Education Report: Report on 15 March Lockdown Review

To: Hon Chris Hipkins, Minister of Education
Cc: Hon Tracey Martin, Associate Minister of Education
Date: 24 July 2019

Security Level: In Confidence
Drafter: Dave Evans
Key Contact: Katrina Casey
Messaging seen by Communications team: Yes

Priority: Medium
METIS No: 1199231
DDI: 6 9(2)(a)
Round Robin: No

Purpose of Report

The purpose of this paper is for you to:

Note that the Ministry has reviewed the recommendations made in the KPMG Canterbury Lockdown Review and is working to update our guidance to the sector accordingly.

Agree to release the KPMG Canterbury Lockdown Review in August.
Recommended Actions

The Ministry of Education recommends you:

a. **Agree** to release the KPMG Canterbury Schools/Early Learning Services 15 March 2019 Lockdown Review;

b. **Note** the actions planned as a result of the review;

c. **Agree** to forward this Education Report and Lockdown Review to Minister Woods and Minister Nash; and

d. **Proactively release** this report.

Katrina Casey  
Deputy Secretary  
Sector Enablement and Support  
26.7.2019

Hon Chris Hipkins  
Minister of Education  
31.7.19
Background

1 On Friday 15 March 2019, attacks on two Mosques in Christchurch resulted in the unprecedented lockdown of schools and early learning services throughout Canterbury, affecting thousands of children in all schooling types and from all year levels. During this extremely challenging and rapidly evolving situation, schools and early learning services activated their emergency management plans, resulting in all children returning home safely to their families.

2 In the aftermath of such a traumatic and unparalleled event for New Zealand, it was the opportune time to step back and reflect, to ensure any future lockdown activations are run as effectively as possible.

3 The Ministry contracted KPMG to work with the sector and the NZ Police to review all aspects of how Canterbury schools and early learning services responded to this event and to identify any areas for improvement.

4 In parallel with this review, the Ministry has formed sub-groups to focus on legal and property considerations which arose from this event.

5 While the scope of this review was focused specifically on the response to the 15 March event in Canterbury, it was recognised that the included recommendations are applicable and will be considered in terms of their broader national implications for potential future lockdown events.

The review and summary of key findings

6 KPMG's approach to the review was co-created with a steering group made up of:
   • Jude Soper - Best Start
   • Sherryll Wilson - Kidsfirst Kindergartens
   • Shane Buckner - Canterbury Primary Principals Association
   • Ross Hastings - Canterbury Association of Intermediate and Middle Schools
   • Phil Holstein - Canterbury West Coast Secondary Principals Association
   • Darryl Sweeney - NZ Police
   • Coralanne Child - Ministry of Education
   • Simon Blatchford - Ministry of Education

7 In order to source a breadth of perspective and voice, KPMG engaged with stakeholders using a variety of mechanisms including:
   • surveying all schools and early learning services in Canterbury (301 valid submissions were received)
   • holding consultation sessions and focus groups with senior leadership members/service providers, staff, Board Chairs, PTAs, children and young people
   • reviewing feedback from parents and the broader community received by the Ministry through an email account specifically set up for this purpose, and running a focus group with a selection of respondents
   • meeting with NZ Police to understand the response on the day and any learnings
   • meeting with a number of Ministry staff to understand what occurred on the day, policy considerations, legal perspectives and current work plans
   • reviewing the Ministry's current emergency management guidance
reviewing the communications between the Ministry and schools/early learning services and the Ministry's internal communications.

Using the information gathered and analysed, the KPMG Canterbury Schools/Early Learning Services 15 March 2019 Lockdown Review (Lockdown Review Report) is now completed and is attached for your information as Annex 1.

The review and its key findings were grouped into seven areas:
1) Communication and the communication mechanisms used
2) The physical logistics of a lockdown
3) The effectiveness of existing lockdown guidance
4) The effectiveness of current lockdown policies and procedures
5) How lockdown policies and procedures change in different scenarios
6) Parent/Whānau familiarity with school or early learning service's emergency management protocols
7) Whether it would be useful and appropriate for NZ Police and the Ministry to prepare a guide for parents/caregivers regarding lockdown management procedures.

