national CDEM strategy, which is required by the Act.[10] It describes the intentions of the Crown regarding CDEM provisions. It outlines the vision, values, principles, and goals for CDEM, and is reviewed every ten years.

31. Incorporating greater recognition, understanding and integration of iwi/Māori perspective and tikanga in emergency management is one of the objectives of the NDRS. We discuss this aspect of the NDRS in greater detail later.

32. The **National CDEM Plan 2015 (the National CDEM Plan)** is secondary legislation, adopted by Order in Council,[11] that identifies the hazards and

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9 Section 17(3) lists the following legislation: Biosecurity Act 1993, Building Act 2004, Fire and Emergency New Zealand Act 2017, Hazardous Substances and New Organisms Act 1996, Health Act 1956, Health and Safety at work Act 2015, Local Government Act 2002, Local Government Act 2002, Maritime Transport Act 1994, Resource Management Act 1991.

10 New Zealand Government "National Disaster Resilience Strategy | Rautaki ā-Motu Manawaroa Aituā" April 2019 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/ndrs/National-Disaster-Resilience-Strategy-10-April-2019.pdf. **[NEMA.001.0433]**

The National Disaster Resilience Strategy is the responsibility of the Minister for Emergency Management and Recovery under Part 3 of the CDEM Act and is presented to the House of Representatives (s 35). The current National Disaster Resilience Strategy came into effect on 10 April 2019 and adopts key ideas from the Sendai Framework for Disaster Risk Reduction 2015 – 2030. The Sendai Framework was adopted by member states and endorsed by the UN General Assembly following the 2015 Third UN World Conference on Disaster Risk Reduction.

11 The current Plan is set out in the National Civil Defence Emergency Management Plan Order 2015.

risks to be managed at the national level and sets out the roles and responsibilities of all agencies involved in reducing risks from hazards, and preparing for, responding to and recovering from emergencies.

33. For example, clauses 62-75 of the National CDEM Plan set out the system to assist with meeting immediate and ongoing welfare needs after an emergency and provides direction for coordinating the actions required to meet those needs in an integrated and flexible way. The needs of iwi, hapū and whānau are explicitly provided for in this part of the National CDEM Plan. The Plan assigns Te Puni Kokiri responsibility for working with other Government agencies and CDEM Groups to support iwi, hapū, whānau and other Māori communities through its network of regional offices.

34. The **Guide to the National CDEM Plan (the Guide)** is issued by the Director of Civil Defence Emergency Management and expands on the arrangements in the National CDEM Plan with more operational detail.[12] The Guide is not a statutory requirement under the Act. However, it is referred to in the National CDEM Plan and is approved by government. The Guide is intended to be a living document that can be developed and refined to clarify roles and responsibilities, reflect new or revised Government policy, and resolve gaps in CDEM arrangements identified through exercises and actual emergency responses.

35. Each of New Zealand's 16 CDEM Groups is required to have a **CDEM Group Plan**.[13] Group Plans form an important part of the CDEM framework in New Zealand as they state and provide for the hazards and risks to be managed by the Group and the CDEM arrangements necessary to deliver CDEM within each region. CDEM Group Plans should be considered on a par with Regional Policy Statements in terms of the hierarchy of planning

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12 The Guide to the National CDEM Plan is issued by the Director of Civil Defence Emergency Management under s 9 and updated from time to time as a 'living document'. The current version (which has not substantively changed since 2019) can be found at: https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guide-to-the-national-cdem-plan/Guide-to-the-National-CDEM-Plan-2015.pdf **[NEMA.001.0485]**

13 CDEM Act, ss 48 and 49.

documents. We discuss Group Plans, and NEMA's role in their development, in greater detail later.

Changes to the framework

36. The CDEM system has been undergoing development and change for some time, largely as a result of the ongoing implementation of the recommendations of the TAG Review and, more recently, the NISWE Inquiry. The formation of NEMA in 2019 was part of the response to the TAG Review. Notably, this programme of change includes initiatives to recognise and enable the significant contribution of iwi and Māori in emergency management to the benefit of all people in New Zealand. We will discuss this further in Part C.

37. The previous government introduced an Emergency Management Bill to replace the current CDEM Act. That bill was discharged from Parliament in May 2024, and a new bill is anticipated in the second half of 2025.[14] Revisions to a number of the key instruments I have mentioned above have been deferred pending this anticipated legislative reform.

38. We anticipate that key policy decisions for the new Bill will be taken by Cabinet in the near future. If needed, and to the extent relevant, we expect to be able to provide more detail of these matters by the time of the hearings.

A devolved organisational structure

39. As outlined above, the CDEM system has a devolved structure, underpinned by the idea that civil defence emergency management is: (1) locally delivered by communities and local authorities; (2) regionally planned and coordinated through the CDEM Groups; and (3) nationally supported by central government.

40. Under this devolved structure, local and regional CDEM is led by the democratically elected and accountable local government, and their local and regional CDEM organisations.

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[14] For more detail, see https://www.civildefence.govt.nz/cdem-sector/legislation/emergency-management-bill.

41. This reflects both the historical origins of New Zealand's civil defence network, and the importance of emergency management being delivered at the local level where local knowledge exists.

42. The practical reality is that most emergencies occur on a local or regional scale and are therefore best managed at the local level in the first instance (by local authorities, iwi, hapū, local service providers, local emergency services, etc). Local authorities have local relationships and local knowledge. They know, for example: which parts of the river are likely to flood; which parts of their communities and infrastructure are most at risk; what assistance will be needed, what the capability is on the ground; and so on.

43. While not losing sight of the Crown's role as te Tiriti partner, local authorities are also often best placed to have the day-to-day partnerships with rūnanga, iwi, hapū, marae and other Māori organisations to recognise and enable the contribution of Māori in emergency management and to address their needs during an emergency. Accordingly, local authorities are often the key touch point between local-level Māori organisations and the CDEM system, as has been noted in several briefs of evidence for the Claimants.

44. This devolved structure was endorsed by the recent NISWE Inquiry,[15] and subsequently affirmed by the Government's Response to that Report, which states:[16]

> Locally led delivery of emergency management is a strength of our system. Local authorities across New Zealand are members of local communities and are well placed to understand and manage the risks communities face and partner with them to build resilience.

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15 Mateparae et al "Report of the Government Inquiry into the Response to the North Island Severe Weather Events", March 2024 https://www.dia.govt.nz/diawebsite.nsf/Files/Government-Inquiry-into-Severe-Weather-Events/$file/Report-of-the-Government-Inquiry-into-the-Response-to-the-North-Island-Severe-Weather-Events.pdf, para 44 p 14. Note: the Inquiry noted that significant enhancements to the locally-led system are required. **[NEMA.001.0806]**

16 NZ Government "Strengthening Disaster Resilience And Emergency Management: Government Response to the Report of the Government Inquiry into the Response to the North Island Severe Weather Events" October 2024 Strengthening-disaster-resilience-and-emergency-management.pdf, p 18. **[NEMA.001.0970]**

45. However, because of this devolved structure, system improvement can be slow to roll out. We have known for some time that connection and engagement with Māori in the CDEM system needs addressing, and we have taken steps to address it at a system level within the confines of the existing legislation. However, as described in this brief, NEMA works to encourage, guide and monitor implementation at the local level. Accordingly, we know that the results in practice are variable.

46. I describe the three tiers of this system (local, regional and national) in more detail next.

Local level – local authorities

47. Under the devolved structure, all local authorities have a duty to plan and provide for CDEM in their districts.[17] Some local authorities employ full or part-time CDEM staff within their councils, while others rely fully on the local Civil Defence Emergency Management Group's Emergency Management Office staff to provide the professional staff for CDEM.

Regional level – the CDEM Groups

48. At the regional level, the CDEM Act requires every region to have a CDEM Group to provide for and coordinate emergency management across the region.[18]

49. Most CDEM Groups are formed by all the councils in a region (district, city, regional).[19] Unitary authorities either form CDEM Groups by themselves,[20] or combine with adjacent local authorities to form CDEM Groups.[21] There are 16 CDEM Groups across the country. The size and resources of the CDEM Groups varies significantly. Annexure 3 to this statement shows their regions and membership.

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17 CDEM Act s 64 and via membership of CDEM Groups (see s 17).

18 CDEM Act s 12.

19 Where a territorial authority crosses over two regional councils, it chooses which CDEM Group it belongs to (there can only be one regional council in a CDEM Group). E.g., Taupō is within the Waikato CDEM Group, despite part of the territorial authority being within the Bay of Plenty Region.

20 For example, the Auckland and Tairāwhiti CDEM Groups.

21 For example, Nelson City Council and Tasman District Council (both unitary authorities) combine to form the Nelson Tasman CDEM Group.

50. CDEM Groups all have slightly different funding models, but for all of them their funding is primarily based on the local rates systems. They are not funded by central government, although in some circumstances specific grants can be made available and certain costs are reimbursed (for example, where a CDEM Group has incurred costs from providing welfare during an emergency, such as looking after displaced people).

51. Like many aspects of local government in New Zealand, the needs of communities are not always proportionate to their rating base. In the Government's recently adopted 'Roadmap for Investment and Implementation of the Government response to the NISWE Inquiry' (**the Roadmap**), the Government acknowledged that:[22]

    51.1 The CDEM system is under-resourced and needs vary across the country.

    51.2 Some of the most at-risk regions have the least resourcing.

    51.3 Local government needs more investment to deliver emergency management at the standard that New Zealanders deserve.

52. Accordingly, the Roadmap commits to developing options to improve equitable funding of emergency management requirements at local and regional levels. NEMA has commenced discussions with the Department of Internal Affairs to develop these options.

53. The Regional Council (or a unitary authority) member of the CDEM Group acts as the administering authority for the Group, responsible for the provision of administrative and related services.

54. At the governance level, CDEM Groups are constituted as standing Joint Committees under the Local Government Act 2002 (except for CDEM Groups comprised only of a unitary authority, which has a Committee (not

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[22] New Zealand Government "Strengthening Emergency Management: A Roadmap for Investment and Implementation" (2025) Strengthening-Emergency-Management-A-Roadmap-for-Investment-and-Implementation-Print-Version-.pdf-746kb.pdf, p 13. **[NEMA.001.2701]**

Joint Committee)), with members drawn from each constituent local authority in the Group area.[23]

55. Each CDEM Group Committee is supported by its CDEM Coordinating Executive Group (CEG). The CEG includes the chief executives of the local authorities, and senior representatives from Police, Fire and Emergency New Zealand, and the chief executive or senior member of a provider of health and disability services operating in the area. The CEG provides advice to the CDEM Group and oversees the implementation of the decisions of the Group, including the implementation, development, maintenance, monitoring, and evaluation of the CDEM Group Plan.

