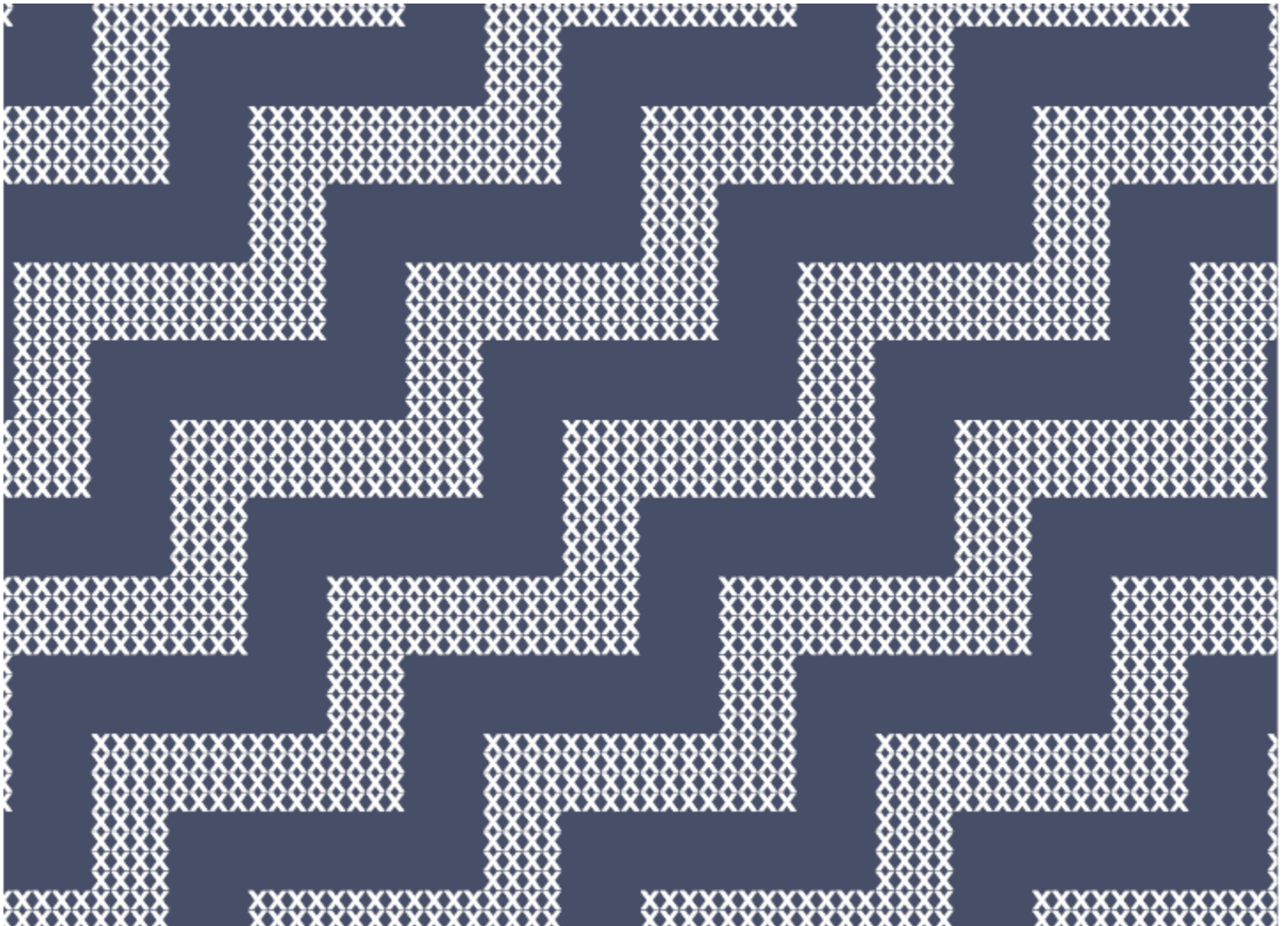




DEPARTMENT OF THE
PRIME MINISTER AND CABINET
TE TARI O TE PIRIMIA ME TE KOMITI MATUA

National Resilience System Handbook

May 2025



UNCLASSIFIED

For more information on the work of the Department of the Prime Minister and Cabinet (DPMC), please visit our website dpmc.govt.nz

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This Handbook provides a broad overview of the National Resilience System and contains the central government arrangements used to respond to strategic crises, replacing the 2016 National Security System Handbook. It is intended to clarify roles and responsibilities across the system and strengthen agency readiness to respond.

It is divided into three parts.

Part 1.

The National Resilience System

Part 2.

New Zealand's strategic crisis response arrangements

Part 3.

Supporting appendices

This Handbook is intended for use by New Zealand government officials who are part of the National Resilience System, and who participate in ODESC system activations for emerging risks, or in response to crisis events. It is intended to be a living document and will be updated on a six-monthly basis.

Executive director's foreword

As a country we face an increasingly complex and volatile risk-scape, highlighting the need to strengthen our national resilience in the face of increasing challenges.

Building and strengthening national resilience means we need to manage National Risks effectively, ensuring we are looking over the horizon at those risks that will impact the safety and prosperity of New Zealanders the most, and doing something about them. Doing the basics well - providing effective government coordination, advice and strong leadership.

Over time, the systems central government agencies use to build resilience, prepare for, and respond to, the most significant risks our country faces have become siloed and fragmented. On the back of earthquakes, a pandemic, impacts of climate change, our first major terrorist attack and increasing global instability, various inquiries and iterative changes have resulted in bespoke structures, new definitions, and a lack of clarity of roles within the system, leading to uncertainty as to how all the pieces connect.

The structures, decisions and investment choices we make now in peacetime impact how effective our nation will be in the next crisis - risk and opportunity are two sides of the same coin, and we need to be better in how we identify opportunities and actions to build resilience. Strong economies are resilient economies; by proactively reducing risk and building resilience to future crises we enhance the safety of New Zealanders while safeguarding our fiscal position and reassuring global markets and investors,

which are essential conditions for driving economic growth.

The rescoped National Resilience System addresses these issues, so that agencies can see and understand how they plug-in, and their roles within it. It is designed to be simple, yet agile, proactive, and adaptive in action. This Handbook explains the National Resilience System and how it enables proactive management of National Risks, and provides a guide to prepare for and navigate us through the next crisis. This means we are clear about what our national objectives are, how our system works, who is responsible for what in and out of crisis, with the ability to pivot or refocus our finite resources when required. We know we need to adapt faster, and our system needs to be more responsive.

Therefore, this Handbook will be updated regularly in the face of change to ensure we remain cohesive and effective in how we build national resilience.



Sean Bolton

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Prime Minister and
Cabinet
Te Tari o te Pirimia me
te Komiti Matua



PART 1. NEW ZEALAND'S NATIONAL RESILIENCE SYSTEM

One of the most important responsibilities for government is to build resilience to ensure the prosperity, security, safety, and territorial integrity of New Zealand. Discharging these responsibilities requires systemic arrangements which are well-led, strategically focused, coordinated, cost-effective, accountable, and adaptive to any challenges that arise.

The National Resilience System provides the framing through which government agencies work together to proactively manage and build resilience to our most serious hazards and national security threats.

This Handbook provides an overview of the National Resilience System, including the various sub-systems that comprise it. It also includes a detailed outline of New Zealand's strategic crisis response arrangements, known as the Officials' Committee for External and Domestic Security Coordination (the ODESC system).

Building resilience together

The world is experiencing rapid and significant global shifts, driving profound change and heightened uncertainty. New Zealand faces many increasingly complex National Risks – all risks arising from serious hazards and national security threats - that could trigger a national level crisis at any time and cause significant harm to our collective safety, security and prosperity.

We must make targeted decisions that position our finite resources to build a more resilient and sustainable country that not only withstands and recovers from a wide range of potential hazards and threats, but gets ahead of them and emerges stronger and more capable.

Our National Risks are identified in New Zealand's National Risk Register ([appendix 1](#)), ranging from communicable disease outbreaks to commodity/energy price shocks to major threats to Pacific regional stability. We cannot always predict when, where and how these National Risks might play out, or what the scale of their impact will be for New Zealand. Government agencies must ensure we are proactively building New Zealand's resilience to National Risks – preventing them where we can, reducing their potential likelihood, consequences and cost where we cannot, and having plans in place so we can respond quickly and effectively when a risk materialises.

No government agency or entity can do this alone – this is a collective effort, and we must take a system approach. By considering the various connections between National Risks and the interdependencies across different government sectors, we can identify gaps and opportunities to leverage our collective capability and capacity, and make strategic and targeted decisions that position our finite resources to where they will have greatest impact. Government agencies work together to achieve this through the National Resilience System.

National Resilience System architecture

New Zealand has taken some form of holistic and integrated system approach to managing strategic risks since 1987, when the Government established the Domestic and External Security Coordination framework as the foundation of national security governance and planning.

From the outset, this whole-of-government approach has focused on ensuring there are arrangements in place to:

- support strategic decision making at Ministerial level,
- bring together information for Ministers,
- coordinate analysis and assessment,
- develop and test options for whole-of-government risk mitigation and crisis response,
- ensure plans are in place,
- manage national resources and strategic crisis response activities.

There have since been changes over time, but subsequent Cabinet decisions have ensured our system approach continues to be explicitly taken on an 'all-hazards and all-threats' basis.

The architecture used for the management and governance of National Risks, including strategic crisis management, was previously known as the *National Security System*, as per the 'all-hazards, all-threats' definition of national security agreed by Cabinet in 2001. Cabinet decided in 2022-2023 that the *National Security System* needed a tighter focus on actively protecting New Zealand from threats to national security interests from those who would do the country harm, as part of a wider system approach to manage National Risks in the broad, recognising New Zealand's unique context and exposure to national hazards.

We have rescoped and renamed the system architecture looking across all-hazards all threats to the '**National Resilience System**'. This ensures we break down silos and work cohesively to manage National Risks through a simple, agile and cohesive system with clear roles, accountabilities and responsibilities, in both peacetime and in crisis.

Table 1 shows a snapshot of these changes.