Communication and the communication mechanisms used

The communication from the Ministry to the sector on 15 March was largely effective. Opportunities for improvement include the use of technology to ensure efficient and timely communication to schools and early learning services.

There was variability in the quality, clarity and regularity of communication between schools/early learning services and parents/caregivers.

The report recommends moving to a multi-faceted technological based approach utilising multiple platforms for the distribution of vital information in a timely manner. This is important in communications from the Ministry to the sector as well as from the sector to parents and guardians.

The physical logistics of a lockdown

The physical logistics of schools and early learning services largely supported an effective lockdown. The report highlighted that it was important to consider the nature of the physical logistics of a school when planning and implementing policy for an effective lockdown such as:
- access to toileting
- alarm systems
- flexible learning environments
- food and water provision
- medication
- blinds and curtains
- doors and gates.
14 The report recommended that the Ministry should ensure that all future building design and implementation takes into account the physical logistics that support potential lockdown situations. This should be balanced against the level of risk and the broader imperative to design and build schools which support the achievement of optimal educational outcomes.

15 A recommendation made to schools and early learning services is that they give consideration to their own unique context and what each building or block needs to have in place in the event of a future lockdown or other emergency event. This includes ensuring that their current emergency supplies are sufficient and accessible for prolonged and varied emergency events.

The effectiveness of existing lockdown guidance

16 The review highlighted that there are multiple sources of emergency management guidance which schools and early learning services rely on. However, not all schools/services were aware of or had used the Ministry's guidance.

17 The review noted that the current Ministry guidance is largely appropriate, fully relevant and provides non-prescriptive guidelines; 14% of respondents who had read the guidance found it helpful and 78% very helpful.

18 Despite this, schools/services often sought out additional guidance due to a number of perceived limitations.

19 The report recommends that the Ministry reviews its current lockdown and broader emergency management guidance to reflect feedback provided by the sector and the experience of the March 15 event.

20 For external emergency management organisations, there is an opportunity to improve the consistency of lockdown guidance by:
   
   • allowing for adaptive leadership
   • being principles-driven
   • having child wellbeing at the heart
   • not being unduly prescriptive.

21 As a result of the lockdown and the review, several key legal questions raised need to be addressed surrounding health and safety legislation versus the perceived rights of parents, while also considering existing Police legislation.

The effectiveness of current lockdown policies and procedures

22 The report notes that schools and early learning services should consider the findings of this review and update their emergency management policies and procedures to ensure they are:
   
   • pragmatic
   • support adaptive leadership
   • ensure that child wellbeing is central to all planning and preparation.

23 Since educators are not traditionally trained in emergency management, schools and early learning services should consider whether it would be beneficial for key staff to undertake leadership training on:
   
   • how to respond to a critical incident
• how to undertake a dynamic assessment of the situation
• the importance of adaptive leadership during an event.

24 A recommendation was made for the Ministry to work with NZ Police to determine whether the Police could deliver training for schools and early learning services in terms of managing traumatic or emergency incidents.

Parent/Whānau familiarity with emergency management protocols and NZ Police and Ministry Collaboration

25 The review highlighted that parents and caregivers were often not aware of what a ‘lockdown’ was or what their role in a lockdown situation should be. Thus, there is a need to improve parents’/caregivers’ familiarity with lockdown policies and procedures.

26 A recommendation was made for the Ministry to collaborate and co-construct guidance with NZ Police explaining what a lockdown is and what parents/caregivers should or should not do during a lockdown. This guide would need to be suitable for cross-sector use (infants through to teenagers).

Actions to be taken

27 A summary of actions to be taken including proposed timeframes has been completed (see Annex 2).

28 There are four key areas of work for the Ministry to lead on:
   a. Review the existing emergency management guidance in light of the report, including consideration of the legal questions raised (to be published Quarter 1 2020)
   b. Roll out the emergency contact tool, Mataara, for schools and early learning services (Term 3 2019)
   c. Consider physical logistics for future building design and implementation which optimise the safety and wellbeing of children and young people in a potential future lockdown, balanced with the achievement of optimal educational outcomes (completed no later than Quarter 2, 2020)
   d. Disseminate outcomes from the review including highlighting the recommended actions for schools and early learning services (including ensuring they can easily access the Ministry guidance).