56. The current CDEM Act makes no specific provision for Māori representation within CDEM Groups. There are various non-statutory models that are adopted by CDEM groups with respect to Māori representation. For example, iwi representatives are often included as part of the CEG (whether as voting or non-voting members). For some Groups, iwi/Māori representatives sit on CDEM Joint Committees, though the Act does not presently provide specifically for full (voting) membership of Joint Committees outside of the constituent local government representatives. We discuss the work to progress changes to the CDEM Act 2022 later in this brief.

57. At the operational level, each CDEM Group determines how its functions are carried out, and there are various models for staffing of CDEM professionals. For some CDEM Groups, this may comprise a business unit within a unitary authority council. Other Groups adopt a centralised Group Emergency Management Office (**GEMO**), where CDEM staff are employed and carry out the functions of the Group centrally or from individual councils. Alternatively, and/or additionally, local authorities may have their own staff arrangements outside of a GEMO, with some local authorities forming sub-groups that operate independently of the GEMO. Importantly, the Group's approach is bespoke to the needs of their Group area. The size

[23] CDEM Act, s12(1)(a); and clause 30(1)(b) of Schedule 7 of the Local Government Act 2002.

of the team generally varies depending on the size and resources of the relevant local authorities.

58. As we mentioned above, each CDEM Group is also required to prepare, monitor and implement a CDEM Group Plan for their area. These Group Plans are to:[24]

58.1 Be prepared with input from the Minister for Emergency Management and Recovery and their local communities;

58.2 Take into account the Director of CDEM's guidelines, code and technical standards; and

58.3 Not be inconsistent with the NDRS.

59. The Act empowers the Director, CDEM to issue guidelines to persons or organisations with responsibilities under the Act.[25] There are currently 19 active Director's Guideline documents covering various areas of CDEM such as response and recovery activities, planning and hazard risk assessments. Guidance relating to effective connection and engagement with Māori is, appropriately, incorporated throughout the Director's Guidelines. For example:

59.1 The *Welfare Services in an Emergency Guideline* (DGL 11/15) outlines the role of Te Puni Kōkiri in providing independent advice and support to iwi, hapū, whānau, and other Māori communities during emergencies and highlights the importance of including iwi organisations, hapū, marae communities, and Māori health providers as key external partners.[26]

59.2 Several other guidelines emphasise the need for Māori participation across all aspects of CDEM. *The Formation of CDEM*

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24 CDEM Act, s 48 and 53. Section 49 sets out what each CDEM Group Plan is to state and provide for. See also National CDEM Plan clauses 26 – 29 **[NEMA.001.3071]**.

25 CDEM Act, s 9(3).

26 NEMA "Welfare Services in an Emergency: Director's Guideline for Civil Defence Emergency Management Groups and agencies with responsibilities for welfare services in an emergency (DGL 11/15)" October 2015 **[NEMA.001.1034]** https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/11/15-welfare-services/dgl/Welfare-Services-in-an-Emergency-Directors-Guideline.pdf.

Groups Guideline (DGL 1/02)[27] notes that groups can co-opt members, including Māori, to provide specialist advice or integrate the contributions of iwi, hapū, and whānau into broader emergency management outcomes. *CDEM Group Planning Guideline* (DGL 09/18)[28] directs groups to consult with iwi and hapū to ensure their perspectives are incorporated into planning. Māori communities are also identified as key partners in the *Public Information Management: Directors Guideline for Civil Defence Emergency Groups* (DGL 14/13)[29] and *Volunteer Coordination in CDEM Groups Guideline* (DGL 15/13)[30].

59.3 The *Recovery Preparedness and Management Guideline* (DGL 24/20)[31] emphasises the critical importance of Māori resilience and Māori concepts of wellbeing in recovery efforts. They note that a comprehensive recovery framework in New Zealand must honour the principles of te Tiriti o Waitangi and incorporate Māori concepts such as kaupapa Māori, mātauranga Māori, and tikanga Māori. The Guideline acknowledges that whānau, hapū, and iwi with strong connections to affected areas often play vital roles in recovery, drawing on whakapapa and whanaungatanga to aid

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27 NEMA "Working Together: The Formation of CDEM Groups - Director's Guidelines For Local Authorities and Emergency Services (DGL 1/02)" December 2002 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/dgl-01-02-formation-of-cdem-groups.pdf. **[NEMA.001.1304]**

28 NEMA "CDEM Group Planning: Director's Guidelines for Civil Defence Emergency Management Groups (DGL 09/18) March 2018 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/17/15-logistics/DGL-09-18-CDEM-Group-Planning-PDF.pdf. **[NEMA.001.1364]**

29 NEMA "Public Information Management" Director's Guideline for Civil Defence Emergency Management Groups (DGL 14/13) June 2013 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/14/13-pim/dgl-14-13-public-information-management-V2.pdf **[NEMA.001.1452]**

30 NEMA "Volunteer Coordination in CDEM: Director's Guideline for Civil Defence Emergency Management Groups (DGL 15/13) November 2013 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/15/13-volunteer-coordination/dgl-15-13-volunteer-coordination-in-cdem.pdf. **[NEMA.001.1538]**

31 NEMA "Recovery Preparedness and Management: Director's Guideline for Civil Defence Emergency Management Groups (DGL 24/20) December 2019 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/DGL24-20/Recovery-DGL24-20-Introduction.pdf. **[NEMA.001.1624]**

response efforts. Marae serve as essential community resources in emergencies, guided by kaupapa Māori principles.

59.4 The *Risk Assessment Guidance for CDEM Group Planning Guideline* (DGL 23/22)[32] highlights the need to include Māori perspectives in assessing risks and hazards. The Guideline states that Māori worldviews, taonga, and mātauranga Māori are essential components of risk assessments. Taonga, including Māori customary and freehold land, wāhi tapu and other cultural values must also be considered when evaluating the consequences of emergencies for recovery environments. Likelihood assessments and hazard scenarios should incorporate local and community knowledge, reflecting Māori insights and contributions.

59.5 The *Emergency Management Sector Deployments Guideline* (DGL 25/24)[33] guidance underscores the need for cultural competency and states that induction for deployed staff should include training on tikanga and protocols for working with local hapū and iwi to ensure effective engagement during emergency operations.

60. The Director's Guidelines are flexible, living documents, updated regularly to reflect changing circumstances and organisation learnings. Because of this, they are the part of the CDEM framework that have most comprehensively addressed the issue of Māori engagement in the CDEM system, as this selection of examples shows. While they are not binding on CDEM Groups, each Group Plan must take account of them.

61. The CDEM Act requires CDEM Groups to review their Group Plan every five years. NEMA undertakes two reviews during CDEM Group Plan

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32 NEMA "Risk Assessment: Guidance for CDEM Group Planning – Director's Guideline for Civil Defence Emergency Management Groups (DGL 23/22) April 2022 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/23/22-risk-assessment/Risk-Assessment-Guidance-for-CDEM-Group-Planning-Directors-Guideline-DGL-2322-PDF-3.03MB.pdf. **[NEMA.001.1837]**

33 NEMA "Emergency Management Sector Deployments: Director's Guideline for Civil Defence Emergency Management Groups (DGL 25/24) January 2024 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/guidelines/directors-guidelines/25/24-EM-Sector-Deployments/DGL-25-24-Emergency-Management-Sector-Deployments.pdf. **[NEMA.001.1933]**

development:

61.1 a technical review while the public consultation process is underway on an initial draft; and

61.2 a review of the final draft submitted to the Minister for Emergency Management and Recovery to identify any further feedback that may improve the final Plan.

62. The technical review involves assessing the Group Plan to check that it meets the content requirements set out in the Act,[34] is not inconsistent with the NDRS, and has taken the relevant Director's Guidelines, as described above, into account. NEMA will provide comments on whether the Plan has addressed these matters, and if not, may provide advice on how the CDEM Group Plan can be improved.[35]

63. If requested by the CDEM Group, NEMA may also provide support and resourcing to develop aspects of the CDEM Group's plan. For example, in September-October 2024, NEMA's Principal Advisor (Iwi/Māori Engagement) led work with the Taranaki CDEM Group to lift the Group's understanding of Māori networks and relationships within the region in order to better engage with Māori. However, we note that this specific type of assistance in the Māori engagement space has not been common in the past and that NEMA would currently have limited capacity to adopt it as a standard practice, though we see the value in it.

64. The Act also requires that CDEM Groups invite comment on Group Plans from the Minister for Emergency Management and Recovery before they are adopted. The Group must have regard to any comments made by the Minister. In addition to the technical review of the plan, NEMA also reviews the final draft submitted to the Minister to identify for the Minister any further feedback that may improve the final Plan.[36]

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34 CDEM Act, s 49(2).

35 See, for example, the NEMA Memo to the Director of Civil Defence "NEMA Technical Review of the draft Taranaki Civil Defence Emergency Management Group Plan 2025 – 2030" dated 30 June 2025 **[NEMA.001.1989]**; and Director of CDEM's letter to the Taranaki CDEM Group dated 10 July 2025 **[NEMA.001.1987]**.

36 See, for example, the Director of CDEM's briefing to the Minister for Emergency Management and

65. In NEMA's assessment of Group Plans, we apply four focus areas. These assess how well a Group Plan meets its legislative requirements.[37] One relevant focus area NEMA considers is whether a Plan explains how the CDEM Group works with iwi and other groups representing Māori, community organisations and lifeline utilities in its area.

66. While these processes provide NEMA with a degree of oversight and influence as the steward of the CDEM system, the devolved nature of the CDEM framework means CDEM Groups generally conduct their operations independently from NEMA and central government.

67. The 16 CDEM Groups are not 'managed' by NEMA and are not directly accountable to NEMA for the exercise of their functions. Other than during a declared state of national emergency or national transition period, NEMA has no powers to direct local or regional civil defence emergency management actions.[38] In terms of instilling the principles of te Tiriti o Waitangi throughout the system, NEMA's legislative stewardship, strategies and guidance provide important support for local and regional emergency management activity that aligns with te Tiriti and its principles. Changes and initiatives to further strengthen this framework are described throughout our brief of evidence.