TABLE 1. SNAPSHOT OF SYSTEM CHANGE

TERM	OLD DEFINITION	NEW DEFINITION
National security	<p>The condition which permits the citizens of a state to go about their daily business confidently free from fear and able to make the most of opportunities to advance their way of life.</p> <p>All-hazards, all-threats scope.</p>	<p>Using all tools of statecraft to protect and advance New Zealand's interests in a more challenging strategic environment.</p> <p>Malicious threat scope: Protecting New Zealand from threats that would do us harm.</p>
National Security System	Used to refer to the framework used to coordinate and govern national security hazards, threats and risks, for business-as-usual governance and strategic crisis management and associated boards for governance outside of crises.	The community of national security agencies that together deliver key policy, analysis, and/or operational functions that contribute to New Zealand's management of core national security issues, guided by the National Security Strategy and the 'act early' principle of the core issues framework.
ODESC system	Synonymous with the National Security System (above).	The all-hazards, all-threats strategic crisis response coordination and governance arrangements.
National Risk Approach	Focused on the identification and management of nationally significant risks. Focused on 42 all-hazards-all-threats risks across five domains: environmental, social, technological, economic, and security. The approach utilises the 4Rs framework: reductions, readiness, response, and recovery.	Superseded by National Risk and Resilience Framework – led by the Prime Minister and focusing on tangible actions agreed by Cabinet to deliver better risk management outcomes.
National Risk and Resilience Framework	N/A	The national-level framework that drives action, provides assurance across National Risks, and makes sure government is taking a proactive and strategic approach to be a more resilient and ready National Risk and Resilience system.
National Hazards System	Synonymous with the National Security System (above).	Proactive management of National Risks focusing on national hazards.
National Resilience System	N/A	Comprises the various systems (national security, hazards, strategic crisis, and emergency management) that function collectively to improve resilience to our most serious hazard and threats across the '4Rs' of Reductions, Readiness, Response, and Recovery.

As shown in **Figure 1**, the National Resilience System comprises the various systems (national security, hazards, strategic crisis management and emergency management) that need to function collectively to improve resilience to our most serious hazards and threats, under the strategic leadership and stewardship of the Department of the Prime Minister and Cabinet.

- The **National Security System** provides proactive management of National Risks focusing on threats as part of an overall approach to protecting and advancing New Zealand's national security interests. This is guided by the *2023-2028 National Security Strategy* and the 'act early' principle of the core issues framework, and led by the Department of the Prime Minister and Cabinet; more information can be found in the **National Security Strategy** [\[external link\]](#) and in **appendix 2**.
- The **National Hazards System** approach taken by agencies towards governance and oversight of national hazards emphasises the proactive management of National Risks. This system focus is on reducing risk and building resilience to national hazards through upstream policy interventions and reform programmes.
- The **Officials' Committee for Domestic and External Security Coordination (the ODESC system)**, which provides strategic crisis management, coordination and governance for crises arising from all hazards and threats and is led by the Department of the Prime Minister and Cabinet (see **part 2**).
- The **Emergency Management System**, which builds resilience to emergencies through the Civil Defence Emergency Management Act 2002 (CDEM Act). The CDEM Act:
 - gives various functions, duties, and powers to statutory officers, government departments, local authorities, emergency services, and lifeline utilities;

- requires planning documents that set out how emergency management works at the local and national levels (across the 4Rs of reduction, readiness, response and recovery), aligned to a national strategy;
- enables more detailed requirements or expectations to be set through regulations and guidance documents;
- provides extraordinary powers that can be used to protect people and limit the consequences of an emergency.



Leadership of the Emergency Management System

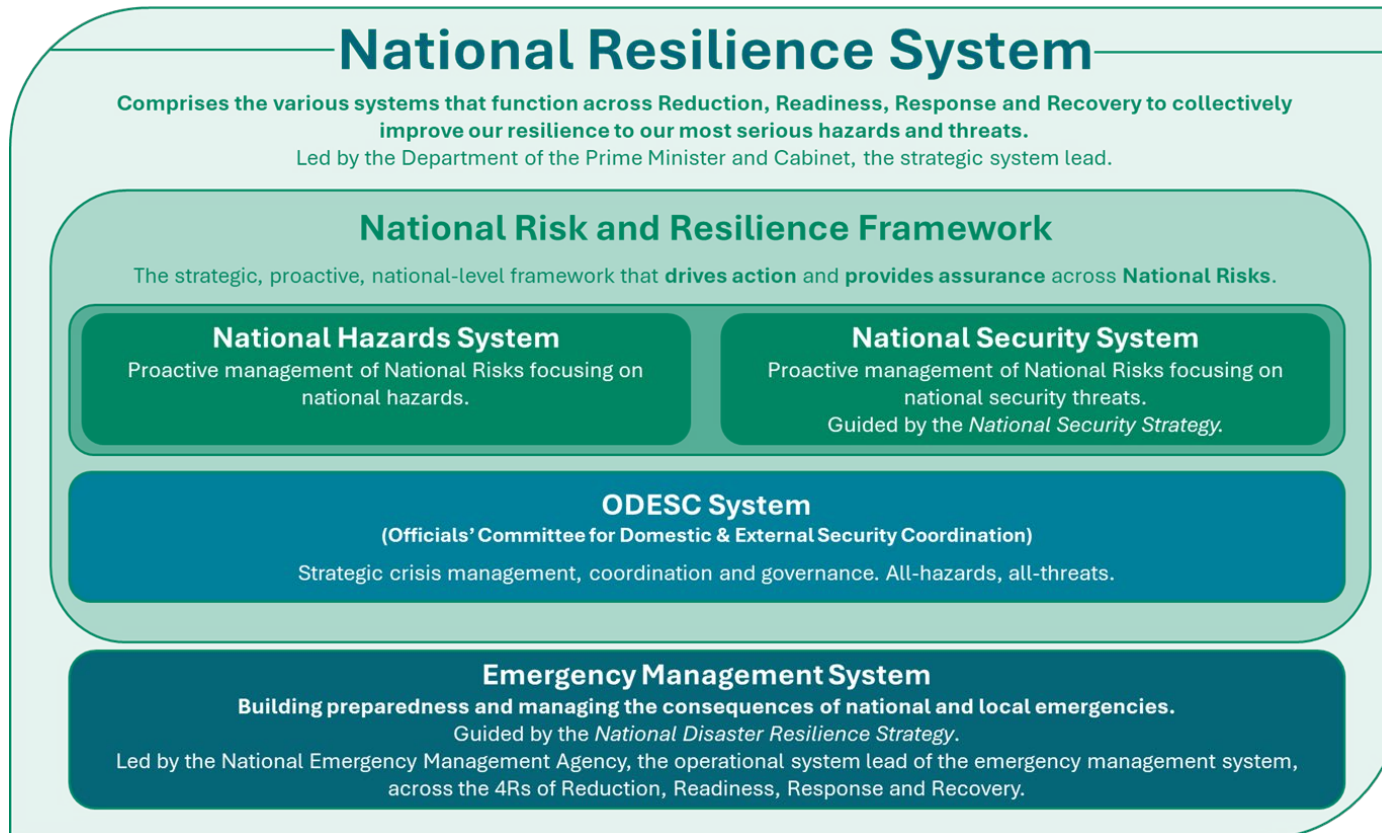
The Emergency Management System is led by the National Emergency Management Agency (NEMA), which supports the Director of CDEM and the Minister for Emergency Management and Recovery to carry out their functions and powers under the CDEM Act.

These functions and powers include advising the Minister for Emergency Management and Recovery, monitoring the performance of those with responsibilities under the CDEM Act, issuing guidance and standards, advising on and assisting planning, and directing and controlling resources during a national state of emergency or national transition period.

NEMA fulfils this role by working as a steward, operator and assurer of the Emergency Management System.

More information on this system can be found here at civildefence.govt.nz [\[external link\]](#).

FIGURE 1. NATIONAL RESILIENCE SYSTEM



National risk management objectives

In 2011, Cabinet agreed to the following key objectives to manage risks from hazards and threats in and out of crisis. These remain fit for purpose for guiding strategic risk management in the National Resilience System today.¹

- **Ensuring public safety** – providing for, and mitigating risks to, the safety of citizens and communities (all hazards and threats, whether natural or man made).
- **Preserving sovereignty and territorial integrity** – protecting the physical security of citizens, and exercising control over territory consistent with national sovereignty.
- **Protecting lines of communication** – these are both physical and virtual and allow New Zealand to communicate, trade and engage globally.
- **Strengthening international order to promote security** – contributing to the development of a rules-based international system, and engaging in targeted interventions offshore to protect New Zealand's interests.
- **Sustaining economic prosperity** – maintaining and advancing the economic wellbeing of individuals, families, businesses and communities.
- **Maintaining democratic institutions and national values** – preventing activities aimed at undermining or overturning government institutions, principles and values that underpin New Zealand society.

- **Protecting the natural environment** – contributing to the preservation and stewardship of New Zealand's natural and physical environment.

Central government agencies are principally responsible for building New Zealand's resilience and achieving these objectives. This is due to a combination of their primary responsibility for international relations, its ability to direct civil and military assets, the technical and operational capacity and capability at its disposal, its ability to legislate or appropriate substantial funding with urgency, as well as its ability to direct the coordination of activity when necessary.

This central government role involves an agency, or a group of agencies, protecting New Zealand through the delivery of core, business-as-usual services (such as border management and protection services delivered by the Ministry of Business, Innovation and Employment, Ministry for Primary Industries, New Zealand Customs Service, the Aviation Security Service, and New Zealand Police). In other situations, it involves multiple agencies acting together to respond to an emerging threat (such as serious political instability in the Pacific) or in response to an emergency (such as a major earthquake).

In all cases, it involves maintaining and investing in institutional risk reduction, readiness, response and recovery capabilities that are integrated and aligned across agencies and operational and strategic levels. This includes working with local government, the private sector, iwi, Māori, communities and individuals to ensure all aspects of society take responsibility and contribute toward meeting the national risk management objectives.

¹ DES Min (11) 1/1. Current strategies, including the *National Security Strategy* and the *National Disaster Resilience Strategy*, provide more granular interests and objectives which contribute to these overarching goals.

National Risk and Resilience Framework

The National Resilience System is guided by the *National Risk and Resilience Framework* (the Framework), agreed by Cabinet in December 2024². The Framework, led by the Department of the Prime Minister and Cabinet, is used to drive action and provide assurance to key decision makers (Ministers and senior government officials) that National Risks are being actively managed, and that significant gaps, or opportunities to build resilience, are being identified and acted on.

The Framework and New Zealand's approach is grounded in basic risk management and reflects best practice as it:

- aligns with the OECD Recommendation of the Council on the Governance of Critical Risks;
- aligns with International Risk Management Standard ISO 31000:2018 for Risk Management;
- is standard practice amongst New Zealand's partners and counterparts.