29 NZ Police has received the Lockdown Review Report and are considering the content and recommendations.

30 We will work with NZ Police and other relevant agencies to support the implementation of the report’s recommendations as required.

31 The Deputy Secretary will chair a steering group with Police and other representation to be determined, to ensure actions are completed.
Key messages

32 A communications plan including key messages has been developed to support engagement with the education sector and the release of the report (see Annex 3).

33 The key messages from the communications plan include:

Outcomes identified by KPMG report

34 While the current emergency guidance provided by the Ministry is largely appropriate and fully relevant, it will be reviewed to ensure that the recommendations made in the report are actioned accordingly.

35 The review has highlighted the current guidance provided needs to be more visible to ensure it is more widely accessible.

36 It has been identified there is more we can do to support schools to support parents including working with NZ Police to develop an emergency management guidance document to support them understand their role during an emergency event.

37 We now have a new emergency contact tool available that will allow us to communicate quickly and simultaneously with schools and early learning services in the event of a future emergency.

38 The physical logistics of schools and early learning services largely supported an effective lockdown. 95% of respondents were able to position their children and young people comfortably during the lockdown.

Messaging to schools and early learning services

39 All schools need to be prepared and know how to manage an emergency before it occurs. Systems and procedures need to be embedded, and reviewed and practised regularly.

40 Schools and early learning services should review the Ministry’s emergency management guidance and identify any opportunities to strengthen their emergency management policies and procedures.

41 Schools and early learning services know their own environment and context the best and therefore have expertise so are best placed to plan accordingly to design emergency plans that meet their needs.

42 Schools and early learning services should continue to work with their local NZ Police, Fire and Civil Defence group to ensure that their emergency management plan follows best practice and that they have enough supplies to support an extended emergency response.

43 Schools/early learning services should determine the optimal mechanism for communicating with their parent/Whānau community and advise what these communication channels will be.

Joint stakeholder messages (Police and Ministry)

44 During this extremely challenging and rapidly evolving situation, schools and early learning services activated their emergency management plans, resulting in all children and young people returning home safely to their families.
The Ministry was able to communicate with all schools and early learning services as soon as the NZ Police notified that there was an evolving situation in Christchurch.

Current guidance provided by the Ministry is largely appropriate and fully relevant, but will be reviewed to ensure that the recommendations made in the review are actioned accordingly.
The Ministry of Education and NZ Police are to develop good parent guidance to ensure parents/caregivers know how they should respond to an incident and what they should do during a lockdown.

Proactive release

There is no identified concern from the Ministry regarding the release of this Lockdown Review Report in its entirety.

It is intended that this Education Report is proactively released to reflect your expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Annexes

Annex 1: KPMG Canterbury Schools/Early Learning Services 15 March 2019 Lockdown Review
Annex 2: Actions to be taken
Annex 3: Lockdown Review communications
## Annex 2: Actions to be taken