National level – the National Emergency Management Agency (NEMA)

68. NEMA is a departmental agency,[39] hosted by the Department of the Prime Minister and Cabinet (DPMC). NEMA is funded by appropriation, through the Emergency Management Leadership and Support multicategory appropriation, under Vote Prime Minster and Cabinet.

69. NEMA was formed on 1 December 2019, replacing the Ministry of Civil Defence & Emergency Management. Its establishment formed part of the

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Recovery on the Nelson Tasman CDEM Group Plan 2025-2030, dated 5 February 2025. **[NEMA.001.1995]**

37 CDEM Act, ss 49(2)(c) and (ca).

38 The exception to this is the power in s 75 for the Director to commence and complete the performance of a function under the Act, if the CDEM Group fails to do so within a reasonable time and recover the costs of doing so as a debt due to the Crown. This power has never been used.

39 A 'departmental agency' means that while NEMA is hosted by another government department, it is operationally autonomous with its own Chief Executive and Ministerial accountability. Autonomous departmental agencies are recognised under Part 2 of the Public Sector Act 2020.

(still ongoing) response of the Government to the recommendations of the TAG Review.[40]

70. As we have said, NEMA is the central government steward of the CDEM system, accountable to the Minister for Emergency Management and Recovery. NEMA has a range of leadership, policy and advisory functions across the 4Rs, but its core operational function lies in managing the central government's response to and recovery from emergencies.

71. Technically, NEMA itself has no direct functions or statutory powers under the CDEM Act.41 Rather, it supports the national level statutory office holders to fulfil their roles under the Act. The primary functions of the Director of Civil Defence Emergency Management that NEMA supports are set out in section 8(2) of the CDEM Act.42

72. Since its establishment, NEMA has been growing at a rapid pace. At the time of its formation on 1 December 2019 NEMA had 57 staff. At the time of the Auckland severe weather event on 26 January 2023 NEMA had 155 staff. And as at 30 June 2025, NEMA had 170 staff.

NEMA's Māori engagement capability and strategy

73. In 2021 NEMA's host department, the Department of the Prime Minister and Cabinet, developed its first Whāinga Amorangi Plan to create a more Māori-capable organisation and improve capacity in te reo Māori and tikanga Māori.[43] NEMA was included within the scope of this policy.

74. As at 31 July 2025, NEMA employs a Principal Advisor (Iwi/Māori Engagement) within our regional partnerships team and a Senior Advisor

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40 Sowry et al "Ministerial Review Better Responses to Natural Disasters and Other Emergencies" November 2017 https://www.dpmc.govt.nz/sites/default/files/2018-01/ministerial-review-better-responses-natural-disaster-other-emergencies.pdf **[NEMA.001.2097]**. See also the Government's Response: New Zealand Government "Delivering better responses to natural disasters and other emergencies" August 2018 natural-disasters-emergencies-government-response-tag-report.pdf **[NEMA.001.2170]**.

41 Other than the Chief Executive's function of appointing the Director of Civil Defence Emergency Management under section 8 of the CDEM Act, and the appointment of an acting director under section 106.

42 The other statutory office holders are the National Controller and the National Recovery Manager, who hold delegated powers from the Director under sections 10 and 11A respectively. For further description of NEMA's roles and functions, see the National CDEM Plan clauses 21 – 25 **[NEMA.001.3071]**.

43 Department of the Prime Minister and Cabinet "Whāinga Amorangi Plan 2021/22" August 2021. **[NEMA.001.2214]**

(Māori) within our Social and Community Resilience Team. The Manager (Planning and Sector Partnerships), who reports to the Director, CDEM/Deputy Chief Executive (Emergency Management), is the NEMA Senior Management Team lead for an ohu whakahaere established to monitor the development and implementation of Te Kāhui Mataara – NEMA's Māori strategy.

75. Additionally, from July 2023 to January 2025 NEMA engaged a Chief Māori Advisor. This role was established to provide strategic advice to the Executive Leadership Team on te Tiriti o Waitangi and the organisation's Māori strategy and work programme. The role is also responsible for facilitating and supporting the development of a strategic approach to effective engagement and partnership with iwi to achieve mutually beneficial outcomes. NEMA is currently working through options for filling this position.

76. In December 2024, NEMA's executive leadership team agreed with the approach outlined in Te Kāhui Mataara,[44] a 10-year strategy that is a korowai for NEMA to connect with te ao Māori. NEMA aims for an inclusive, aspirational, and strengths-based approach to working with Māori within the CDEM system. Te Kāhui Mataara is an acknowledgement that Māori participation in the CDEM system should be recognised, valued and enabled. This aligns with the NDRS goal of creating a disaster resilient nation.

77. Our goal is to develop a culturally capable NEMA over the next decade that is connected to te ao Māori through practice and meaningful engagement. We are not necessarily where we want to be now – but Te Kāhui Mataara gives a 'guiding star' for the journey.

Other organisations and community-wide engagement in civil defence emergency management

78. While our evidence here is focused on the organisational structure of the core CDEM agencies, it is important to bear in mind that CDEM is not an

44 NEMA "DRAFT Te Kāhui Mataara 2025-2025" December 2024. **[NEMA.001.2218]**

agency, but a broad concept, and a collective responsibility.

79. The CDEM Act defines "civil defence emergency management" very broadly, as:[45]

> (a) the application of knowledge, measures, and practices that—
>
> (i) are necessary or desirable for the safety of the public or property; and
>
> (ii) are designed to guard against, prevent, reduce, recover from, or overcome any hazard or harm or loss that may be associated with any emergency; and
>
> (b) includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices.

80. The core CDEM instruments we have referred to above emphasise the 'whole of society' approach to emergency management, as summarised in the NDRS, which states:[46]

> The Strategy promotes a holistic approach to resilience that connects with a range of agencies and sectors to deliver improved outcomes for New Zealanders. Disaster risk and disaster impacts reach all parts of society, so, to the greatest degree possible, disaster resilience should be integrated in all parts of society.
>
> Disaster resilience requires a shared approach between governments (central and local), relevant stakeholders, and the wider public – a collective approach to a collective problem. The goodwill, knowledge, experience and commitment of all parts of society are needed to make a difference.

81. Chapter 4.3 of the NDRS highlights the significant role of Māori perspectives and practices in fostering disaster resilience in New Zealand. As reflected in the NDRS, disaster resilience from a te ao Māori perspective is grounded in moral and relational values that emphasise collective responsibility, environmental stewardship, and hospitality, particularly in times of adversity. Māori communities have consistently demonstrated effective, coordinated responses to emergencies, mobilising whānau, hapū, iwi, and assets to support their people and the wider community.

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45 CDEM Act, s 4.

46 National Disaster Resilience Strategy, see no 10 above, p 2. **[NEMA.001.0433]**

82. In terms of consultation and engagement, the NDRS stresses that partnering with Māori is essential for building a resilient nation. It acknowledges the importance of strengthening relationships between iwi and CDEM agencies before emergencies occur and embedding Māori worldviews and cultural practices within resilience planning and decision-making. Effective engagement with Māori requires recognising the diversity of iwi, hapū, and marae, as well as the need for tailored, ongoing, and respectful relationship-building. It is through these genuine partnerships that emergency management strategies can fully incorporate Māori knowledge, values, and leadership, resulting in more inclusive, effective, and community-centred disaster resilience.

83. Clause 19 of the National CDEM Plan further emphasises the broad sweep of functions and responsibilities in civil defence emergency management:

> (1) The machinery of government must continue to function (even though this may be at a reduced level) during and after an emergency.
>
> (2) The Act puts certain responsibilities on government agencies, emergency services, lifeline utilities, and local authorities, including the responsibilities of—
>
> (a) functioning during an emergency to the fullest possible extent (even though this may be at a reduced level); and
>
> (b) responding to emergencies as required.
>
> (3) Section 59 of the Act requires every government department, CDEM Group, local authority, emergency service, lifeline utility, and any other agency required by the Act, any regulations made under the Act, or any CDEM plans to take all necessary steps to—
>
> (a) undertake CDEM; or
>
> (b) perform its functions and duties under the Act.
>
> (4) Agencies may have obligations under their own legislation to deal with hazards and consequences, and the Act and this plan do not affect those obligations.
>
> (5) Non-governmental organisations do not have specific responsibilities under the Act, but this plan acknowledges their importance in an emergency.

(6) The principal mechanism for the national coordination of non-governmental organisations with other agencies in response and recovery is via the relevant clusters.

(7) Volunteers do not have defined roles and responsibilities in this plan, but they are acknowledged as an important resource and are often an integral part of response and recovery activities at the CDEM Group and local levels.

(8) Volunteers are managed and co-ordinated at a CDEM Group or local authority level.

84. Parts 7 and 8 of the National CDEM Plan describe the roles of various agencies, particularly in the context of Readiness and Response. In addition to NEMA, the CDEM Groups and local authorities, these agencies include:

84.1 New Zealand Police;

84.2 Fire and Emergency New Zealand;

84.3 the Ministry of Health;

84.4 Health New Zealand and other health and disability service providers;

84.5 lifeline utilities (Radio New Zealand and Television New Zealand, Airports and ports, gas, water and electricity services, telecommunications providers, and road and rail networks;

84.6 welfare services (shelter and accommodation, provision of household goods and services, financial assistance, accident compensation, Inland Revenue, New Zealand Red Cross, MPI on-farm relief, and animal welfare services);

84.7 various agencies with building management responsibilities; and

84.8 science and research organisations (universities, Crown Research Institutes, private organisations and international networks).

85. This lengthy list reflects the reality that the CDEM system is not comprised of any one agency. Rather, it is the collective resources and efforts of civil society that are mobilised to manage emergencies. As noted, NEMA is the central government steward of that system.

86. Māori play a critical role within and across this devolved and dispersed system. When it is operating correctly, Māori will be fully integrated into the system and effective consultation and engagement will involve many touch points with organisations and agencies throughout the system.

87. Annexures 4 and 5 to this statement are illustrative diagrams of how these parts of the system fit together.

PART B: How CDEM operates across the 4 Rs

88. In this section we will talk about how the CDEM System operates, in practice, across the 4 Rs. We will focus on how, within the context of its role as the central Government steward of the system, NEMA's work enables and facilitates effective connection and engagement with Māori.

89. I have already talked about how the 4Rs operate holistically, and it is important not to lose sight of that even when discussing each of them separately.