As shown in **Figure 2**, the Framework outlines the key strategic actions that will be taken across the system to proactively build resilience to National Risks.

The Framework is designed to be complementary to other agency strategies, frameworks and programmes that contribute to resilience-building of National Risks, including the *National Security Strategy*, the *Adaptation Framework*, and a range of other relevant policy programmes and legislative reforms.

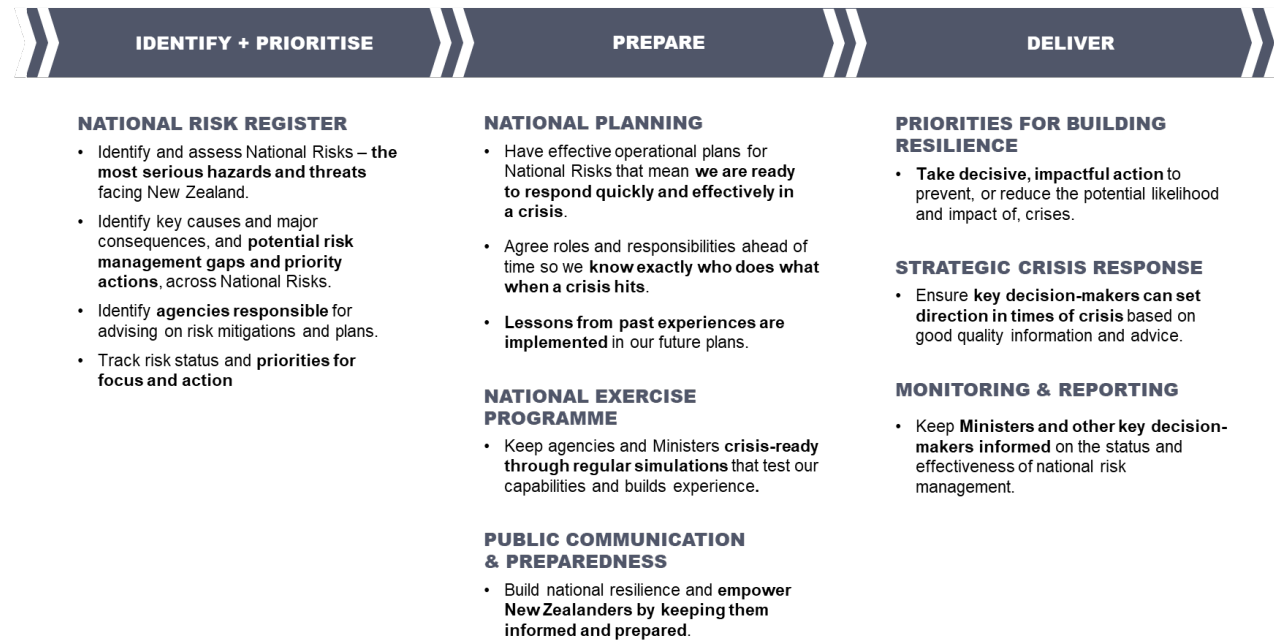
² CBC-24-MIN-0112.

FIGURE 2. THE NATIONAL RISK AND RESILIENCE FRAMEWORK

National Risk and Resilience Framework

Drives action and provides assurance.

The strategic actions government will take to proactively build resilience to National Risks and ensure New Zealand's safety and future prosperity.



Roles & governance

Department of the Prime Minister and Cabinet is the strategic steward and leader of the National Resilience System, responsible for:

Driving and implementing the National Risk and Resilience Framework across government.

Prioritising and providing assurance to Ministers and key decision-makers.

Leading a coordinated government response to an emerging risk or actual crisis through activation of the Officials' Committee for Domestic and External Security Coordination (ODESC) system.

National Hazards Board and National Security Board, chaired by the Chief Executive of the Department of the Prime Minister and Cabinet, are responsible for:

Governance and oversight across National Risks, collectively driving improvements in risk management, focused particularly on reducing risk and increasing national preparedness.

Risk-coordinating agencies are endorsed by the relevant Board and are responsible for:

Working with the Department of the Prime Minister and Cabinet to provide coordinated cross-agency advice on strategic risk management gaps or opportunities, through the activities outlined above.

System leadership: Role of the Department of the Prime Minister and Cabinet (DPMC) for the National Resilience System

DPMC has a mandated role as steward and overall lead of the National Resilience System, and is responsible for³:

- focusing on New Zealand's resilience, risks to this, and integration across the National Resilience System;
- ensuring the National Resilience System works effectively as a system;
- leading, driving and implementing the Framework across government, including through chairing the national-level National Resilience System governance boards (the National Hazards Board and National Security Board);
- driving implementation of the National Security Strategy and use of the 'act early' principle of the core issues framework, across the National Security System, including through supporting Strategic Coordination Agencies to deliver their work programmes;
- prioritising and providing assurance to Ministers and key decision-makers;
- delivering the National Exercise Programme;
- leading a coordinated government response to an emerging risk or crisis through activation of the ODESC system.

Agency roles under the National Risk and Resilience Framework

Government agencies are responsible for participating in the activities listed in the Framework. Agencies help to reduce risk and increase New Zealand's resilience by delivering on their responsibilities set out in the Framework, in accordance with their own legislation and responsibilities. Agencies must:

- ensure risks are being managed effectively;
- support prioritisation and decision making at the Ministerial level;
- inform the Prime Minister's annual report back on the status and effectiveness of National Risk management and resilience building.

Role of coordinating agencies

There are currently two types of agency coordination roles (risk coordination and strategic coordination) across the National Resilience System. Their roles are complementary and aligned – where National Risks correspond to the core issues contained in the *National Security Strategy*, the same agency(ies) will play both roles (as shown in [appendix 1](#) and [appendix 2](#)).

Risk-coordinating agencies (RCA) are assigned across all 33 National Risks. They are those agencies responsible for working with DPMC to provide coordinated cross-agency advice on strategic risk management gaps or opportunities, through the activities outlined in the Framework. A list of risk-coordinating agencies, as agreed by the relevant Board can be found in [appendix 1](#).

³ CBC-24-MIN-0112.

Strategic Coordination Agencies (SCA) are assigned across the 12 core national security issues. The role is to convene and integrate across government to build a strategic, whole-of-system approach to a core national security issue, as laid out in the *National Security Strategy*. A list of SCAs as agreed by the National Security Board can be found in [appendix 2](#).

For clarity, the roles played by RCAs and SCAs should not be confused with the lead agency roles performed during emergencies or strategic crisis management. While some agencies may be assigned all three types of roles, the lead agency response role is discrete, and discussed in more detail in [part 2](#) of this Handbook.

Governance of National Risks

A key part of the *National Risk and Resilience Framework* is to ensure that appropriate governance is in place. Governance within the system operates at three levels, escalating for decision-making as need:

- senior officials working together in working groups and sub-committees;
- chief executives meeting regularly on the National Security Board and the National Hazards Board;
- Ministers across a range of national hazard and national security threat portfolios.

The National Security Board and the National Hazards Board, both chaired by the Chief Executive of DPMC, are responsible for governance and oversight across National Risks, collectively driving improvements in risk management, focused particularly on reducing risk and increasing national preparedness. The Boards, through the Chair, provide assurance to government that risks are being considered from a whole-of-system perspective, and that advice is surfaced appropriately to Ministers.

National Security Board (NSB)

The National Security Board, formerly the Security Intelligence Board, leads the national security community to deliver on the whole-of-society national security vision, set out in the *National Security Strategy* for 'a secure and resilient Aotearoa New Zealand, one that is protected as a free, open, and democratic society for future generations'.

The National Security Board's three key objectives are to:

- collectively provide assurance and advice to government;
- advance a strategic approach across national security;
- govern and enable an integrated and high-performing system.

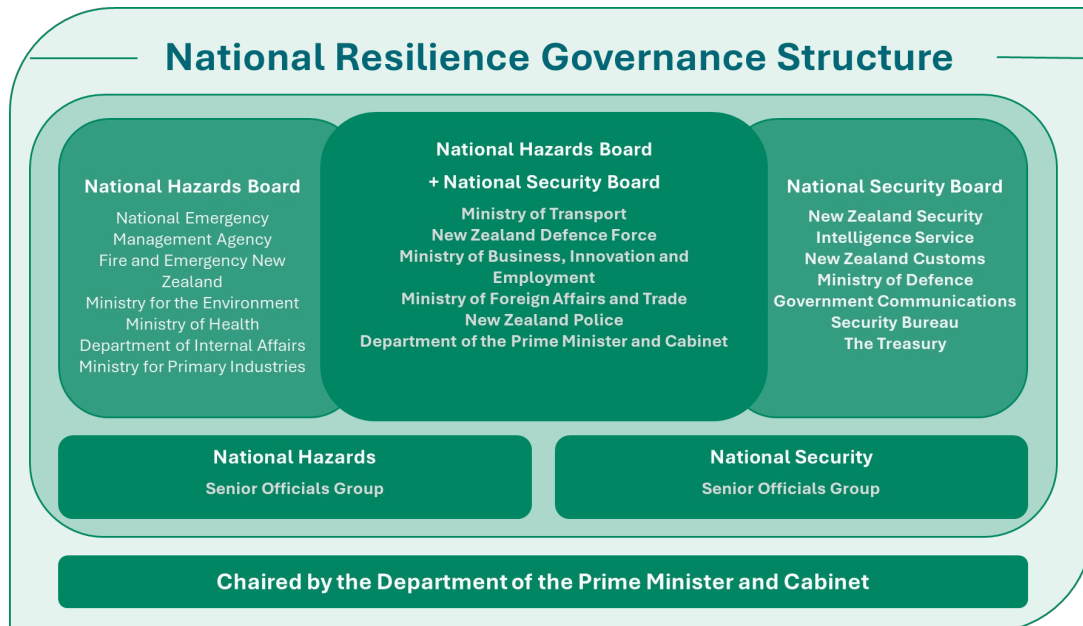
The Board's responsibilities include governing the 12 core national security issues of the *National Security Strategy*, and governing and overseeing assigned National Risks on the National Risk Register. NSB can also provide advice to Ministers to ensure that the right capabilities, legislation and regulation, structures, and partnerships are in place to be effective and support system health.

National Hazards Board (NHB)

The National Hazards Board, formerly the Hazard Risk Board, builds national resilience to national hazards. It supports the coordination of government's responsibilities to manage hazard risk, can provide assurance that capabilities for risk management are fit-for-purpose, and enable the government to function effectively in the face of the risks for which the Board is accountable.