<table>
<thead>
<tr>
<th>Ministry</th>
<th>Recommended action</th>
<th>Actions taken to date</th>
<th>Next steps</th>
<th>2019</th>
<th>2020</th>
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<tbody>
<tr>
<td>Ministry</td>
<td>The Ministry will use Mataara to communicate instantaneously and simultaneously with schools and early learning services in the event of a future emergency.</td>
<td>Completed - Mataara is now live and ready for roll out in Term 3 2018.</td>
<td>Utilise Mataara during emergency events.</td>
<td>Ongoing</td>
<td>Ongoing</td>
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<td>Ministry</td>
<td>In order to ensure a consistent approach nationally, the Ministry is ensuring their FIRST database, which contains contact details of schools and early learning services, is accurate, so it can be used for future events.</td>
<td>There has been a strong focus on updating the FIRST emergency contact information in Term 1 and Term 2 2018. It is estimated that School contacts information is 88% accurate and early learning service contacts information is 70% accurate. Additional system changes have been initiated by the Ministry to ensure that regional data is more robust in the FIRST database which will aid in it being a true ‘one source of truth’.</td>
<td>A proposal has been made to regional offices to test Mataara twice per annum to assist with data constancy. National office will support a further two reviews of missing data totalling four reviews of data each year.</td>
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<td>Ministry</td>
<td>The Ministry will consider the findings from this review and make any adjustments to policy (building design) as required.</td>
<td>The Ministry has reviewed its infrastructure policies on the specific areas identified in the report. It considers they are consistent with the recommended actions.</td>
<td>The Ministry will review its guidance to schools on how infrastructure considerations should feed into emergency management planning.</td>
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<td>Ministry</td>
<td>The Ministry will consider the findings of this review and, where appropriate, will strengthen their lockdown and broader emergency management guidance to schools/services and encourage the sector to strengthen their own policies and procedures in line with that guidance. This update will acknowledge the important of adaptive leadership by not being unduly prescriptive seeking to pre-empt all potential situations.</td>
<td>Initial conversations have been held with NZ Police who have agreed to contribute to the review of the guidance.</td>
<td>The Ministry will work with NZ Police, the Ministry of Civil Defence and Emergency Management and the education sector (through the Police and Education Partnership group), to update the guidance following the lockdown review. This is also extended to general emergency management planning such as for natural disasters (eg, supplies recommended to be kept on site, use of school facilities as civil defence centres).</td>
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<td>Ministry</td>
<td>The Ministry will also ensure that the guidance is more visible and easier to find on their website. Where appropriate, considering will be given to combining Ministry guidance in terms of (1) planning and (2) responding to emergencies and traumatic incidents.</td>
<td>Completed - The Emergencies and Traumatic Incidents landing page on the education.govt website has been simplified to make it easier to find relevant guidance and information for ‘before’, ‘during’ and ‘after’ an emergency and/or traumatic incident.</td>
<td>29 July School Leaders Bulletin will include an item which will direct schools to the updated webpage. Further communication will be sent to all schools and early learning services following the release of the Lockdown Review Report.</td>
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<td>Ministry</td>
<td>The Ministry intend to work with sector representatives to understand why schools/services have limited levels of adoption of this template currently.</td>
<td>Nil</td>
<td>Following the release of the report, the Ministry will work with the Police and Education Partnership to review and update the guidance and consider how to best encourage engagement in the materials by schools and early learning services.</td>
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<tr>
<td>Ministry</td>
<td>Future Ministry guidance will seek to answer the legal questions raised.</td>
<td>Initial conversations have been held with NZ Police in this regard.</td>
<td>The Ministry will work with Polices to update the Ministry guidance. The Ministry will seek input from WorkSafe to seek clarification under the Health and Safety at Work Act. A Crown Law opinion may also need to be sought.</td>
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<td>Who</td>
<td>Recommended action</td>
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<td>Ministry / Police</td>
<td>The Ministry will work with the NZ Police to develop an emergency management guidance document for parents/caregivers (including how to respond to an incident). Consideration should be given to the frequency with which this information is relayed to parents and Whānau.</td>
<td>The Ministry has had initial conversations with NZ Police regarding this recommendation.</td>
<td>NZ Police are considering the recommendations from the review and how best to support the education sector.</td>
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<td>Ministry / Police</td>
<td>Each Police region and the Ministry will have dedicated contact people who can liaise with each other in an emergency event.</td>
<td>The Ministry has had initial conversations with NZ Police with a view to progressing this across the country. Dedicated emergency e-mail addresses have been set up for each regional office for official communications.</td>
<td>NZ Police and Ministry to agree framework for implementation at a regional level.</td>
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<td>Ministry / Police</td>
<td>Consideration will be given as to how the Ministry could best support the NZ Police to develop and deliver training for schools/service staff in critical event leadership and management. This may include the processes of dynamic assessment and adaptive leadership.</td>