Reduction

90. The National CDEM Plan describes the objective and principles of Reduction in Part 6. It is generally recognised that there are three main ways to reduce risk from natural hazards. These are:

    90.1 modifying the event so that it doesn't happen, or happens in a less severe way;

    90.2 modifying vulnerability to damage from the event; and

    90.3 minimising the consequences of the event.[47]

91. For natural hazards these three prongs of risk reduction can be generally described as follows:

    91.1 Modifying the event includes measures such as stop banks for

[47] Clause 88(b) of the National CDEM Plan **[NEMA.001.3071]**. See also the discussion in the National Hazardscape Report published by DPMC in 2007. This report canvassed the then most prevalent hazards in New Zealand and outlined the principal means by which those hazards are managed across the 4Rs. The report aims at informing policy makers, hazard managers and their advisors in carrying out hazard risk management at the national and local level, and it remains a useful resource. https://www.civildefence.govt.nz/assets/Uploads/documents/publications/national-hazardscape/national-hazardscape-report-sept-2007-complete.pdf. **[NEMA.001.2223]**

floods, retaining walls for unstable slopes, and sea walls to control coastal erosion.

91.2 Modifying vulnerability to damage includes measures such as regulating the construction of buildings to reduce damage in an earthquake and avoiding places where an event is likely to occur (for example, not placing key infrastructure in vulnerable locations, limiting urban development of areas prone to flooding, and so on).

91.3 Minimising the consequences relates to dealing with the emergency that follows when a hazard risk becomes a reality (for example evacuation planning or public education to minimise risk to life). Readiness, response and recovery are key to this.

92. NEMA's role in the Reduction context is advisory and facilitative, and there are no direct statutory powers relating to risk reduction in the CDEM Act for either NEMA or the CDEM Groups.[48] While the CDEM system plays an important role across the 4Rs, its primary area of operation is in preparing for and managing the emergencies that arise from hazards, through the readiness, response and recovery functions. As outlined above, this contributes to the 'minimising the consequences' prong of risk reduction for natural hazards. Public education (which goes to readiness) also falls within this umbrella, with both NEMA and the CDEM Groups taking an active role in public education about how to prepare for emergencies and what to do when an emergency happens.[49]

93. Operationally, the first two of the three prongs of 'reduction' for natural hazards is generally undertaken outside the CDEM framework, by other

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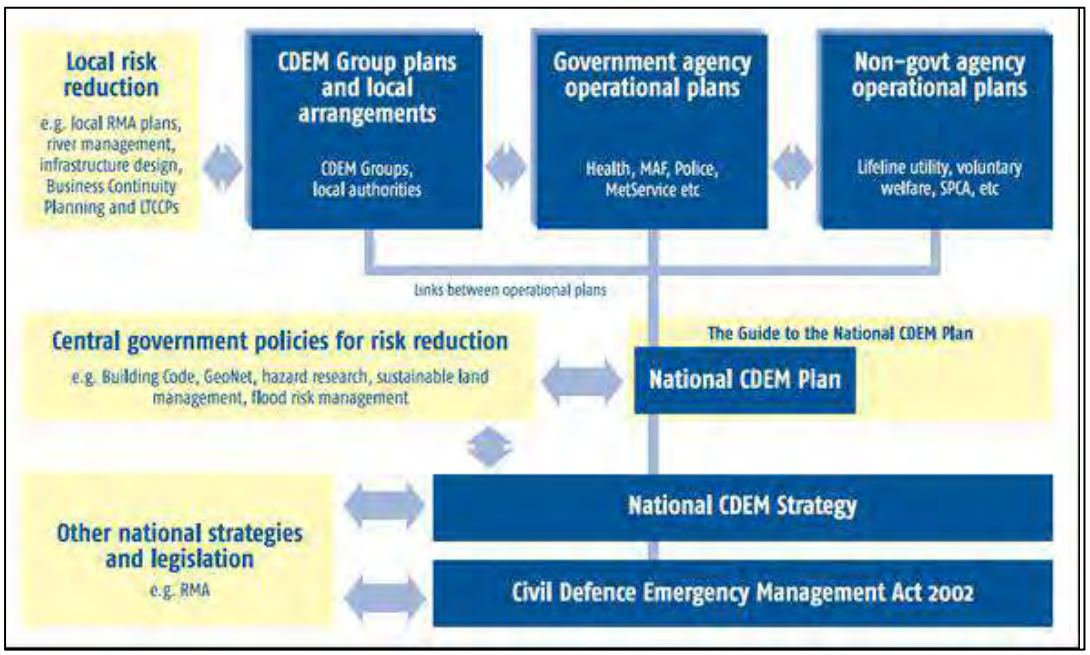
48 Confirmed for example in clause 24 of the National CDEM Plan, which states NEMA's role in reduction as being to: "(a) contribute to the development of research, policy, regulation, frameworks, and guidance that facilitate understanding risk and the 4 Rs; and (b) promote and advocate reduction." See also s 3 CDEM Act and clause 28 (relating to CDEM Groups) of the National CDEM Plan. **[NEMA.001.3071]**

49 This is described in the National CDEM Plan, clause 24 (role of NEMA), clause 29 (role of CDEM Groups), clauses 92 and 95 (general), clauses 109 – 111 (public education and community engagement) **[NEMA.001.3071]**. For the natural hazards where NEMA or a CDEM Group are the lead agency in response, see also clause 109(2). See also https://www.civildefence.govt.nz/cdem-sector/public-education.

agencies under other statutory regimes. The most significant of these are the Local Government Act 2002, the Resource Management Act 1991, the Building Act 2004, and the climate change adaptation provisions in the Climate Change Response Act 2002 (introduced in 2019).[50]

94. This is explained in clause 90 of the National CDEM Plan.

95. The following graphic illustrates a CDEM-centric view of the interaction between the CDEM regime and the broader risk reduction work undertaken across central government, local government and communities:[51]



96. To give effect to this framework, NEMA works with agencies across the government to support the coordination of risk reduction work that takes place outside of the CDEM System.

97. The primary tool NEMA has to influence relevant policy development is the NDRS (discussed earlier). Relevantly, objective 8 of the NDRS is "build the relationship between emergency management organisations and

50 Clause 89 of the National CDEM Plan also lists the following legislation as addressing risk reduction in the context of natural hazards (noting some of these have been repealed and replaced): Biosecurity Act 1993, Earthquake Commission Act 1993, Epidemic Preparedness Act 2006, Fire and Emergency New Zealand Act 2017, Food Act 2014, Forest and Rural Fires Act 1977, Hazardous Substances and New Organisms Act 1996, Health Act 1956, Health and Safety in Employment Act 1992, Maritime Transport Act 1994, and the Soil Conservation and Rivers Control Act 1941. **[NEMA.001.3071]**

51 Graphic sourced from https://www.civildefence.govt.nz/cdem-sector/the-4rs/reduction.

iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management".

98. Some key initiatives in the Reduction space include the following examples. These reflect what we have described above as the advisory and facilitative role that NEMA plays in this area, for work undertaken under the leadership and statutory authority of other agencies.

Providing science and technical advice

99. NEMA's Hazard Risk Management Team, supported by the Chief Science Advisor as appropriate, provides science and technical advice across the CDEM system. This work aids in the hazard risk assessment process carried out by CDEM Groups as set out in the Director's Guideline on Risk Assessment (DGL 23/22)[52] and NEMA's technical review and advice on the CDEM Group Plans. Section 1.4 of the guideline advises that the risk assessment process needs to "include Māori world views and the concepts of taonga." CDEM Groups coordinate the risk assessment process across the region to engage iwi/hapū Māori along with the local councils.

100. NEMA engages across the science and research system with entities which directly support and advocate for Vision Mātauranga.[53] This includes NEMA staff holding formal roles on strategic advisory boards/groups, for example the MBIE funded Natural Hazard Resilience Platform (2024-2031; directly succeeds the previous Resilience to Natures Challenge), QuakeCoRE (NZ Centre of Research Excellence for Earthquake Resilience), and various large multi-year research programmes. MBIE facilitates Vision Mātauranga throughout the research, science, and innovation programmes and funding opportunities; including through the Public

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52 NEMA "Risk Assessment: Guidance for CDEM Group Planning – Director's Guideline for Civil Defence Emergency Management Groups (DGL 23/22) see no 32 above. **[NEMA.001.1837]**

53 A policy framework that was implemented into Vote Research, Science and Technology in July 2005. It was developed by the Ministry for Research, Science and Technology in consultation with research funders, researchers and research users including Māori communities. The framework is designed to assist research funders, researchers and research users when they consider research of relevance to Māori – particularly its distinctive aspects – and how this might be supported through Vote Research, Science and Technology. See: Vision Mātauranga: Unlocking the Innovation Potential of Māori Knowledge, Resources and People. **[NEMA.001.2367]**

Research Organisations (formerly Crown Research Institutes). This approach is embedded in disaster research, risk reduction, natural hazard risk assessments and associated modelling, and early warning system work. NEMA (and the wider CDEM system) leverages the Vision Mātauranga capabilities and capacity of the science system through directly funding operational science (e.g. risk assessments), our engagement/partnership with research and science platforms, and coordination of science panels (consisting of subject matter experts for specific natural hazard risks and include leading Māori natural hazard and disaster scholars).

101. NEMA's Chief Science Advisor works closely with the Chief Advisor Māori for guidance on the consideration of mātauranga Māori as part of broader technical advice. The Chief Science Advisor maintains relationships with a number of Māori experts (both mātauranga and science) and is connected to wider Māori research networks. The Chief Science Advisor is closely connected to the Natural Hazards and Resilience Platform, a collaborative natural hazards resilience research platform which includes a focus on Māori research capability.

102. NEMA's Chief Science Advisor is also a member of the Chief Science Advisory forum, where Dr Erica Gregory (Environmental Protection Authority) provides mātauranga Māori expertise and perspective on the forum – the forum is akin to a community of practice. NEMA hosts a number of Science Advisory Panels (volcano, earthquake, severe weather, space weather) which consists of leading national experts – chaired by the Chief Science Advisor and supported by NEMA Hazard Risk Management team. All Science Advisory Panels include Māori expert panel members, with the exception of the fledgling Space Weather Science Advisory Panel.

Climate Hazards and Risk Engagement

103. The Ministry for the Environment has the lead for New Zealand's first national adaptation plan, which requires NEMA to report on risk reduction efforts.