NHB's responsibilities include governance and oversight of assigned hazard National Risks on the National Risk Register, and governance of the Emergency Management System.

FIGURE 3. NATIONAL RESILIENCE SYSTEM GOVERNANCE BOARDS



The Boards are made up of the Chief Executives of member agencies (shown in **Figure 3** above), with each Board being supported by a dedicated Senior Officials Group, sub-committees and working groups. Boards use the existing decision authorities of their members to set the direction and expectations of risk-coordinating and strategic coordination agencies, in turn making those agencies accountable to the Boards.

- The **Senior Officials Groups** coordinate their respective agencies to deliver on the Boards' directions, produce papers to be considered by the Board, ensure the quality of advice being tendered, and prepare their Chief Executives ahead of Board meetings.
- There are also a number of **sub-committees** with formal accountabilities to the Boards, such as the Counter-Terrorism Coordination Committee, the Major Events Security Committee, and the Incident Management Reference Group. These sub-committees are chaired either by strategic coordinators or by representatives from agencies with technical expertise and the ability to coordinate work programmes based on topic.

PART 2. NEW ZEALAND'S STRATEGIC CRISIS RESPONSE ARRANGEMENTS

New Zealand has been using a system approach to provide coordinated whole-of-government strategic crisis response since 1987. The Officials' Committee for Domestic and External Security Coordination (the ODESC system) sits within the National Resilience System, and uses the basic structures and administrative arrangements established as part of the original 1987 framework, refined through subsequent Cabinet decisions and the lessons learned from nearly 30 years of crisis response.

The ODESC system provides the mechanism for government agencies to come together quickly and flexibly in times of strategic crisis, to ensure that:

- agencies' activities are coordinated;
- strategic risks are being identified and managed;
- the crisis response is timely and appropriate;
- national resources are applied effectively and efficiently;
- adverse outcomes are minimised;
- multiple objectives and priorities are dealt with together;
- lessons are identified and used to shape our actions in the future.

In 2011, Cabinet confirmed that the role of central government is to provide leadership in crisis conditions. Central government is also expected to:

- ensure that potential, imminent or actual disturbances to the usual functioning of society and the economy, or interruptions to critical supplies or service, cause minimum impact; and
- achieve a swift return to usual societal functions.⁴

The ODESC system supports central government in proactively performing these key roles. It provides oversight and governance during significant crises or security events (agnostic of threat or hazard), where consequences of national significance warrant the coordination of all-of-government planning and prioritisation.⁵ Strategic crisis management is included as a function within the *National Risk and Resilience Framework*; the supporting architecture of the ODESC system ensures key decision-makers can set direction in times of crisis based on good quality information and advice.

The National Risk Management Objectives provide enduring direction for all responses, making sure actions are always aligned with the overall strategic goals and do not become solely about the specific needs of each situation.

The ODESC system is not intended to override existing statutory powers and responsibilities of Ministers and departments. This principle remains in place today.

⁴ DES Min (11) 1/1, DES Min (11) 1.

⁵ [National Civil Defence Emergency Management Plan Order in Council 2015, section 13 \[external link\]](#).

The role of the Department of the Prime Minister and Cabinet

The Chief Executive, DPMC, is the agency head of the ODESC system. They are responsible for ensuring that strategic direction is set for crisis management and that the Prime Minister and Ministers receive advice and assurance about crisis situations as they arise and progress.

The Executive Director of the Risk and Systems Governance Group, DPMC, ensures that the system architecture:

- performs as intended and that decisions of the ODESC system are implemented;
- is proactive and alert to current events, and scans for possible future events requiring an ODESC system response;
- activates the ODESC system, when necessary;
- ensures that experience is retained as knowledge within the system by helping agencies implement lessons identified in system debriefs.

DPMC's Strategic Crisis Management Unit (SCMU) provides stewardship and secretariat support for the ODESC system architecture, and is often the first port of call for agencies concerned about emerging risks. A SCMU member is on call 24/7 to be alerted to be emerging and actual crisis situations.

SCMU's responsibilities include:

- providing thought leadership to guide the ODESC system through considering issues and identifying risks both before and during crises events,
- convening the right level of meetings and ensuring decisions are being taken at the right level (escalating decision-making, as needed),
- supporting the Prime Minister and the Chairs of each tier of ODESC system meetings to enable them to take well-informed and timely decisions,
- conducting ODESC system debriefs once a response is deactivated and following completion of National Exercise Programme activities, which engenders an ODESC system culture of continuous improvement and enhances agencies' readiness.

Other DPMC teams may be involved in strategic crisis management, including Strategic Communications, the National Security Policy Directorate (NSPD), the National Assessments Bureau (NAB), and the National Risk Directorate (NRD).

- The **Strategic Communications team** provides high level oversight and issues management when the ODESC system is activated. It looks at what is happening across agencies, communities and the media in an event or emergency to provide advice and manage risks and opportunities.
- **NSPD** provides briefing and decision support to the Chief Executive of DPMC and/or the Chairs of each tier of ODESC system, as well as policy advice and support to the Prime Minister/Minister for National Security and Intelligence, as needed.

- **NAB** is New Zealand's central, all-source assessments agency. As per its responsibilities under the Intelligence and Security Act of 2017, NAB provides independent and impartial assessments on events and developments relevant to New Zealand's national security and international relations, which can be used to inform government decision-making during a crisis.
- When ODESC system activations identify longer-term strategic risk management issues that may require appropriate risk assessment and mitigation, **NRD** can work with SCMU to ensure these are factored into appropriate workstreams and activities under the *National Risk and Resilience Framework*.
- ensure responsibilities for horizon scanning, and risk mitigation are assigned properly (during crisis response);
- give early warning, and more time for decision-making;
- facilitate prompt response, and thereby avoid compounding damage;
- give clarity on communications lines, and the provision of necessary information;
- ensure structures and coordination are in place before crises occur, including horizon scanning.

The lead agency concept is based on the principle that incidents, emergencies and crises will be handled first at the lowest level possible, escalating when needed. In many cases, incidents can be managed within the resources of a single department, or at a local level. If incidents or emergencies require the support or involvement of multiple agencies, or are more serious or complex, wider whole-of-government response systems are used.

The lead agency model for strategic crises

The concept of lead agencies for strategic crisis management was endorsed by Cabinet in 2011 and has been a concept in practice since at least 2001.⁶ Lead agencies are those who have the primary mandate for managing a particular threat or hazard (those with the appropriate expertise, authority and experience to manage crisis). The first list of strategic-level lead agencies was agreed to in 2011, but has evolved over time; the current list can be found in [appendix 3](#).

The principal reasons for having nominated lead agencies to maintain readiness for, and respond to, strategic crises, are to:

- ensure clarity and certainty about responsibilities and leadership at time of crisis;

⁶ POL Min (01) 33/18, DES Min (11) 1/1.

The Emergency Management System

nominates lead agencies for emergencies, who are expected to have the capacity and capability to fulfil their responsibilities under emergency management legislation for the operational response to emergencies. In this context, an 'emergency' has a specific legal definition under the Civil Defence Emergency Management Act 2002 (CDEM Act)⁷:

- "is the result of any happening, whether natural or otherwise⁸; and
- causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and
- cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under the CDEM Act."

The ODESC system relies on a broader set of lead agencies to manage crises than those contained in the National CDEM Plan Order in Council 2015. The reason for this is that not all strategic crises meet the legal definition of emergency (primarily because they do not meet all three relevant clauses in the CDEM Act).

Additionally, because the ODESC system's function relates to the management of crises at the strategic and national level, and applying Crown resources to do so, lead agencies in the ODESC system model are all central government agencies (including some Crown Entities). This is aligned to the approach taken to emergencies at the national level as described in the National CDEM Plan Order in Council 2015.



States of national emergency

Most emergencies as defined under the CDEM Act 2002 are managed at the local government level through regional CDEM Groups, with central government support coordinated by the National Emergency Management Agency (NEMA).

If it appears that an emergency can't be managed effectively by the affected CDEM Groups, the Minister for Emergency Management and Recovery may declare a state of national emergency.

During a state of national emergency, the Director of CDEM (a statutory officer appointed by the Chief Executive of NEMA) becomes responsible for directing and controlling resources that are made available for emergency management and gains access to various emergency powers, such as the power to require evacuations, close roads, or requisition resources. In practice, these functions and powers are generally delegated to the National Controller. The emergency management roles and responsibilities of agencies at the national level are described in the National CDEM Plan Order 2015.

Declaring a state of national emergency does not automatically *require* activation of the ODESC system. However, in some events (e.g. the 23 February 2011 Christchurch earthquake, the COVID-19 pandemic, and Cyclone Gabrielle) the

⁷ National Civil Defence Plan Order in Council 2015, Appendix 1 [external link].

⁸ This includes, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act.

ODESC system was required because of the strategic and national nature of the event. Local emergencies may also trigger the ODESC system, for example if they create novel consequences that don't have a clear owner.

Some agencies have separate powers or declaration processes available under their own legislation, which can be used to deal with situations that don't meet the definition of 'emergency' in the CDEM Act. For example, the powers in the Biosecurity Act 1993, Epidemic Preparedness Act 2006, and the Water Services Act 2021.

These powers may be needed even when a state of emergency is declared under the CDEM Act. For example, the initial response to the COVID-19 pandemic led to both a state of national emergency and an epidemic notice being in force at the same time.

Practically, experience has shown us that all government agencies should consider themselves as potential lead agencies, and should plan and prepare accordingly. The reason for this approach has been derived from experience that there is potential for any agency to become a lead agency for a crisis at any time. For example, if they are the victim of a cyber-attack requiring an ODESC system response, as was demonstrated in the attack against the **Reserve Bank of New Zealand in 2020/2021**.

There will also be occasions when agencies find themselves in the position of lead agency for an emerging hazard or threat for which a lead has not been assigned, because their statutory accountabilities and stakeholder relationships make them best-placed to lead. This was the case during the carbon dioxide shortages in 2023/2024 when the Ministry of Business, Innovation and Employment agreed to take on the lead role.

Reserve Bank of New Zealand cyber event (2020/2021)

In December 2020, a cyber actor compromised a file transfer tool used by many organisations globally, including the Reserve Bank of New Zealand (RBNZ). Sensitive RBNZ files were obtained illegally prior to the RBNZ becoming aware of the vulnerability on 7 January 2021, and promptly applying a patch to mitigate risks.