<td>The Ministry has had initial conversations with NZ Police.</td>
<td>NZ Police to determine level of resourcing available and form of training to be implemented.</td>
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<td>Police</td>
<td>The NZ Police should consider leading “critical incident” leadership workshops for educators.</td>
<td>The Ministry has had initial conversations with NZ Police.</td>
<td>NZ Police are considering the recommendations from the review and how best to support the education sector.</td>
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<tr>
<td>Police</td>
<td>The NZ Police will consider whether Critical Incident Management System (CIMS) training could be a suitable course for key schools/service staff.</td>
<td>The Ministry has had initial conversations with NZ Police.</td>
<td>NZ Police are considering the recommendations from the review and how best to support the education sector.</td>
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<tr>
<td>Schools and early learning services</td>
<td>If a lockdown were to happen off-site, e.g. in a public library, schools and early learning services need to have a plan for how their staff can communicate back to the schools/service regarding the safety and wellbeing of the children and young people and whether these children and young people should be returned to the school/service.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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<td>Schools and early learning services</td>
<td>If schools and early learning services should consider a range of communication channels for communicating with their parent/Whānau community, including directing communication towards webpages or social media, to encourage a “pull” or parent-driven focus for communication rather than a “push” or school/service-led focus.</td>
<td>Nil</td>
<td>Schools and early learning services need to consider the importance of communicating with their parent/Whānau community, including directing communication towards webpages or social media, to encourage a “pull” or parent-driven focus for communication rather than a “push” or school/service-led focus.</td>
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<td>Schools and early learning services</td>
<td>Schools and early learning services need to give consideration to their own unique context and what processes and supplies (eg. water, food, medication) each building or block needs to have in place in the event of a future lockdown or other emergency event.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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<tr>
<td>Schools and early learning services</td>
<td>In line with the Ministry’s guidance, schools and early learning services should consider alternate ways to cover windows and glass doors e.g. with sacking or brown paper.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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<tr>
<td><strong>Schools and early learning services</strong></td>
<td>Schools and early learning services should review the Ministry's emergency management guidance and identify any opportunities to strengthen their emergency management policies and procedures. If a school or early learning service does not have a plan, this should be prioritised. If they do have a plan, this should be reviewed in conjunction with the release of the updated Ministry Guidance in 2020. Schools and early learning services know their own environment and context best and so are best-placed to plan accordingly, working closely with the NZ Police, Civil Defence and other emergency services.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans. Further communications will occur following the release of the updated guidance in Term 1, 2020.</td>
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<tr>
<td><strong>Schools and early learning services</strong></td>
<td>Schools and early learning services should incorporate the voice of children and young people into their emergency management policies and procedures in order to mitigate some of these challenges.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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<td><strong>Schools and early learning services</strong></td>
<td>Schools and early learning services need to ensure that appropriate local policies and procedures are in place for emergency management which recognises: -The school's/service's own unique context and environment. -The role of staff (including relief teachers) in supporting the safety and wellbeing of children and young people. -The need for adaptive leadership to a range of dynamic potential situations. -The role of parents and Whānau in a Lockdown event. -The potential for a future Lockdown event to continue outside of normal school hours.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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<tr>
<td><strong>Schools and early learning services</strong></td>
<td>Schools and early learning services should consider whether additional drills (outside of legally required fire evacuation drills) would enhance their own levels of preparedness, whilst ensuring that mental health and wellbeing is integral to any approach.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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<tr>
<td><strong>Schools and early learning services</strong></td>
<td>In order to develop the appropriate level of preparedness to a range of potential future events, schools and early learning services should ensure: -There is adequate communication and training of emergency management procedures and policies to staff and parents/whānau. -Emergency management drills are practised at an appropriate level of frequency in line with good practice. -School/service leadership and staff, including relief teachers, have adequate emergency management capability.</td>
<td>Nil</td>
<td>A communications plan has been developed to coincide with the release of the Lockdown Review Report. Links to existing information and guidance will be provided to schools and early learning services to support them to review and further develop their emergency management plans.</td>
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Annex 3: Lockdown Review communications