104. Following the 2023 North Island Severe Weather Events, NEMA supported

the development of the Future of Severely Affected Land (**FOSAL**) framework. This framework was an approach to categorise land affected by the weather events in order to encourage an approach to recovery that will not see disasters replicated in the same places and begin to pursue options such as managed retreat/planned relocation. The outcomes of this work informed the FOSAL framework and is also continued through workstreams on Resource Management reforms. We understand that other witnesses will cover the FOSAL framework in greater detail.

105. Another recent example of NEMA's engagement on climate adaptation (including managed retreat/planned migration) occurred following the 2021 and 2022 flooding events on the West Coast. Following a one-off $9m funding package provided by the Government to Buller District Council to meet its immediate operating shortfalls and start a recovery programme of works, it was recognised that contributing significant capability-building resources and oversight were needed to supplement the one-off funding package. Accordingly, the Department of Internal Affairs (**DIA**) and NEMA established the Buller Recovery Steering Group. This group was established in consultation with the Buller District Council, and includes local iwi representation. The Group oversees and monitors the Council's use of available funding, inform reporting to the Minister of Finance, Minister of Local Government, and Minister for Emergency Management, and to seek approval when claims are ready for submission.

106. The Steering Group has met quarterly since mid-September 2021 and, since November 2021, has been endorsing funding applications submitted for approval to DIA. As the recovery effort is now well advanced, the Steering Group has turned its attention to longer run resilience issues for Westport which is increasingly becoming its focus through the Resilient Westport Package. This includes options to increase the resilience of the Buller District to future flood events, such as potentially opening up a housing subdivision on higher ground that is less prone to flood risk. The Government is looking at the issue of managed retreat more broadly in New Zealand within the proposed Climate Adaptation Bill as part of the

Resource Management Reforms. We understand also this will be the subject of further evidence from the Ministry for the Environment.

107. NEMA also engages with other climate hazard workstreams led by other agencies across government. For example, under the National Adaptation Framework, the Ministry for the Environment advises the Government on the long-term approach to adaptation in New Zealand. As part of that work, the Ministry for the Environment consults with NEMA, along with other central government agencies, on the implementation of the National Adaptation Framework.

108. As another example, at the national level, Te Puni Kōkiri engages in risk reduction work, including the development of an online tool, Understanding Climate Hazards for Hapori Māori, for policy assessment and geospatial analysis for understanding climate resilience in Māori communities. This tool has been shared widely through the climate change working groups.

109. NEMA staff members sit on these workstreams, and also collaborates with DIA, the Natural Hazards Commission and the Ministry for the Environment on other opportunities to improve local and regional risk assessment engagements with Māori, local councils, and regional CDEM groups.

Insurance

110. Insurance is an important part of the reduction 'R' because it helps to mitigate the financial impact of disasters on individuals, businesses and communities. Adequate insurance coverage enables quicker recovery and reduces long-term social and economic disruption.

111. NEMA's interest in this space is primarily about enabling the insurance industry to respond effectively to emergencies when they occur. To that end, NEMA recently signed the Natural Hazards Resilience Partnership, a Memorandum of Understanding between NEMA, the Natural Hazards Commission, and the Insurance Council of New Zealand. The partnership aims to lift coordination and cooperation in responding to and recovering from major disasters in New Zealand – particularly with regard to the

sharing of information. This should help enable more efficient relief to affected individuals, whānau and communities after emergencies.

112. We are aware that insurance is a complex issue with the onset of climate change challenging the ongoing insurability of risk-exposed locations. NEMA has an interest in how this matter progresses, but we are not the lead for this work. Currently, multiple agencies and organisations are working on and collaborating over various aspects of the issue including Treasury, Ministry for the Environment and the National Hazards Commission.

Readiness

113. The Readiness 'R' is centred on building a connected, capable, and prepared emergency management system that empowers individuals, communities, and agencies to anticipate and manage the impacts of emergencies. NEMA focuses on strengthening national and local readiness through leadership, guidance and support to CDEM Groups, promoting consistent standards, and enabling collaboration across sectors. A key priority is supporting inclusive readiness by fostering partnerships with Māori.

114. Readiness is about developing operational systems and capabilities before an emergency happens. Readiness activities include:[54]

114.1 planning; and

114.2 developing capability; and

114.3 exercising and testing arrangements; and

114.4 monitoring and evaluation; and

114.5 public education and community engagement.

115. We outline here some key Readiness activities that focus on enabling and facilitating connection and engagement with Māori in order to ensure effective emergency response.

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54 National CDEM Plan, cl 95. **[NEMA.001.3071]**

The CDEM Resilience Fund

116. The CDEM Resilience Fund is a contestable fund administered by NEMA for the benefit of local and regional initiatives to manage risk, build CDEM capability/capacity and enhance community resilience. There are several eligibility considerations in the scoring criteria, which were developed in consultation with the CDEM sector. One relevant criterion is that "projects will achieve equitable outcomes for Māori communities, marae, hapū, iwi and Māori organisations."

117. Projects must also align with the NDRS, including the objective to: "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."[55]

118. Between 2021-2025, 48 successful applications have been processed through CDEM Resilience Fund. Of these, we have assessed that 14 projects ($1,370,639) have had a focus that intended to be of specific benefit to Māori communities. These projects included (among others) initiatives to:

    118.1 Strengthen community emergency response through targeted Co-Ordinated Incident Management System (CIMS) training and dedicated iwi partnerships in Wairarapa, Wellington and Te Tau Ihu;[56]

    118.2 Enhance the emergency preparedness and resilience of 16 Te Arawa Marae to tsunami and flooding through CDEM training and provision of communication equipment;[57]

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55 National Disaster Resilience Strategy, see no 10 above, p 30. **[NEMA.001.0433]**

56 NEMA "Resilience Fund Application Form - Strengthening Community Emergency Response through targeted CIMS Training and dedicated Iwi Partnerships" January 2025 Strengthening-Community-Emergency-Response-through-targeted-CIMS-Training-and-dedicated-Iwi-Partnerships.pdf. **[NEMA.001.2395]**

57 NEMA "Resilience Fund Application Form - Whakakīa te kete rokiroki - Marae Preparedness & Resilience" January 2025 Whakakīa te kete rokiroki - Marae Preparedness and Resilience (.pdf 393kb). **[NEMA.001.2404]**

118.3 Deliver training to 25 marae in the Ruapehu rohe to enhance their resilience during emergencies, self-manage during events and assist the local community;[58]

118.4 Enhance emergency response capabilities within the Te Ātiawa community;[59] and

118.5 Engage a Takawaenga (facilitator) for 12 months to lead consultation and engagement with iwi and marae trusts in the Rotorua Lakes District, to identify opportunities and develop recommendations and a draft action plan that would provide a pathway for improving synergy between CDEM and Iwi.[60]

119. We assessed that a further 11 funded projects ($809,083) by the CDEM Resilience Fund, while having a broader overall focus, also included specific benefits for Māori communities.

Exercises and Hui

120. Exercising is a critical component of the Readiness 'R' of emergency management because it ensures that plans procedures and personnel are tested and refined before a real emergency occurs. This is particularly important in the context of the devolved and dispersed framework that is the New Zealand CDEM system. We need to be confident that the various parts of the system are ready to mobilise in support of an emergency. Māori are a critical part of that and increasingly, we are seeking to partner with Māori on CDEM exercises.

121. For example, Exercise Rū Whenua 2024 was part of NEMA's National Exercise Programme. It took place over three separate days in June and July 2024. The purpose was to prepare New Zealand's emergency

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58 NEMA "Resilience Fund Application Form – Ruapehu Marae Resilience Programme" February 2024 Ruapehu Marae Resilience Program - deliver training to 25 marae in the Ruapehu rohe to enhance their resilience during emergencies, self-manage during events and assist the local community (.pdf 2.5 MB). **[NEMA.001.2416]**

59 NEMA "Resilience Fund Application Form - Te Ātiawa Response and Resilience Development" February 2024 Te Ātiawa Response and Resilience Development - enhancing emergency response capabilities within the Te Ātiawa community (top of the South Island) (.pdf 509 KB). **[NEMA.001.2425]**

60 NEMA "Resilience Fund Application Form – Tūwatawata for Rotorua CDEM" Tūwatawata for Rotorua CDEM (.pdf 434kb). **[NEMA.001.3065]**

management system for readiness, response and recovery planning for a large-scale, catastrophic emergency event (in this case an Alpine Fault magnitude 8+ earthquake).

122. The Steering and Planning group for Rū Whenua included a Ngai Tahu representative and the exercise proper incorporated:

122.1 A Tākaihere (Māori liaison) function (we talk more about this function, and its role in emergency response in the next section), which comprised personnel from Te Puni Kōkiri and Te Runanganui o Ngati Porou.

122.2 A Māori business group (NZ Māori Tourism),

122.3 Iwi leadership groups (Te Rūnanga o Toa Rangatira, Te Rūnanga O Ngāi Tahu, Te Runanganui o Ngati Porou),

122.4 National Māori organisations (NZ Māori Council, National Iwi Chairs Forum), and

122.5 The Senior Māori Integration Advisor from the Wellington Region Emergency Management Office.

123. In a similar vein, NEMA has organised two key hui in recent years to engage with Māori on their connection with the CDEM system. These engagements occurred outside of an emergency response so that Māori could be better engaged during future response activities.

124. The first of these engagements was the May 2021 'Hui ā motu', which gathered together key Māori CDEM practitioners and iwi Māori from within the CDEM sector to provide feedback on the question "what is the most impactful thing that could happen right now to improve outcomes for Māori in emergency management?" The feedback was consolidated and fed into the policy discussions and decisions on the prior Emergency Management Bill, which was then under development.

125. The second key hui was 'Te Kotahitanga o Ngā Tai', a wānanga co-hosted by Te Atiawa and Ngāti Toa with NEMA. This hui was framed as being for 'Mana whenua, Māori, NEMA and CDEM to create meaningful change in

the emergency management sector'. During this hui, participants undertook a co-review of the National CDEM Plan, which was a key input to the programme of work to develop the strategic framework for CDEM (the CEM Act, NDRS and National CDEM Plan) which we discuss later. Participants also provided feedback on NEMA's, then nascent, Te Kāhui Mataara strategy.