After RBNZ advised SCMU's 24/7 on call officer about the breach, a collective decision was made to activate the ODESC system. The implications of a cyber breach on New Zealand's central financial institution met the ODESC system trigger of has unusual features of scale, nature, intensity, or consequence.

Five Watch Groups convened between 11 and 21 January 2021. ODESC was not required to meet, and neither was an Inter-Agency Working Group. Key risks discussed included concerns

the information could be used for malicious purposes leading to physical and personal security being compromised or financial advantage, as well as maintaining trust and confidence domestically and internationally, in RBNZ and associated financial institutions.

The RBNZ was the lead agency responding to the incident, as it was their system that was compromised. They were closely supported by the National Cyber Security Centre as well as New Zealand Police, the Department of the Prime Minister and Cabinet, the Department of Internal Affairs, the Financial Markets Authority, the National Emergency Management Agency, the Treasury, and the Ministry of Foreign Affairs and Trade.

This activation highlighted that in an increasingly complex operating environment, any agency may become relevant to the ODESC system, in either a lead or support role.

Flexibility is a key component of the ODESC system, given the extremely complex scope of New Zealand hazardscape, threats and risks that may cut across a range of agencies and sectors. There is not always a clear lead agency to manage an emerging situation or crisis event. When this is the case, ODESC system agencies will make a deliberate, collective decision about which agency is best placed to take on the lead agency role, as happened during the response to the **Auckland fuel pipeline disruption in 2017**. In some cases, the lead role may transition from one agency to another as the crisis situation evolves. Alternatively, situations may arise in which the Chair ODESC requests an agency to take the lead role.

In highly complex large-scale events, a key role for ODESC is to identify when the lead agency model may not be fit-for-purpose and collectively agree to change the model. ODESC also can ensure appropriate support is provided when the agency that is best placed to lead doesn't have a structure in place, and can collaboratively agree which agency should take the role of lead when there is no pre-designated lead agency. In ODESC system meetings, agencies can work together to determine and agree the most appropriate lead agency, identify capability or capacity gaps in an agency's ability to lead the response, and work together to determine how best to support the lead agency.

Auckland fuel pipeline rupture (2017, no lead agency)

In September 2017, the pipeline which brings diesel, petrol and aviation fuel into Auckland from Marsden Point Oil Refinery ruptured leading to 10 days of supply disruptions. This resulted in fuel rationing as well as cancelled flights.

Operationally, this was an industry-led response as the pipeline was privately owned. However, the consequences of the rupture meant that all-of-government strategic crisis management was needed and therefore the ODESC system was activated. The triggers for activation were unusual features of scale, nature, intensity or consequence, and there was no lead agency.

Five Watch Groups and four ODESCs were held for this response. The Ministry for Business, Innovation and Employment (MBIE) were confirmed as the lead agency, supporting the Minister of Energy and Resources, and liaising with industry. MBIE was supported by other agencies, whose involvement was strategically managed, by ODESC:

- New Zealand Defence Force provided drivers to help transport aviation fuel from Marsden Point to Auckland, and made available the HMNZS Endeavour, to carry diesel.
- The Ministry of Transport led in person engagement with the fuel suppliers, Auckland Airport, and the airlines, to establish and maintain a common operating picture, whilst MBIE led the frequent online engagement.
- MBIE and New Zealand Customs Service ensured that travellers in transit and air crew would not be caught out by visa requirements they had not anticipated.
- The Ministry of Transport, New Zealand Transport Authority, and Police worked with Auckland Council to map out tanker routes through the city, and to ensure that fuel deliveries could continue outside normal hours.
- The National Emergency Management Agency (NEMA - then known as MCDEM) supported the response in the National Crisis Management Centre, with a facility manager and staff with response, planning and public information expertise. Had they been required, NEMA would have been able to exercise powers available under the Civil Defence Emergency Management Act 2002.

Support agencies

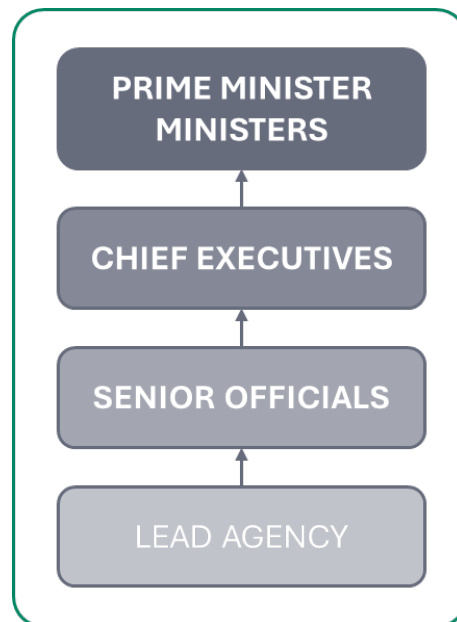
Agencies supporting the lead agency are required to develop and maintain capability and capacity to ensure that they can perform their role. It should be noted that support agencies may have statutory responsibilities and/or specific objectives of their own, which they may need to pursue in addition to, or as part of, the support that they provide to the lead agency during crisis management.

Escalated decision-making and governance in the ODESC system

When responding to strategic crises, government uses the **national risk management objectives** (in **part 1**) as the primary response objectives, although bespoke objectives will be developed as well.

To achieve these goals, the ODESC system uses the same type of three-tiered escalating decision-making and governance model as used for strategic risk management described in **part 1** and shown in **Figure 4**. The Prime Minister is the lead decision-maker in the ODESC system, although in practice crisis events are usually able to be managed and coordinated before they need to escalate to the Prime Minister or Ministers for decisions.⁹

FIGURE 4. ESCALATED DECISION-MAKING DURING RESPONSE



⁹ A role card for the role of Ministers can be found in **appendix 4**.

This three-tiered decision-making model gives us an architecture which allows agencies in a crisis to provide advice and assurance to the Prime Minister and Ministers, that:

- emerging and current national hazards and national security threats and risks are being accurately identified and managed;
- direct and indirect consequences at strategic and operational levels are being sufficiently identified and managed and agencies' activities are coordinated;
- appropriate resources are available;
- gaps in capability are considered and dealt with in a structured and coordinated way;
- information is flowing in a timely and accurate way to allow effective decisions to be taken at the right level.

These arrangements also take into account the need to communicate with the public in a consistent way.

There is no longer a standing Cabinet committee associated with the ODESC system for crisis management (based on political decisions taken over time about how the Cabinet committee structure is used), and how Ministers come together is based on the event at the time. Depending on the size, scope, nature of the event, the Prime Minister may ask full Cabinet to meet; a bespoke Committee may be formed (as was done following the 2011 Canterbury earthquake and for the Covid-19 response); or select Ministers may be given 'powers to act' – it is the Prime Minister's discretion to decide which Ministers should be involved.



Supporting Ministers in a crisis

In national security and hazard events, particularly if there is a significant and/or imminent threat, it is crucial that timely and well-informed support is provided to the Prime Minister and other responsible Ministers. The principles which guide the support to Ministers include:

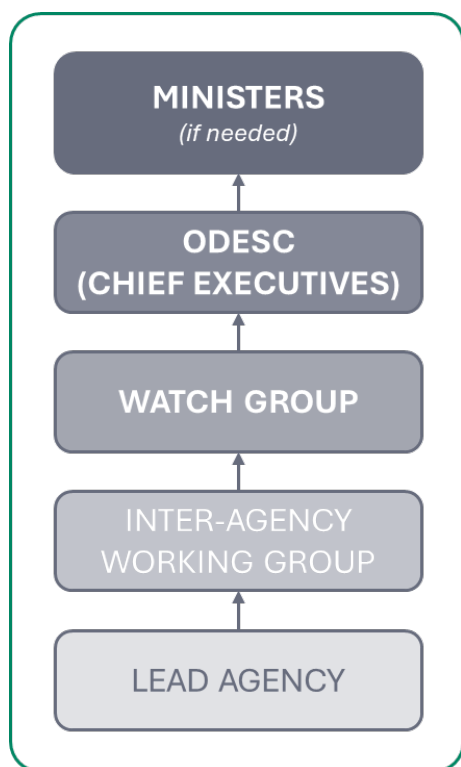
- **Agencies should look to avoid surprises:** brief early and update regularly. When the ODESC system is activated, this includes ensuring that there is a clear lead Minister and the lead agency provides a 'single source of truth' so that communications can be aligned.
- **Lines of communication** between individual Ministers and their departments will be maintained and operate as they usually do.
- **DPMC and the Chair of ODESC** will liaise with the Prime Minister and the Prime Minister's office.

Officials must support Ministers during a crisis in such a way as to enable them to fulfil their leadership function, as system leaders but also their own statutory responsibilities. Regular updates keep Ministers appropriately informed of progress, and ensures they have accurate and timely information needed for decision-making. Updates also provide assurance to Ministers that the situation is being well-managed, that risks have been identified and mitigated, and appropriate communications arrangements are in place.

The ODESC system in practice

Escalated decision-making and strategic risk management during crisis are practically accomplished through a set of administrative arrangements using three tiers of meetings that focus on national interest at the strategic level (shown in [Figure 5](#)). When considering what level of meeting should occur, who should attend and what decisions may be needed, the national risk management objectives will be considered. Using these objectives helps ensure that the system is not captured by the immediate needs of the crisis, but can focus on the higher-order risks, such as risks to New Zealand's reputation.

FIGURE 5. LEVELS OF ODESC MEETINGS



ODESC is a flexible grouping of Chief Executives who meet to provide strategic direction on matters of strategic crisis.¹⁰ There is no standing membership for ODESC meetings; agencies are involved relevant to the situation at the time. ODESC is chaired by the Chief Executive of DPMC, or their delegated DPMC representative.¹¹ ODESC members operate as a collective to:

- apply their collective judgement and experience to assess the high-level strategic implications of the issue and agreeing on response options;
- agree to the prioritisation of resources when required;
- provides strategic advice on priorities and the mitigation of strategic risks beyond the lead agency's control;
- support Ministerial decision-making by providing advice on strategic crisis matters related to relevant portfolios.

Watch Groups sit below ODESC and are comprised of Tier 2 senior officials who can bring their level of judgement and expertise to decision-making that may need to be made at Watch Group meetings. Watch Group attendees must be able to commit resources and agree to actions on behalf of their agency.¹²

Watch Groups are usually chaired by the Executive Director, Risk and Systems Governance Group, DPMC, or their delegated DPMC representative. Watch Groups:

- are a tool to enable situational clarity;
- ensure high-level coordination between agencies occurs in quickly-developing and/or complex situations;

¹⁰ A role card for ODESC attendees can be found in [appendix 5](#).