Introduction

- During the extremely challenging and rapidly evolving situation on Friday 15 March 2019 in Christchurch, schools and early learning services activated their emergency management plans, resulting in all children and young people returning home safely to their families.

- Following the tragic events that occurred in Christchurch on Friday 15 March 2019 the Ministry of Education felt that it was important we undertook a review of our emergency guidance to ensure we are providing the appropriate support and guidance to our schools and early learning services.

- KPMG was engaged by the Ministry of Education to complete a comprehensive review of how Canterbury schools' and early learning services responded to the lockdown, their lockdown policies and procedures and to identify any opportunities for future national preparedness.

- Thank you to those who provided feedback during the review, it was evident throughout that everyone's key focus was to improve practice and preparation to ensure children's safety for any potential future emergency event.

- We are committed to working with early learning services, schools and NZ Police to respond to the opportunities for improvements that have been identified in the report. The safety of children and young people is our highest priority.

- The review was based on input from a wide range of stakeholders, including leaders and staff from schools and early learning services in Canterbury, parents, children, young people, NZ Police and Ministry of Education.

Key Messages Lockdown Review – outcomes identified by KPMG report

- While the current emergency guidance provided by the Ministry is largely appropriate and fully relevant, it will be reviewed to ensure that the recommendations made in the report are actioned accordingly. We will work with NZ Police, the Ministry of Civil Defence and Emergency Management and the education sector to review the guidelines.

- The review has highlighted the guidance provided needs to be more visible and accessible. We have improved its visibility on our website and will include updated details in future communications to schools and early learning services.

- The review identified there is more we can do to support schools to support parents to understand their role during an emergency event including working with NZ Police to develop a guidance document to support parents and caregivers.

- Contacting schools and early learning services quickly and effectively is a critical step to ensure they are equipped to provide the best response to an emergency. While our communications with schools and early learning services by email and telephone were largely effective, we now have a new emergency contact tool available that will allow us to communicate simultaneously with schools and early learning services in the event of a future emergency.
The physical logistics of schools and early learning services largely supported an effective lockdown. 95% of respondents were able to position their children and young people comfortably during the lockdown. We will consider the findings from the review and make any adjustments to policy as required.

Key Messages Lockdown Review – messaging to Schools and Early Learning Services

- This is an opportunity for all schools and early learning services to review their current lockdown policies and procedures, to make sure they are pragmatic, support adaptive leadership, and have child wellbeing at the centre of all planning and preparation.

- All schools need to be prepared and know how to manage an emergency before it occurs. Systems and procedures need to be embedded, and reviewed and practised regularly.

- Schools and early learning services should review the Ministry’s emergency management guidance, which is principles-based, and identify any opportunities to strengthen their emergency management policies and procedures. The guidance is available on our website here [http://education.govt.nz/school/health-safety-and-wellbeing/emergencies-and-traumatic-incidents/].

- The Ministry will be working with schools and early learning services to ensure that this guidance is fit for purpose and easily accessible. This will be prioritised to ensure that the use of this guidance becomes more prevalent, to support all schools and early services in creating or reviewing their emergency management plan.

- Schools and early learning services know their own environment and context, and are best placed to design emergency plans that meet their needs.

- Schools and early learning services need to continue to work with their local NZ Police, Fire and Emergency NZ, and Civil Defence group, to ensure that their emergency management plan follows best practice and that they have enough supplies to support an extended emergency response.

- They will also need to consider what each building or block needs to have in place in the event of a future emergency.

- What has been brought into focus for us all is the importance of clear pathways for communication. Schools and early learning services need to decide the best way for communicating with their parent/whānau community, and advise them what the communication channels will be.

- In order to develop the appropriate level of preparedness for a range of potential future events, schools and early learning services need to ensure there is adequate communication and training about emergency management procedures and policies for staff and for parents and caregivers.
Key Messages Lockdown Review – NZ Police and MoE joined stakeholder messages

- During this extremely challenging and rapidly evolving situation, schools and early learning services activated their emergency management plans, resulting in all children and young people returning home safely to their families.

- The Ministry was able to communicate with all schools and early learning services as soon as the NZ Police notified that there was an evolving situation in Christchurch and a Lockdown was required. A new emergency contact tool is now available for regions to contact all schools and services in their area.

- Current guidance provided by the Ministry is largely appropriate and fully relevant, but will be reviewed in line with the recommendations in the review.

- The Ministry of Education and NZ Police will work together to develop good guidance for parents and caregivers about how they should respond to an incident and what they should do during a lockdown.

- NZ Police will consider if they can provide emergency management training for school and early learning service staff.
Suggested Press Release

The Ministry of Education welcomes the independent report from KPMG on the Lockdown by schools and early learning services that took place during the tragic events in Christchurch on 15 March 2019.

“The safety and wellbeing of our children and young people is paramount. All children and young people who were at a school or early learning service on 15 March went home safely,” says Katrina Casey, Deputy Secretary at the Ministry of Education.