126. Such exercises and meetings within the context of readiness create a space for relationship-building, shared understanding and provide valuable opportunities to foster effective connection and engagement with Māori. Building knowledge of the system among the diverse range of agencies that will be involved during an emergency response works to promote the weaving of Māori perspectives into emergency planning and response.

Public Education

127. Public education is another key aspect of readiness. This is about building knowledge and awareness so that people know what to do before, during and after an emergency. Once again, the key deliverables in this space lie at the local level where the key relationships are. However, under the National CDEM Plan, NEMA has a role in providing public education as part of reduction and readiness.[61] In addition, each lead agency listed in Appendix 1 to the National CDEM Plan (which includes the CDEM Groups) is responsible for the development and delivery of public education and community engagement strategies and programmes in relation to the specific hazards and risks it is expected to manage the response to.[62]

128. NEMA develops national campaigns under the generic "Civil Defence" brand. CDEM Groups are best placed to provide public education tailored to local communities and hazards but are also encouraged to use NEMA's campaign resources, which are made available to Groups and partner agencies to tailor and share through their networks.

129. NEMA's flagship public education campaign is the 'Get Ready' campaign,

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61 National CDEM Plan, clause 24(2)(d). **[NEMA.001.3071]**

62 National CDEM Plan, clause 109. **[NEMA.001.3071]**

(getready.govt.nz) which provides comprehensive guidance for the public on hazard types and what to do before, during and after an event. 'Have a Prep Talk' encourages people to discuss emergency plans with their whanau and friends. 'Flood Waters are Deep Trouble', and 'Get the Flood Out', warns people about the dangers of flood water and 'Trust your Danger Sense' encourages the public to look for natural warning signs and act on them. Additionally, NEMA runs other public education campaigns specific to other natural hazards, such as earthquakes (New Zealand ShakeOut) and tsunamis (Long and Strong, Get Gone).

130. NEMA's annual advertising budget is modest; being around $800,000. There is only so much that can be achieved with this budget. However, it is important to ensure that those campaigns are accessible to, and have breakthrough with, a wide and diverse range of audiences - especially Māori. Accordingly, the Get Ready website and associated collateral is fully translated into te reo Māori, as well as several other languages and formats. The 'Prep Talk' campaign in particular has a Māori and Pasifika focus, promoting emergency preparedness through community and whānau connectedness.

The Community Resilience Roopu

131. NEMA supports community resilience by coordinating cross-agency networks, identifying potential or emerging impacts of emergencies on communities, and supporting the sector with initiatives that enable communities to be prepared. For example, NEMA facilitates the regular meeting of a group of community resilience practitioners within CDEM Groups who are instrumental in engaging with a number of demographic-based communities identified in the NDRS. This 'Community Resilience Roopu' shares knowledge, experience, contacts, and best practice with the aim to develop a National Community Resilience Framework.

132. The demographic-based communities identified in the NDRS are:

132.1 Māori (including whānau, hapū, iwi, tribal homelands);

132.2 Pacific communities;

132.3 Ethnic communities (particularly where English is not a first language);

132.4 People with disabilities;

132.5 Older people;

132.6 Children and youth; and

132.7 Rural communities.

Response

133. Response includes those actions taken immediately before, during, or directly after an emergency to save lives and property, and to help communities recover.

134. Consistent with its role as a national coordination agency, and steward of the CDEM system, NEMA aims to ensure that Māori are effectively consulted and engaged with during the response to emergencies. Again, we acknowledge that the delivery of this framework is variable in practice. We acknowledge the findings of the Government Inquiry into the Response to the 2023 North Island Severe Weather Events, which stated that "the inclusion of iwi Māori in formal local government emergency management structures is discretionary and, in some regions, non-existent".

135. As we will cover in Part C, NEMA is working to address this by:

135.1 Amending the legislative framework to better enable Māori participation in the CDEM system; and

135.2 Developing NEMA's role as assurer, to have better oversight and influence over the delivery of the CDEM system at all levels.

136. An 'emergency' in the CDEM context is not the same as what many people might refer to as an emergency, such as a traffic accident or a fire that is responded to by emergency services. In the CDEM context, emergency is a defined term in the CDEM Act and refers to an event that is either beyond the capacity of emergency services to deal with, or otherwise requires a

significant and co-ordinated response using the resources of the CDEM system.[63]

137. This means that the CDEM response framework only comes into operation where hazards and risks become (or look to become) emergencies requiring a response at a level that cannot be dealt with by emergency services under their usual statutory frameworks. The CDEM Act can, if a state of emergency is declared, confer extraordinary powers for that purpose, and on this basis has been described as 'the Act of last resort'.

Organisational structure of a response at the local and regional levels

138. In basic terms, the following coordination centres may be set up in response to an event (depending on the scale of the event, and regardless of whether a state of emergency has been declared):

138.1 **An Incident Control Point.** This is the first official level of response. The Incident Control Point is generally set up and managed by first responders. The majority of events occur at this level and typically do not require any CDEM level response.

138.2 Where a local event is or looks to be developing to a scale that engages the CDEM framework, **CDEM Emergency Operations Centres (EOCs)** are established to manage the CDEM response to local events within a territorial authority boundary. They are operated and staffed by territorial authorities and act as a liaison point for agencies responding to for local-scale emergency events.

138.3 For events with a wider impact, the **Group Emergency Coordination Centre (GECC)** is stood up to coordinate the response to regional events that span territorial boundaries. The GECC provides a base for the Group Controller, and a coordination and liaison point for all agencies. The Group Welfare Manager, Group Recovery Manager and Lifeline Utilities Coordinator are all based at the GECC. Liaison with the National Crisis Management

[63] See the definition of 'emergency' in section 4 of the CDEM Act. Similarly, 'hazard' is defined as "something that may cause, or contribute substantially to the cause of, an emergency" and 'risk' is defined as "the likelihood and consequences of a hazard."

Centre (when engaged) is maintained by the GECC.

138.4 Where an event requires national level coordination in response, this will usually be led by **NEMA's National Coordination Centre (NCC)**, working closely with the Group Emergency Coordination Centre(s). Liaison between the CDEM Groups and senior government officials and Ministers is also through the NCC and the Director of CDEM.

139. This reflects what we said earlier; that CDEM is a system, rather than the work of any one agency. When operating effectively, connection and engagement with Māori will appropriately occur at any and all of these levels of the response to an emergency and with the agencies operating at those levels.

140. However, we again acknowledge that there are variabilities with how this occurs in practice. As we will discuss, work is underway to strengthen the requirements for such inclusion and to develop NEMA's ability to assure the system is operating effectively.

The CIMS operational framework

141. Achieving a coordinated response to emergencies, especially emergencies at scale, is a complex challenge.

142. Emergency response operations are undertaken in accordance with the Coordinated Incident Management System (**CIMS**) which is a technical operational framework of consistent principles, structures, functions, processes and terminology that applies to all agencies involved in emergency response across Government. The CIMS framework is scalable and modular, and designed to operate at any scale and any level of response, be it local, regional or national. This enables agencies to plan for, train and conduct responses in a consistent manner.

143. NEMA published the 3rd edition of CIMS in August 2019 which came into effect in July 2020, which was a major programme of work undertaken in conjunction with the 16 CDEM Groups, 15 other national agencies, and the then Hazard Risk Board. The diagram at Annexure 6 demonstrates how the

CIMS framework operates in a large or complex incident, while for smaller incidents some of the CIMS functions may not be required, or some functions may be combined.

144. Connection and engagement with Māori may occur within the context of many of the functions. For example, the Regional-level CIMS role cards that outline the respective functions include the following provisions:

144.1 "Iwi/Māori" is listed as a key relationship for the Controller to maintain.

144.2 Responsibilities of the intelligence function includes ensuring that the Intelligence Cycle and associated outputs and outcomes are culturally inclusive and reflect a te ao Māori worldview. Key relationships for the intelligence function include (internally) Iwi/Māori representation within the incident management team and (externally) Iwi rūnanga and liaison staff.

144.3 An initial task for the welfare function is to work/connect with (among others) iwi/Māori to understand immediate and predicted welfare needs. A key consideration for the welfare function is to work with Iwi/Māori Representation to ensure welfare planning and services are appropriate for iwi/Māori.

145. CIMS is doctrinal, modular and scalable, which means that it can be adjusted to suit the needs of the agency implementing it. At the national level, NEMA has identified that bolstering the Māori liaison function within the CIMS framework is necessary in order to effectively engage and consult with Māori in the context of a national-level emergency response. This bolstered approach to Māori liaison was implemented as an evolving initiative during the national response to Cyclone Gabrielle in 2023, with the incorporation of a 'Kaitohutohu' function into the organisational structure of NEMA's NCC.

146. NEMA recognised early that it needed to build and expand the Kaitohutohu team to meet the demands both internally in the NCC, and externally through Māori communities and groups. An enhanced team with a range

of specialised expertise across strategy, policy, planning, Māori-specific communications, Māori specific data and insights, Māori relationship management and tikanga Māori, was subsequently established.

147. The Kaitohutohu function developed a purpose statement to clarify the areas of focus to support a Māori-specific response, including:

147.1 Providing strategic and Māori specific advice to the Director of CDEM, National Controller and NCC functions and to the CDEM sector to ensure the impacts on Māori are actively considered. This included advising across planning, policy development, operational activity, information sharing and data collection.

147.2 Facilitating relationship management between NEMA and CDEM Māori liaison, between NEMA/CDEM and Māori groups and community representatives (e.g. the National Iwi Chairs Forum, Iwi Communications Collective, Iwi Radio, etc.), and across government agencies who had an interest in the response with a particular focus on Māori communities.

147.3 Working alongside NCC colleagues to support the coordination and distribution of resources and essential services to Māori communities across affected regions.

148. The Kaitohutohu function worked alongside NCC functions and provided advice relevant to their issues and initiatives that had a direct impact on Māori communities.

149. The Kaitohutohu function undertook external engagement to support advising NCC functions and to understand the priorities of Māori. The relationship management aspect of the function included identifying key Māori groups and representatives across impacted regions, connecting NEMA and CDEM Groups with key Māori groups, ensuring NEMA and CDEM Group representatives were briefed and prepared to connect appropriately with Māori, clarifying expectations and actions that were direct outcomes of those engagements.

150. The implementation of the Kaitohotohu in Cyclone Gabrielle was necessary, but it was reactive and ad hoc. It was recognised that NEMA (in the Readiness space) needed to more deliberately develop this function for future responses. Accordingly, we have now replaced it and further developed the Tākaihere Māori Liaison function.