¹¹ National CDEM Plan Order in Council 2015, section 13(4)(b).

¹² A role card for Watch Group attendees can be found in [appendix 6](#).

- identify strategic risks and tests whether appropriate mitigations are in place;
- ensure that systems are in place to enable effective management of complex issues, including communications requirements;
- provide coordinated advice to the Chair of the ODESC via the Watch Group Chair, including whether any escalation is required.

Inter-Agency Working Groups (IAWGs) are comprised of senior officials from relevant agencies, chaired by the Director, Strategic Crisis Management Unit, DPMC, or their delegated DPMC representative.

An IAWG may convene prior to activation of the ODESC system, and is often used as a tool to determine whether activation is required. They are used to:

- develop initial situational awareness for emerging risks;
- maintain consistent situational awareness for longer duration ODESC system activations;
- consider whether appropriate activities are underway to achieve risk mitigation at the lowest level possible;
- escalate to Watch Group if more senior decision-making is required.

The ODESC system uses these different levels of meetings to ensure that:

- the response seeks to meet the national strategic risk management objectives;
- there is a consistent understanding of the situation, including threats and risks;
- those threats and risks are being managed appropriately;
- a single source of truth is established for Ministers (and the public if needed);
- the lead agency has the resources it needs (and support agencies as well, particularly during concurrent events);
- triggers for escalation are agreed.

Usual conventions about the roles and responsibilities of Ministers, Chief Executives and senior officials with respect to decision-making continue to apply. These are set out in the Cabinet Manual and in various pieces of legislation. These should be well understood by ODESC meeting attendees, given the speed at which decisions may be required during a response. **Appendix 7** shows the different components of the ODESC system working together in crisis response.



Security clearances – do you need one for ODESC system meetings?

There is no generic requirement for agencies to have a certain level of security clearance to attend an ODESC system meeting. The classification of the meeting depends on the nature of the event that has taken place and whether classified information is being used as part of the response to a particular event.

That said, it is generally expected that agencies have at least one or two individuals cleared to top secret so that they can attend senior-level meetings dealing with highly classified material at short notice.

If that is not possible and there are no cleared agency staff available, arrangements can be made to attend at least some parts of the relevant ODESC system meeting. Uncleared attendees will be asked to step out if classified matters are being discussed.

Threshold for central government leadership – activation of the ODESC system

A comprehensive all-hazards, all-threats approach is taken when considering what may constitute a strategic crisis and when the strategic crisis management arrangements should be initiated (referred to as ODESC system activation). There is no one single definition used for 'crisis' in the New Zealand context; rather, a crisis is an event that meets **one or more** of the following criteria (collectively referred to as the triggers to consider ODESC system activation for crisis response).

- There are unusual features of scale, nature, intensity or consequence.
- Conveys significant challenges for sovereignty or nationwide law and order.
- Suggests multiple or inter-related problems – creating national or systemic risk.

- Involves a high degree of uncertainty or complexity.
- Is beyond the ability of one lead agency to manage.
- There is no pre-defined lead agency.
- Concurrency of events (impacting system resources).
- Is an emerging issue that might meet the above criteria in the future, and would benefit from proactive management.

As emerging or actual crisis occurs and depending on the scale/nature of the situations, agencies are expected to consult with either the Chair ODESC (Chief Executive, DPMC), the Chair Watch Group (Executive Director, Risk and Systems Governance Group) or the Strategic Crisis Management Unit, at the earliest opportunity to determine whether there is a need to initiate coordination through activation of the ODESC system. Activation occurs in consultation with the lead agency.

Christchurch terrorist attack 2019

The ODESC system activated rapidly in response to the terrorist attacks on Christchurch's Al Noor Mosque and Linwood Islamic Centre. The activation triggers of unusual features of scale, nature, intensity or consequence; and involves a high degree of uncertainty or complexity were both met.

Within twenty minutes of the first attack, the Police Commissioner had informed the Chair of ODESC who convened Chief Executives for an ODESC meeting three hours later. Police were confirmed as the lead agency and immediately following the meeting, the Police Commissioner, Chair of ODESC, and Director-General of the New Zealand Security Intelligence Service briefed the Prime Minister.

The ODESC system remained active for three weeks and considered the immediate and longer-term implications of such a significant event. These included:

- public safety and reassurance (such as protective security arrangements for vulnerable groups, planning and delivering major events, and outreach to social media platforms to remove material of the attack),
- social cohesion,
- support to victims and the families of victims (including the deployment of emergency welfare support, and identifying and

overcoming barriers to short and long-term assistance such as financial and immigration matters),

- the criminal investigation and the coronial process (ensuring proper process while also respecting cultural and religious needs),
- international reputation and messaging (reassurance that New Zealand is safe, as well as mobilising international support and solidarity).

Many of ODESC's strategic risk considerations had been anticipated by the existing counter-terrorism work programme; highlighting the value in exercising and strategic planning. Strategic communications played a significant role in this activation as well.

Over the course of the activation, ODESC met on eight occasions, and Watch Group convened 14 times. The composition of ODESC increased from 14 Chief Executives at the first meeting to 18 a few days later reflecting the widening of considerations as the response progressed.

For example, whilst the Police remained the lead agency, the Department of Internal Affairs assumed the lead for the 29 March National Remembrance Service.

The needs of the victims and their families were paramount throughout the response.

Tropical cyclones Judy and Kevin

In 2023 the ODESC system activated to consider what support options New Zealand could provide Vanuatu following the landfall of tropical cyclones Judy and Kevin. International humanitarian assistance and disaster relief (HADR) does not necessarily trigger ODESC system activation but on this occasion, New Zealand was also responding domestically to Cyclone Gabrielle - concurrent events impacting system resources.

The purpose of the Watch Group was to collectively consider competing priorities in the wider context, ensuring that support to Vanuatu was provided without diminishing the capability and capacity of agencies to support the domestic response to Cyclone Gabrielle. Additional risks discussed included: public perception and the need for good communications and messaging; welfare of personnel responding to concurrent events; geo-strategic considerations; and the support needs of Vanuatu's citizens in New Zealand.

MFAT as the lead agency for HADR worked closely with NEMA, the lead agency for the Cyclone Gabrielle response, and other key support agencies to develop a suite of appropriate and possible options, as well as messaging that conveyed that support provided to Vanuatu would not undermine the response efforts within New Zealand.

The ODESC system deactivated one month later with only one Watch Group convened, and no other ODESC system meetings took place.

Crisis response lead agency roles and expectations during an ODESC activation

Crisis response lead agencies are expected to lead any operational response required for an ODESC system activation (noting that some crises do not have an operational component) in accordance with their statutory roles and responsibilities to manage incidents and emergencies. In ODESC system activations, lead agencies are expected to also perform the strategic-level roles for a lead agency currently codified in the National Civil Defence Emergency Management Plan Order 2015¹³. Lead agencies at the national level are expected to:

- monitor and assess the situation,
- plan for and coordinate the national response,
- report to the ODESC and provide policy advice,
- coordinate the dissemination of public information.

Table 2 depicts some distinction between strategic and operational components of an ODESC response.

¹³ While strictly these clauses apply to only the lead agencies contained in appendix 1 of the CDEM Plan, by convention and practice, they apply to any agency who is a lead agency for an ODESC system crisis response.

TABLE 2. LEAD AGENCY ROLES IN A RESPONSE

LEAD AGENCY ROLES IN A RESPONSE	System Relating to all the component elements working together as parts of an interconnecting whole	Hazard-/threat-specific Relating to the individual elements that relate to the lead agency's areas of expertise & mandate
Strategic Relating to the identification of long-term or overall aims and interests and the means of achieving them	Focus: Long-term All of Government, 'NZ Inc'	Focus: Long-term Hazard-specific
Operational Relating to specific and short term aims – usable in everyday time and asset allocation	Focus: Daily/Weekly All of Government Incident Response	Focus: Daily/Weekly, Hazard-specific

Activation of the ODESC system does not take away responsibilities from the lead agency in its response to a national hazard or national security threat event. Rather, the activation is intended to support the lead agency, including the provision of support to coordinate risk management activities that may be outside of the lead agency's mandate. Decisions taken within the ODESC system at any level do not override the statutory responsibilities of agencies in their operational lead capacity.

The lead agency is also responsible for delivering any technical risk management of the response due to its specialist capability for the particular hazard/threat.



Intersection of the ODESC system and the Coordinated Incident Management System

New Zealand's Coordinated Incident Management System (CIMS) establishes a framework of consistent principles, structures, functions, processes and terminology for response and the transition to recovery. It enables agencies to plan for, train and conduct responses in a consistent manner, without being prescriptive. CIMS relates to the operational management of a response; the ODESC structure sits above this if the situation has met the threshold to require coordinated strategic response at the national level.

National Controllers will be expected to support their ODESC system meeting attendees, and may be invited to brief Watch Group and ODESC meetings in support of their principals.

Depending on the nature of the event, the crisis may have wider and longer-term consequences than those which have more immediate impacts and can be quickly resolved. The lead agency is expected to continue to coordinate the lines of effort required to address these consequences until a business-as-usual state can be achieved. This does not mean that the lead agency is responsible for conducting all of the lines of effort, but is responsible for ensuring that other agencies' activities remained joined up to ensure that government can make informed decisions and take action for consequence management from a holistic perspective.

When activated, the role of the ODESC system is to provide governance and coordination at the strategic level, and to provide assurance to the Prime Minister and Ministers. The expectation is that lead agencies (and all agencies working together in the response) will continue to perform their statutorily mandated operational activities as required throughout the duration of the response.

Helpful guidance for lead agencies

The following provides guidance for lead agencies to follow during an ODESC system activation, in addition to any operational requirements that may be needed. They have been developed based on observations and lessons identified from more than 20 years of ODESC system response, as elements that contribute to a successful strategic crisis response. While they are not formal requirements for a crisis response, we have observed that agencies are better placed to perform the strategic functions outlined in the National Civil Defence Emergency Plan Order 2015 if they:¹⁴

- integrate policy, strategic communications, and legal staff into the crisis response from the outset;
- undertake all of society consequence management planning from the beginning (end-to-end planning);
- establish a strategic information coordination function, to ensure that the right information requirements are developed and disseminated in a coordinated way to those agencies that collect and assess;
- put mechanisms in place to share information and intelligence with ODESC system agencies in a deliberate and agreed way;
- capture strategic risks to response objectives, and ensure that lines of effort are underway to mitigate where possible (or escalate for discussion in an ODESC system meeting if needed);
- notify DPMC is notified as quickly as possible if they are unable to fulfil obligations required for the response so that this may be considered at the appropriate level of ODESC system meeting;

- identify and capture lessons from the beginning of the response, to enable continuous improvement throughout the response and to feed into ODESC system debrief following deactivation.