“We commissioned the review to ensure that any opportunities for improvement are identified and acted on, so we can strengthen any future response should a similar event occur.

“The KPMG report recognised that the Ministry of Education emergency guidance for schools and early learning services is appropriate and relevant.

“The independent review reflects input from a wide range of stakeholders, and it identifies a set of specific actions.

“The learnings from the Lockdown report are applicable nationwide and we will work with early learning services, schools and NZ Police to implement these over the coming months.

“One key improvement is already available. During the Christchurch event, we relied on email and telephone to communicate with early learning services and schools. Although this was largely effective, we now have access to Mataara, a new mobile phone-based tool that will enable quick and simultaneous communication with every school and early learning service in a given region. This will be rolled out in Term 3,” Ms Casey says.

“As well as actions for the Ministry, the report also highlights the opportunity for all schools and early learning services to review their current Lockdown policies and procedures. Emergency plans need to be pragmatic, support adaptive leadership, and have child wellbeing at the centre of all planning and preparation.”

<ENDS>
FAQs Lockdown Review

What are the legal considerations for future lockdowns, i.e. can children be held by a school or early learning service if it is against their parents’ wishes?

Schools and early learning services have a responsibility under Health and Safety legislation to keep staff and children/young people safe. This responsibility needs to be balanced against a parent’s right to take their child out of the school or early learning service should they wish to do so. However, it should be noted that opening the school or early learning service to a parent could be a risk when there is unknown danger.

The Ministry of Education will consider the extent to which legal clarification and communication is required, for possible inclusion in future guidance.

The Ministry will work with NZ Police, the Ministry of Civil Defence and Emergency Management, to update the guidance following the lockdown review.

How many schools expressed concerns about parents’ behaviour?

It is important to note that this review was not a complete audit of all schools and early learning services. A small number of schools and early learning services reported that they experienced some unhelpful behaviours from their parent/Whānau community.

The review has recommended that the Ministry of Education could work with NZ Police to develop good guidance for parents and caregivers about how they should respond to an incident and what they should do during a lockdown.

How many schools identified issues with toileting?

The physical logistics of schools and early learning services largely supported an effective lockdown, however a number of schools had children and young people unable to access adequate toileting facilities during the lockdown.

Schools and early learning services know their own environment and need to ensure that their lockdown policy and procedures are site-specific as all buildings are different. Schools will need to factor in their physical logistics including access to toileting.

Are new properties designed well to keep staff and students safe during lockdown?

Yes and 95% of respondents were able to position their children and young people comfortably during the lockdown.

Schools and early learning services need to give consideration to their own unique context and what each building or block needs to have in place in the event of a future lockdown or other emergency event.

The Ministry will consider the findings from this review and make any adjustments to policy as required.

While new guidance is being created what do I use?

The Ministry of Education's current emergency guidance is largely appropriate and fully relevant. Schools and early learning services should continue to use the current emergency guidance provided by the Ministry.
We encourage schools and early learning services to review the Ministry's emergency management guidance and identify any opportunities to strengthen their emergency management policies and procedures.

**Who will help the Ministry strengthen the emergency guidance?**

The Ministry of Education will work with the NZ Police to strengthen our current guidance.

**Will schools and early learning services have an opportunity to have input into developing parent guidance?**

The Ministry of Education will work with the NZ Police to develop the parent guidance and representatives from schools and early learning services will also have the opportunity to review this alongside us.

**Do schools and early learning services have to have emergency management plans?**

As part of their licensing criteria early learning services are required to have a written emergency plan.

While not specified in legislation, all schools need to be prepared and know how to manage an emergency before it occurs.

**What is Mataara?**

Mataara is an emergency management system that was developed to communicate quickly and simultaneously with schools and early learning services in the event of a future emergency.

**Who uses it? As a parent can I be notified by Mataara?**

The emergency management system Mataara is used by the Ministry of Education to communicate with schools and early learning services. Any schools/services that do not respond to a message in an emergency situation will be contacted directly by the local Ministry office.

Schools and early learning services have their own mechanism for communicating with their parent/whānau community and they will not be notified by the Ministry of Education via Mataara.