151. NEMA's Tākaihere function provides support and coordination for response efforts involving Iwi and Māori communities across Aotearoa, New Zealand. During response, the function identifies the needs of Iwi and Māori and coordinates the necessary efforts through the National Controller, Regional Emergency Management Advisors and NCC functions to deliver strategic, Māori-specific advice that directly impacts the affected Māori communities. It ensures readiness to engage appropriately and effectively with Māori communities across affected regions.

152. We must stress that the Tākaihere function approach is unique to NEMA's implementation of the CIMS framework, and it is not a feature of the wider CIMS doctrine. However, having identified the value of the approach we anticipate that future versions of CIMS will likely include something more akin to NEMA's approach incorporated into the framework.

Recovery

153. The National CDEM Plan defines recovery as meaning "the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency".[64]

154. As the Guide to the National CDEM Plan says,[65] recovery starts as soon as possible during the response phase of an emergency and continues well after an emergency has ceased. Early recovery planning, concurrent with an emergency response, aims to ensure that immediate response actions support long-term resilience and reduce future risk. Integrating recovery from the beginning helps avoid short-term fixes that may hinder

64 National CDEM Plan, cl 2(1). **[NEMA.001.3071]**

65 Guide to the National CDEM Plan, see no 12 above, p 13. **[NEMA.001.0485]**

sustainable rebuilding and supports critical decisions—such as infrastructure repairs, housing arrangements, and welfare support— being made with future needs in mind. This alignment between Response and Recovery aims to support continuity of essential services, promote faster return to stability, and provide affected communities with a clearer pathway from crisis to recovery.

155. Recovery is specifically addressed at Part 9 of the National CDEM Plan. The Plan recognises that recovery efforts involve the community and should be scalable and flexible to meet the needs of the community, and that recovery may take a short time or may take years or decades, depending on the nature of the emergency.[66]

156. The CDEM Act contains extensive powers to manage the transition from Response to Recovery, including the appointment of a National Recovery Manager, and/or Group and Local Recovery Managers. It also provides for a range of extraordinary powers that are available during notified recovery periods.

Recovery function during Response to an emergency

157. The initial stages of recovery start from day one of an emergency response, where response activities help develop an understanding of key matters that will need to be addressed in recovery. Depending on the type and scale of an event, this may involve prioritising issues or assessing the level of resourcing or skills required to further plan and implement recovery activities.

158. With regards to recovery during response to a national emergency, the NEMA Recovery function works across the response to ensure Māori interests are being considered as part of initial recovery planning and actions.

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66 Part 5 of the National CDEM Plan describes the roles of various agencies across the 4Rs including in Recovery. **[NEMA.001.3071]**

Transitioning from Response to Recovery

159. As activities transition from response to recovery, the Guide to the National CDEM Plan states that a Response to Recovery Transition Report prepared by the Controller should outline:[67] "communication underway or planned, and engagement with key partners underway or planned, including iwi and community". This alignment between Response and Recovery aims to support continuity of essential services, promote faster return to stability, and provide affected communities with a clearer pathway from emergency response to recovery.

160. The CDEM Act also sets out that Groups are responsible for 'planning and carrying out recovery activities' (e.g. through the co-ordination and integration of decisions and resources, or the restoration and enhancement of communities across the 4 environments (built, natural, social, and economic).

Medium to Long-term Recovery

161. If the initial stages of Recovery require the use of specific powers, the Act enables the notification of Transition Periods and grants powers to Recovery Managers for the duration of the transition period:

161.1 A National Transition Period may be issued by the Minister for the whole of New Zealand or in specific areas. It enables the National Recovery Manager at NEMA to direct and control resources available for civil defence emergency management; and co-ordinate the use of personnel, material, information, services, and any other resources made available by departments, CDEM Groups and emergency services.

161.2 A Local Transition Period may be issued by the Minister, a person appointed by the Group or Mayors for specific areas or districts. It enables Group and Local Recovery Managers to exercise their Transition Period powers, such as the powers to enter premises or close roads.

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67 Guide to the National CDEM Plan, see no 12 above, section 32.5. **[NEMA.001.0485]**

162. Many emergencies will require further planning and recovery activities. For example, this can involve scoping and costing potential recovery activities or initiating clean up and repairs. Recovery activities are then carried out by CDEM Groups and Local Authorities, with the support by Central Government.

163. For local, small-scale recoveries, relationships with iwi Māori are held by CDEM Groups and Local Authorities. The Director's Guidelines on Recovery Preparedness and Management and the Director's Guidelines for Strategic Planning make explicit the need for Groups to build relationships, collaborate, and engage with iwi and Māori. During an event, NEMA may also work with Te Puni Kōkiri to ensure Groups and Local Authorities are appropriately supported.

164. For large scale recoveries, a new agency may be set up to manage and coordinate recovery activities.[68] For example, in 2023 the Cyclone Recovery Unit (CRU), hosted by the Department of the Prime Minister and Cabinet, was established to oversee recovery activities following the Auckland Floods and Cyclone Gabrielle. In that situation, the new agency facilitates connection and engagement on behalf of the Crown (e.g. through the development and implementation of CRU's Whenua Māori and Marae pathway within the 'Future of Severely Affected Land' framework). As noted above, we understand that someone from the CRU will give evidence on the implementation of the Whenua Māori and Marae pathway.

Part C: System Improvements

165. In this section we will outline improvements to the CDEM system that are being led by NEMA to address the findings and recommendations of various reviews and inquiries and the Government's responses to them. We focus here specifically on improvements to how the CDEM system enables and facilitates effective connection and engagement with Māori.

68 National CDEM Plan, cl 156. **[NEMA.001.3071]**

166. Within the last decade there have been two key catalysts driving change across the CDEM sector. First, in 2017 the Government response to the TAG saw the formation of NEMA out of the previous Ministry of Civil Defence & Emergency Management and prompted a spate of policy work driving towards the development and modernisation of the CDEM regulatory framework.

167. Before that work could be completed, the 2023 Auckland Anniversary Floods and Cyclone Gabrielle occurred. The resulting Government Inquiry, and the Government's Response, 'Strengthening Disaster Resilience and Emergency Management' (the NISWE Inquiry) identified the need for further change.

168. Together, the Government responses to these two comprehensive reviews of the CDEM system have informed a programme of system improvement work currently being undertaken by NEMA.

169. This system improvement work includes, primarily, the ongoing Emergency Management System Improvement Programme (EMSIP), which is specifically delivering on the Government's Response to the NISWE Inquiry. However, I also outline here work that was done in response to the 2017 TAG review, which has informed the current direction of travel for improvements to the CDEM System.

Government Response to the Government Inquiry into the Response to the North Island Severe Weather Events

170. The NISWE Inquiry published its report on 23 April 2024. The Inquiry looked at the CDEM system's:

170.1 Design and structure;

170.2 Leadership, roles and responsibilities;

170.3 Management of the immediate response;

170.4 The supply of goods and services and the place of critical infrastructure; and

170.5 Funding settings.

171. The NISWE Inquiry Report identified significant shortcomings in New Zealand's emergency management system and made 14 high level and 33 sub recommendations.

172. In broad terms, the Inquiry's key findings, which reinforced and expanded upon the findings of previous reviews, were:

172.1 The existing emergency management system was not fit for purpose, as it did not have capacity or capability to deal with significant, widespread events that impact multiple regions at once.

172.2 There is a major disconnect between affected communities and Civil Defence agencies, and for many communities and individuals, the CDEM response was perceived to be absent or inadequate. The Inquiry recognised that there is an opportunity to strengthen the critical role communities play in an emergency response, including through ongoing public education programmes; and the need for significant improvement especially in readiness activities and community engagement.

172.3 Urgent system change is needed, including a number of enhancements to elicit an uplift across the entire system, at the community, local, regional and national levels.

173. Key structural shifts recommended were to:

173.1 put people and their communities at the heart of emergency management;

173.2 recognise the role of iwi Māori throughout the system;

173.3 ensure local government is at the coalface of readiness and response;

173.4 make better use of national resources; and

173.5 increase the focus on readiness and risk reduction.

174. Given the Inquiry's explicit recommendation to better recognise the

capacity and contribution of Māori within emergency management, officials sought advice from Māori emergency management experts and Iwi leaders as part of the development of Cabinet advice on the Government's response to the report of the NISWE Inquiry.

175. Officials invited iwi leaders affiliated with Pou Take Āhuarangi of the National Iwi Chairs Forum (NICF) to provide views on the NISWE Inquiry's findings from a Māori perspective, as well as recommendations to improve the emergency management system. A key theme from the 2024 engagement with NICF was that legislative reform is required to ensure Māori established emergency management systems and practices are recognised in law. Specifically, engagement with the Iwi Chairs Forum has highlighted the view that:

175.1 manaakitanga of all the community is an essential concept for CDEM and should be prioritised over any other formalised system;

175.2 iwi should be formal participants on the CDEM Groups and their Coordinating Executive Group;

175.3 localised hapū and iwi mātauranga should be recognised as core criteria in decision making across the emergency management system; and

175.4 Māori should lead the localised emergency management response at place as a part of both te Tiriti partnership and recognition of a locally led emergency management response.

176. NICF views were incorporated into the framing of issues and advice put forward in the Cabinet paper and the Government Response to the Inquiry.

177. The Government published its response to the Inquiry's Report and recommendations in October 2024. The Government Response took a broader approach than the scope of the Inquiry. It included all four Rs and took into account a range of earlier reviews and inquiries, including the 2017 TAG review.

178. The Government accepted the main recommendations of the Inquiry and agreed that transformation of the system is required. The Government Response outlined an 'overall direction of travel' with five focus areas of change, reflecting the Inquiry's recommendations. Given the dispersed and devolved nature of the CDEM system, all focus areas affect the way that the CDEM system engages with Māori. However, two aspects of Focus Area 1 are of direct relevance to the scope of the present inquiry:

> **FOCUS AREA 1: Give effect to the whole-of-society approach to emergency management**
>
> …
>
> 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 Expand the number and quality of formal agreements with businesses, community organisations, iwi and Māori to deliver assistance in times of emergencies.

179. The Government Response and 'direction of travel' requires further policy development on specific proposals, and implementation is subject to the availability of any necessary new funding through future Budget processes. A detailed implementation and investment roadmap has been developed.[69] 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. It is intended that progress on advancing the roadmap will be publicly reported on every six months.