This is not exhaustive, but seeks to highlight some of the key activities that can lead to an effective crisis response. In particular, the important roles that coordination of assessed information, policy advice and strategic communications in support of decision-making and Ministerial alignment cannot be overestimated.

The importance of information in a crisis

A common understanding of good information is essential in a crisis. It supports early identification of risks, provides insight into possible mitigations and allows agencies to act early. Decision-makers are able to set the strategic direction for the response based on the best available information to them. Good decisions are based on relevant, accurate, and up-to-date information. It assists decision-makers to consider what the implications of the situation might be, and where it may lead, enabling them to set response objectives and priorities.

This information can be obtained from a variety of sources including but not limited to:

- advice from the Watch Group or Inter-Agency Working Group;
- intelligence assessments;
- scientific advice;
- advice from other specialist or technical groups.

¹⁴ Not all elements will be required for each activation, but consideration should be given as to which elements apply at the beginning of any activation.

It is not uncommon for information in the early stages of a response to be partial, and assumptions may need to be made. It is important to manage expectations around this, to avoid delays in decisions that may need to be made while a complete picture of the situation is being developed.

Policy roles in a crisis event

It is important that agencies' policy teams are involved early on in a crisis. They may be called upon to provide advice on current policy positions, develop crisis-specific policy advice, or be required to develop significant policy options (including legislative review or new appropriations) following the event.

Full and properly coordinated cross-agency engagement will ensure that Ministers and ODESC receive the best policy advice – free, frank, and full – during and after the crisis.

The lead agency should bring together a Policy Coordination Group to coordinate policy development, if required, during a crisis. This should be attended by policy leads from the lead agency and other relevant agencies. To enable this to occur quickly, it is important for agencies to develop relationships ahead of time. In support of this, agencies should include policy teams in readiness exercises to establish clarity of roles and responsibilities, and to foster good collaboration.

DPMC's National Security Policy Directorate (NSPD) can assist the lead agency with policy coordination, if required. For example, in the immediate days after the terrorist attacks on 15 March 2019, DPMC's National Security Policy Directorate convened a Policy Coordination Group to canvass the policy and legislative implications from the attacks, across a range of sectors. By developing a policy tracker that was regularly updated, this group ensured there was visibility in one place of individual agencies' advice going to Ministers across the system, and

highlighted priority actions for the Prime Minister, Ministers and ODESC.

Communications roles in a crisis event

Public communications play a critical role during and following a crisis event, and in helping the public and communities to recover.

All communications should:

- proactively provide information so there is confidence in the response and recovery,
- provide advice to the public on what to do or what not to do,
- manage public expectations.

We do this by ensuring all stakeholders have appropriate, accurate and timely information; this includes those directly affected, Ministers, media, communities, and the public.

For large-scale crisis events there will be a need for both a public information management function and strategic communications function. These functions work closely together – further information on these functions can be found in [appendix 8](#). If the event involves multiple agencies, it is important to ensure that their respective communications teams agree who will take the lead on developing public communications early in the response. It will usually be the lead agency who will be expected to maintain close coordination throughout the response to ensure coherent, consistent communications across the full gamut of agencies' various responsibilities.

Deactivation of the ODESC system

It is impossible to tell from the outset of an ODESC activation what the duration of the activation will be. Typically, deactivation will occur when there is consensus amongst those participating in the response that any residual activity or recovery can be managed within agencies' business-as-usual processes; and appropriate recovery structures are in place (which may be bespoke based on ODESC system agreement and political decisions). The decision to deactivate will be recorded in the appropriate ODESC system meeting minutes, and DPMC will send notification to relevant agencies (via email) that the ODESC system has been deactivated.

Continuous improvement

Following deactivation, agencies are expected to organise internal and external operational debriefs as part of their own continuous improvement and lessons management process to improve readiness. Depending on the scale and nature of the activation, DPMC will organise an ODESC system-level debrief, to reflect on what worked well and what could be improved. Findings from the ODESC system debrief will be distributed as widely as possible across agencies to inform thinking and planning for any future crisis event. DPMC will also ensure that lessons related to longer-term systemic risks are fed into the Risk Coordinating and Strategic Coordination agencies for consideration and action, including escalation into the National Resilience System governance boards when needed.

PART 3. APPENDICES

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Appendix 1.

National Risks and Risk-coordinating Agencies

NATIONAL RISKS	INTERIM RISK-COORDINATING AGENCY(S)
NATIONAL HAZARDS BOARD (NHB)	
Earthquake	National Emergency Management Agency (NEMA)
Tsunami	NEMA
Volcanic activity	NEMA
Severe weather and flooding	NEMA & Ministry for the Environment (MfE)
Space weather	NEMA & Ministry of Business, Innovation, and Employment (MBIE)
Drought	Ministry for Primary Industries (MPI)
Pest or disease incursion	MPI
Food safety incident	MPI
Communicable disease outbreak	Ministry of Health (MOH)
Vector-borne disease outbreak	MOH
Radiological or hazardous substance incident	MOH & Fire and Emergency New Zealand (FENZ)
Wildfire	FENZ
Major fire or explosion	FENZ
Major oil spill	Ministry of Transport (MOT) – Maritime New Zealand (MNZ)
Major transport incident	MOT
Commodity/energy price shock	MBIE
Failure or disruption of a major financial mechanism or institution	Treasury (TSY)

NATIONAL RISKS	INTERIM RISK-COORDINATING AGENCY(S)
NATIONAL SECURITY BOARD (NSB)	
Terrorist attack	Department of the Prime Minister and Cabinet (DPMC)
Act of foreign interference or espionage targeting New Zealand	DPMC
Technological disruption due to adoption or misuse of emerging, critical and sensitive technologies	DPMC
Major cyber incident	DPMC & Government Communications Security Bureau (GCSB)
Armed conflict	DPMC, Ministry of Foreign Affairs and Trade (MFAT) & Ministry of Defence (MOD)
Major threat to Pacific Regional Stability	MFAT
Deliberate interference, disruption or destruction of space assets, infrastructure or services upon which New Zealand rely	New Zealand Defence Force (NZDF), MOD & MBIE
(Maritime) mass arrival	MBIE & Customs
Major maritime security incident	MOT
Transnational organised criminal activity	Police & Customs
Violent protest or public disorder event	Police
JOINTLY GOVERNED	
Major trade disruption	TSY, MFAT & MPI
Significant disruption or failure of critical infrastructure (water, transport, telecommunications, or energy)	DPMC & Department of Internal Affairs (DIA), MOT or MBIE

Appendix 2.

National Security Strategy core issues and Strategic Coordination Agencies

The *National Security Strategy* identifies the 12 core issues that most directly impact New Zealand's national security interests. These include drivers of insecurity, methods used by threat actors, and domains we want to protect. This broadly mirrors how our close partners are structured and allows us to better cooperate with them.

NATIONAL SECURITY STRATEGY CORE ISSUES	STRATEGIC COORDINATION AGENCY
DRIVERS	
Strategic competition and the rules-based international system	Ministry of Foreign Affairs and Trade (MFAT) & Department of the Prime Minister and Cabinet (DPMC)
Emerging, critical and sensitive technology	DPMC
METHODS	
Foreign interference and espionage	DPMC
Terrorism and violent extremism	DPMC
Transnational organised crime	Police & Customs
Foreign interference and espionage	DPMC
DOMAINS	
Economic Security	Treasury
Pacific resilience and security	MFAT
Maritime security	Ministry of Transport (MOT)
Border security	Customs
Cyber security	DPMC & Government Communications Security Bureau (GCSB)
Space security	Ministry of Business, Innovation, and Employment (MBIE), Ministry of Defence (MoD) & New Zealand Defence Force (NZDF)

Appendix 3.

Strategic crisis response lead agencies

As at 30 April 2025, the following agencies have been confirmed as lead agencies for strategic crisis response for the ODESC system. While many of these are lead agencies for emergency response as well, this table represents the wider suite of agencies described in [part 2](#) of this Handbook.

HAZARD/THREAT	LEAD AGENCY (ODESC SYSTEM)
Geological (earthquakes, volcanic hazards, landslides, tsunamis)	National Emergency Management Agency (NEMA)
Meteorological (coastal hazards, coastal erosion, storm surges, large swells, floods, severe winds, snow)	NEMA
Infrastructure failure	NEMA
Drought	Ministry for Primary Industries (MPI)
Pest and disease incursions	MPI
Food safety incidents	MPI
Infectious human disease (pandemic)	Ministry of Health (MoH)
Wildfire	Fire and Emergency New Zealand
Urban fire	Fire and Emergency NZ
Hazardous substance incidents	Fire and Emergency NZ
Terrorism	New Zealand Police
Major transport accident	Ministry of Transport
Marine oil spill	Maritime New Zealand
Radiation incident	MoH
Offshore humanitarian response	Ministry of Foreign Affairs and Trade
Espionage	New Zealand Security and Intelligence Service
Major cyber incident	Affected agency/ies or entity/ies, supported by the National Cyber Security Centre

Appendix 4.

Role of Ministers and Ministers' offices

Ministers

There is not a standing Cabinet committee associated with the ODESC system for crisis response, and how Ministers come together is based on the event of the time. Depending on the size, scope, and nature of the event, the Prime Minister may ask for full Cabinet to meet; a bespoke committee to be formed; or select Ministers may be given powers to act - it is the Prime Minister's discretion to decide on which Ministers should be involved.

Depending on the scale of the event, Ministers may have a role in making policy decisions in response to or in recovery from crisis, and this may cross portfolios. This includes briefing Cabinet on the impacts and consequences of the event, and recommending financial assistance for response and recovery activities. Ministers do not have an operational role as part of the crisis response and recovery. The respective roles and responsibilities of Ministers and Chief Executives are outlined in the Cabinet Manual and in various pieces of legislation.