**Was the initial communication with schools and early learning services effective?**

Communication was largely effective, but not everyone received the communication immediately due to the time of day. Some schools had closed prior to the request to go into 'lockdown', while others were difficult to contact due to some people not accessing their computer or responding to calls.

With the development of Mataara (an emergency management system) the Ministry of Education can now quickly communicate with schools and early learning services by text message.

The majority reported the communication content from the Ministry to the sector was positive, stating that messages were clear and concise.
What if I still have questions about what my school or early learning service did on the day?

Parents and caregivers need to approach their school or early learning service to discuss their lockdown procedures on the day.

**What next for schools and early learning services?**

Schools and early learning services can be confident the current guidance provided by the Ministry of Education will support a self-review of their existing policies and procedures.

Contacting locally with fire, police and civil defence about their emergency plans is also an important action to take.

**Has the Ministry of Education made any changes to strengthen their emergency management since events Friday 15 March in Christchurch?**

The Ministry has made a number of changes to date including:

- set up a dedicated email address with the NZ Police in Canterbury
- implemented an interim emergency text system
- fast-tracked the development and rollout of Mataara (an emergency management system)
- reviewing our FIRST contact database for accuracy.

**What are the next steps for the Ministry of Education?**

- The Ministry of Education will work with the NZ Police to strengthen our current guidance
- The Ministry of Education will work with the NZ Police to develop the parent guidance
- Ministry is ensuring their FIRST database, which contains contact details of schools and early learning services, is up to date and accurate
- The Ministry will consider the findings from this review and make any adjustments to policy (physical logistics) as required
- Future Ministry guidance will seek to answer the legal questions raised.
**Communication Approach**

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<thead>
<tr>
<th>Audience</th>
<th>Description</th>
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<tbody>
<tr>
<td>Minister</td>
<td>Receive copy of Education Report on 15 March lockdown review&lt;br&gt;Meeting with Ministry of Education officials</td>
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<tr>
<td>Steering Group</td>
<td>Receive a copy of report and key messages prior to being released</td>
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<tr>
<td>Internal</td>
<td>Email plus copy of report on release date</td>
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<tr>
<td>Canterbury Schools and Early Learning Services</td>
<td>Email plus copy of report on release date to boards, principals and early learning services&lt;br&gt;Invite schools to presentation at local Ministry office in Christchurch – include representatives from NZ Police, Civil Defence and KPMG&lt;br&gt;Presentation to early learning services at next ‘Future Focus’ meeting&lt;br&gt;Via school leaders bulletin and Early Learning Bulletin</td>
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<tr>
<td>Schools and Early Learning Services Nationwide</td>
<td>Via school leaders bulletin and Early Learning Bulletin&lt;br&gt;Social media</td>
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<tr>
<td>Canterbury Stakeholders</td>
<td>Email plus copy of report on release date&lt;br&gt;Include: Christchurch, Selwyn and Waimakariri Mayors and CEs, Local Police and Government Leaders Group, Civil Defence.</td>
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<tr>
<td>Media</td>
<td>PR and report distributed to media outlets on release date; consider releasing an advance copy to a reporter such as Laura Walters at Newsroom and providing interview opportunity to coincide with publication.</td>
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<tr>
<td>Public</td>
<td>Via the media and school newsletters; social media</td>
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## Communication Timeframe

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<tr>
<th>Date</th>
<th>Activity</th>
<th>Descriptions</th>
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<tr>
<td></td>
<td>Minister receives copy of Education Report on 15 March lockdown review</td>
<td>Prior to being released publically</td>
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<tr>
<td></td>
<td>Steering group receive a copy of report, PR and key messages prior to being released</td>
<td>Include draft messaging they could include in school newsletter.</td>
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<td>Email report and PR to Canterbury schools</td>
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<td>Email report and PR to early learning services</td>
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<td>Email report and PR to stakeholders</td>
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<td></td>
<td>Email report and PR to Canterbury Ministry staff</td>
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<td>Email report and PR to national Ministry staff</td>
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<td>Email report and PR to media</td>
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<td></td>
<td>Include report and PR in School Leaders bulletin</td>
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<td>Include report and PR in Early Learning bulletin</td>
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<td>Opportunity to include a story in Education Gazette</td>
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