180. This work is being delivered through the NEMA led Emergency Management System Improvement Programme (EMSIP) and a phased approach. Cabinet agreed that the National Hazards Board will provide governance to deliver the programme of work set out in the Government Response, and we have established an agreed cycle of reporting on the implementation of EMSIP.

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69 New Zealand Government "Strengthening Emergency Management: A Roadmap for Investment and Implementation" see no 22 above. **[NEMA.001.1006]**

181. NEMA is also progressing work on a new Emergency Management Bill. The Bill will replace the Civil Defence Emergency Management Act 2002. EMSIP and the Bill are aligned pieces of work that together will strengthen emergency management in New Zealand.

182. Engagement with the NICF continues in the form of a contractual arrangement with NICF to enable sharing of draft advice under a confidentiality agreement. The aim is to take more of a partnership approach to the policy development. Many of the NICF's specific recommended actions in the context of their input into the Government Response to the NISWE review will be considered as part of the development of a new Emergency Management Bill.

183. We have also undertaken engagement with other Māori organisations as part of the public consultation process on the Bill, in the form of online hui. The hui were open to anyone to attend. NEMA invited key stakeholders from within the sector and encouraged invitation recipients to forward the invitations on to their networks. Overall, the hui were well attended.

NEMA Internal Review to the North Island Severe Weather Events

184. At the same time as the Government Inquiry, NEMA was conducting its own internal review into its role in the North Island severe weather events. This is standard practice so we can identify lessons from events and areas for our own improvement.

185. While the Government Inquiry took a comprehensive approach to the CDEM framework, NEMA's internal assessment focused specifically on our organisation's performance.

186. The NEMA Internal Operational Lessons Report was completed in May 2024 and underscored the lessons from the Government Inquiry.[70] The internal lessons report identified 19 lessons with associated recommendations. These included identifying a lack of Māori-specific intelligence gathering relating to marae locations and key contacts and

[70] NEMA "2023 North Island Severe Weather Events – NEMA's Internal Operational Lessons Report" dated May 2024 https://www.civildefence.govt.nz/assets/Uploads/documents/publications/May-2024-NISWE-NEMA-Internal-Operational-Lessons-Report-FINAL.pdf. **[NEMA.001.2443]**

intelligence needs for recovery not being met, including for iwi Māori, and the United States Agency for International Development (USAID) international assistance team not feeling sufficiently briefed on tikanga considerations. The report also identified areas where things had gone well or improved, including the Kaitohutohu function. The report recommended that NEMA develop Standard Operating Procedures for the Tākaihere function (as the replacement for the Kaitohutohu function), which has now been completed.[71]

187. We mentioned earlier that NEMA is developing its role as the assurer of the system, so that we can provide comfort to the Government that the system is functioning at all levels, despite NEMA generally not having direct control over the activities, capacity and readiness of other parts of the CDEM system, including CDEM Groups.

188. NEMA also undertook the initial scoping of its 'assurance' function in mid-2023 and developed a framework using a resource seconded from the New Zealand Defence Force. A new role of Deputy Chief Executive (Assurance) commenced in February 2025 to establish a dedicated assurance function.

189. A Team Leader role commenced in mid-May 2025 with another two senior analysts joining on 9 June and 20 August 2025. The assurance function will employ a 'task-organised' approach which will lead and coordinate the employment of existing resource across the sector to conduct assurance activities. Work is underway to develop the first set of nationally consistent evaluation measures in the form of a self-assessment tool for CDEM Groups. Our intention is to use the first nation-wide self-assessment to develop a prototype national capability report. The ambition is for this tool to be a mechanism by which NEMA can have greater insight into, among other things, how CDEM Groups are operating (including their engagement with Māori) at the regional and local levels of the CDEM system.

71 NEMA "Tākaihere Function Standard Operating Procedures (v1.2)" dated July 2025. **[NEMA.001.2486]**

The TAG review and pre-NISWE developments

190. The 2023 North Island Severe Weather Events and the Government Inquiry renewed efforts to transform the CDEM system. However, it is important to acknowledge that similar shortcomings of the system were identified through earlier events, and that significant work had already been done to address them in the years leading up to the 2023 events.

191. In particular, the Technical Advisory Group (TAG) was established in 2017 to conduct a Ministerial Review into New Zealand's emergency management system. Its purpose was to evaluate the effectiveness, efficiency, and resilience of the system, particularly in the face of increasingly frequent and complex emergencies such as natural hazard events, pandemics, and other large-scale events. The group was tasked with identifying opportunities for reform, simplification, and modernisation of emergency management structures, governance, and operational frameworks to ensure they are fit-for-purpose in addressing current and emerging risks.

192. The TAG Review's findings included recognition that Māori are uniquely positioned to provide leadership and resources during emergency response and recovery.[72] The Review noted many submissions regarding iwi who responded rapidly to emergencies but were often excluded or only peripherally engaged in the official response. It noted that Māori organisations and marae often operate as critical hubs during emergencies, providing shelter, food, and support to affected communities, yet their role is often informal and unrecognised within the CDEM framework.

193. To address these gaps, the TAG made several recommendations, which included:

193.1 recognising the capability that iwi/Māori bring to emergency management;

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72 New Zealand Government "Delivering better responses to natural disasters and other emergencies" August 2018 natural-disasters-emergencies-government-response-tag-report.pdf. **[NEMA.001.2170]**

193.2 legislating to enable iwi to participate in planning for and responding to a disaster or other emergency;

193.3 bringing clarity to the role of iwi within the CDEM system;

193.4 that appropriate iwi representatives be part of CDEM Group CEGs; and

193.5 that appropriate iwi representatives be included on the CDEM Group Joint Committees (JCs).

194. The TAG's work has served as a critical input in shaping ongoing discussions and policy reforms on emergency management. In response, NEMA established a Regulatory Framework Review Programme (also known as the "Trifecta") in 2020 to bring together three interrelated projects. The projects were:

194.1 amending the Civil Defence Emergency Management Act 2002 (the Bill);

194.2 updating the National CDEM Plan and the accompanying Guide to the National CDEM Plan (the Guide); and

194.3 developing a roadmap to the NDRS.

195. Much of the policy and planning work to enable the development of the National CDEM Plan was contingent on the development of the Bill. Given this, and NEMA's limited resources, NEMA made the decision in mid-2023 to prioritise the Bill development, with the intention of utilising much of this policy work to develop National CDEM Plan content (in Phases 1 & 2) once legislative deadlines were met. Initiation of Phases 2 & 3 were expected to continue upon the Act being passed.

196. The 'Trifecta' work was supported by the establishment of a Ministerial Advisory Committee (MAC), which was established by the then Minister for Emergency Management (Hon Kiri Allan) in March 2021 to ensure Māori perspectives were integrated through all levels of the emergency management system.

197. The Committee's primary role was to provide advice to the Minister for Emergency Management (as was) to ensure Māori perspectives were included in the drafting of the Emergency Management Bill.

198. The committee was made up of the following members:

198.1 Robyn Wallace (Chair - Ngai Tahu - Ngāti Tuahuriri, Ngāti kuri, Ngai te Ruahikihiki);

198.2 Kelly Stratford (Ngāpuhi - Ngai Te Rangi);

198.3 Christine Kenney (Te Atiawa, Ngai Tahu, Ngāti Awa, Ngāti Toa Rangatira); and

198.4 Shane Graham (Ngāti Rārua)

199. In July 2021, the membership was updated to remove Shane Graham and add the following members:

199.1 Chris Tooley (Ngāti Kahungunu), and

199.2 Liana Poutu (Te Atiawa).

200. The final MAC meeting with the Minister (then Hon Kieran McAnulty) was held on 22 June 2023, in line with the proposed introduction of the Emergency Management Bill to the House (the Introduction was due to happen on 22 June but was delayed until the next sitting). Discussions included what role the MAC might be able to play in the Select Committee process.

201. The Emergency Management Bill was introduced in June 2023 to replace the Civil Defence Emergency Management Act 2002 and, in part, to implement a number of the Government's decisions on the TAG report. The prior Bill process undertook public submissions analysis to inform policy proposals and formed regulatory impact statements on the discrete problems.

202. Following the MAC's June 2023 meeting, Minister McAnulty wrote to the Select Committee offering the MAC's expertise to them, should they wish to engage with them. The Select Committee acknowledged the offer and

informed the Minister they would be in a better position to consider the offer once submissions on the Bill closed in November 2023. Minister McAnulty informed the MAC they would not be reappointed due to the upcoming election, and that the new government may choose to reappoint them.

203. Part of the intent of the prior Bill was to integrate iwi and Māori interests throughout the system, including enabling iwi and Māori to join CDEM Group governance and operational structures and requiring specific consultation during the development of emergency management planning and strategy documents. It contained provisions to introduce mandatory requirements for CDEM Groups to:

203.1 collaborate with Māori and iwi partners in the development of CDEM Group Plans;

203.2 have systems and processes to ensure that it has the capability and capacity to engage with Māori and to understand perspectives of Māori;

203.3 notify iwi and Māori partners as a requirement of planning;

203.4 have regard to the comments received from iwi and Māori on CDEM Group planning documents; and

203.5 set out the arrangements for coordination with Māori during response/recovery in CDEM Group Plans.

204. The Bill was discharged after the 2023 General Election, to allow for a more fundamental review of New Zealand's emergency management policy and legislative settings and take account of recommendations from recent reviews including the Government Inquiry into the NISWE response.

205. As discussed earlier, a new Bill is anticipated to be introduced in late 2025. We anticipate that key policy decisions regarding the content of the Bill will be taken in the near future.

Conclusion

206. NEMA, as the central government steward of the CDEM system, is an organisation that is committed to continuous improvement for the system. The Minister for Emergency Management and Recovery, together with NEMA, share a genuine aspiration to see the system strengthened to deliver effective emergency management for all New Zealand.

207. We recognise that within the context of Civil Defence Emergency Management, Māori participation, partnering with Māori and protecting Māori interests are critical for effective emergency management across the 4Rs of risk reduction, readiness, response and recovery.

208. We know that we need to improve the CDEM system to achieve this. Accordingly, we welcome this priority kaupapa inquiry and look forward to assisting the Tribunal with this evidence.

Signed: _____
Jenna Rachel Rogers

Date: 26/09/2025

Signed: Dwain Hindriksen
Dwain Gerard John Hindriksen

Date: 26/09/2025