Ministers provide public assurance and information about the government's level of involvement (any decisions made), as well as reiterating safety messages. Ministers show support for the response operations underway, but generally do not comment on operational issues.

Ministers and their office staff (i.e. political advisors and private secretaries) do not attend ODESC system meetings. Instead, agencies will keep their Minister regularly informed by providing timely and accurate information about the response and recovery.

Chief executives

In addition to directing operational responses of the situation, Chief Executives support Ministers in making decisions by providing timely and accurate information about the response and recovery, including any decisions made that will have implications for central government. They provide public assurance and public safety messages, and might also comment on operational issues.

Appendix 5.

ODESC role card

Purpose

ODESC is responsible for ensuring all-of-government coordination, providing overall strategic direction to the lead agency, and ensuring that departments and agencies which are supporting the response and recovery at the operational level are adequately supported. ODESC considers high-level system risks with strategic implications.

ODESC provides the linkage to the political level and advises the Prime Minister and relevant Ministers on strategic developments, options, and priorities.

ODESC members are Chief Executives and operate as a collective. They focus on the system rather than attending solely as the heads of their respective agencies. ODESC members are expected to make constructive use of the variety of experience and perspectives in the room in debating the issues put before them and coming to a collective view.

ODESC does not override the responsibilities which individual Chief Executives or Ministers have to take decisions in their own areas of concern. Usual conventions about the roles and responsibilities of Chief Executives and Ministers with respect to decision-making still stand; these are set out in the Cabinet Manual and in various pieces of legislation.

Composition

ODESC is chaired by the Chief Executive of DPMC. The composition of ODESC during a crisis will depend on the characteristics and consequences of the event.

Only invitees are permitted access into the ODESC meeting room. Agency policy advisors or support staff must be kept to a minimum and will only be invited into the ODESC meeting room with the agreement of the Chair, if absolutely required (e.g., if required to brief the meeting).

Briefing your ODESC attendee

It is suggested that ODESC attendees are briefed on the following:

- situation update from both the all-of-government and your agency's perspective including response and recovery activities, along with any supporting information;
- response and recovery arrangements (any pre-written plan or arrangements) – from both the all-of-government aspect and your agency's specific arrangements;
- your agency's statutory obligations and its role in response and recovery;
- key points from the Watch Group, including risks and action points;
- any additional significant risks which have been identified by, or pertain to, your agency which need to be drawn to the collective attention of the Chief Executives.

Appendix 6.

Watch Group role card

Purpose

Watch Groups are a tool to obtain situational clarity in what is often a chaotic environment. They are also responsible for ensuring ongoing high-level coordination between agencies and for ensuring that systems are in place to ensure effective management of complex issues. The Chair of the Watch Group reports on the Watch Group's assessments and advice to ODESC, if ODESC convenes. The Watch Group Chair also provides the Chair ODESC with an update from each meeting, regardless of whether an ODESC is needed or not.

Watch Groups must focus on the national interest and remain at a strategic level. Watch Group members will be expected to test current arrangements, check with each other to ensure that all risks have been identified and are being managed, identify gaps and areas of outstanding concern, and agree on any further action required.

Particularly during a fast-moving event, Watch Groups will make some decisions in their own right. Such decisions are usually operational and relate to taking one or another course of action. In general however, decisions that are irreversible and commit New Zealand to a certain course of action should be escalated to ODESC or Ministers, depending on the scale and significance of the decision.

Composition

Watch Groups are made up of deputy Chief Executives or equivalent level Tier 2 managers who are able to contribute judgement and expertise; commit resources; and agree actions on behalf of their organisation. Invitations are extended to agencies relevant to the situation at hand. Professional disciplines (e.g., legal, economic, communications, science) may also be represented, when required.

The Executive Director, Risk and Systems Governance Group, DPMC, has the formal role of Watch Group Chair. In practice, this may be delegated to the Director, Strategic Crisis Management Unit (SCMU) DPMC. SCMU sets the time and agenda for the meetings, in consultation with the lead agency.

Prior to attending a Watch Group, all representatives should ensure that they:

- are ready to provide status reports, outline their agency's response, and contribute advice for collective decision-making,
- are well versed in their agency's statutory obligations and its role in response and recovery,
- have a good understanding of the ODESC System arrangements and the response plan(s) for the crisis at hand,
- are familiar with supporting information relating to the crisis, including that distributed during the response.

Pre-requisites for sound decision making

Watch Groups need the best information available to support decision-making – acknowledging that, particularly in the early stages of a response, this is likely to be partial. The inputs required by the Watch Group include:

- A **Situation Update** (lead agency) needs to be comprehensive enough to enable supporting agencies to have a common picture of the incident, but not so detailed as to drag the meeting into the weeds. The update can be presented orally at the meeting. Imagery and mapping, are useful aids to understand the situation through their ability to provide situational awareness, rapid assessment, improved co-ordination and assist public communication.
- When relevant to the situation, an **intelligence assessment** should be provided by a strategic intelligence agency or by the National Assessments Bureau. Similarly, information may be provided by a chief science advisor based on the nature of the event.
- What **response activities** are underway (lead agency). This includes what is being done to address the situation, including key priorities and objectives.
- All agencies should come prepared to raise observations on **strategic risks** arising from their perspective and what **resourcing pressures** they may be facing.

Watch Group members have dual roles; representing their agency's view and also acting as a collective. Attending an ODESC system meeting is an active engagement process. Members are expected to make constructive use of the varying perspectives and experiences in the room in debating the issues and coming to a collective view.



Watch Group Agenda

CLASSIFICATION



ODESC
Officials' Committee for Domestic
and External Security Coordination

(name of event/ activation)
Watch Group Agenda

Date	Time	
Location		
Invitees		
Classification		

Purpose: to ensure consistent situational awareness; understand key issues, risks, and implications; consider resource requirements; and ensure appropriate communications arrangements are in place.

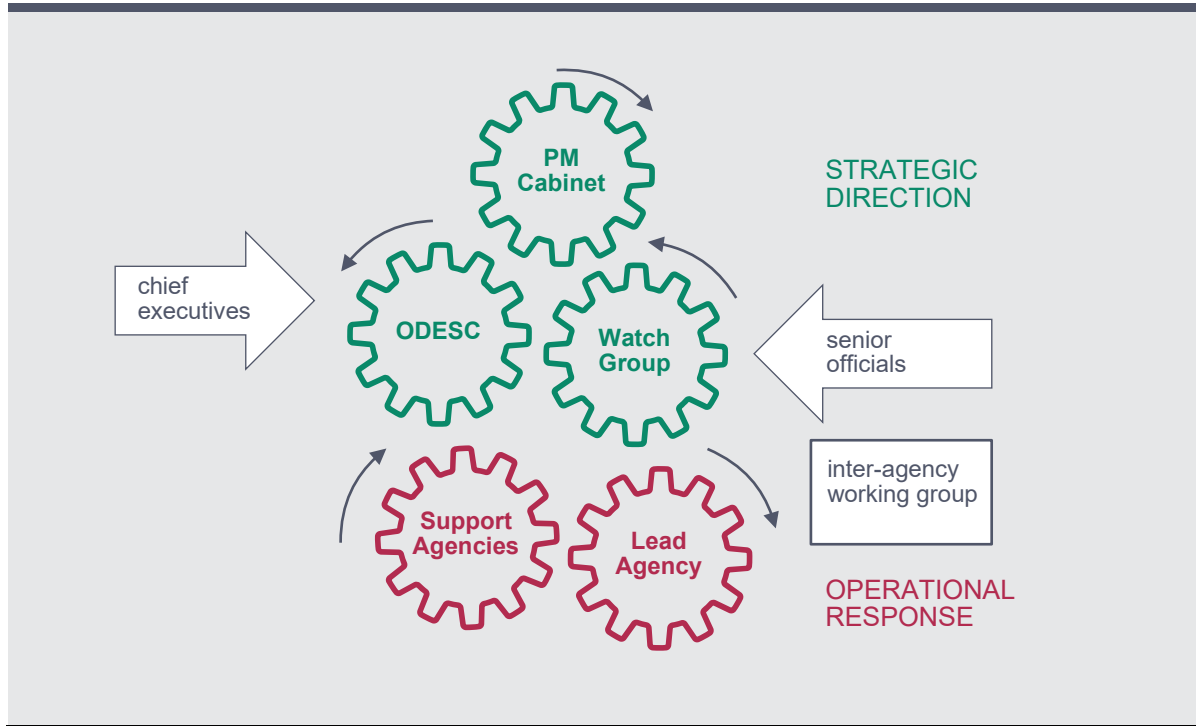
Item	Topic	Lead
1.	Purpose and Introductions	Chair
2.	Situation update	Lead Agency
3.	Response activities	Chair
4.	Key issues, risks, and implications	Chair
5.	Support and resources	Chair
6.	Communications <ul style="list-style-type: none"> Public communications All of government communications 	Chair
7.	Advice to ODESC and Ministers	Chair
8.	Next meeting(s) <ul style="list-style-type: none"> Triggers 	Chair

CLASSIFICATION

1 of 1

Appendix 7.

ODESC system components



Appendix 8. Communications functions

Public information management (PIM) function

The lead agency for a response is also responsible for public information management (PIM) function.

PIM responsibilities include:

- advising and implementing appropriate communications strategies,
- ensuring timely, consistent, and effective messaging for the public,
- liaising and responding to the media,
- monitoring and analysing media reporting and information,
- liaising with other government agencies, private sector entities, local authorities, communities and iwi, as appropriate.

Strategic communications function

The strategic communications function provides high level oversight and issues management when the ODESC system is activated. It looks at what is happening across agencies, communities and the media in an event or emergency to provide advice, and manage risk and opportunities.

Strategic communications supports Ministerial level public messaging focused on reassurance, de-escalation, recovery, and social cohesion.

Strategic communications responsibilities include:

- supporting and advising ODESC, Watch Groups and Inter-Agency Working Groups,
- briefing PMO and Ministers on strategic communications plans, and providing coordinated messaging,
- providing information and advice to Chief Executives and other key stakeholders,
- ensuring the lead agency has sufficient staff to manage media and public information requirements,
- liaising with other government agencies, private sector entities, local authorities, communities and iwi, as appropriate.

The strategic communications function is led by the Department of the Prime Minister and Cabinet, or by arrangement with the lead agency, or other agencies involved in the response. Recent examples where the strategic communications function has supported a response include the North Island Severe Weather Events and the sinking of the HMNZS Manawanui.

UNCLASSIFIED

