



Ministry of Health Aide Memoire

To: Hon Jonathan Coleman, Minister of Health

From: Chai Chuah, Acting Director General of Health

Date: 2 March 2015

Operation Concord - Ministerial Papers 2 March 2015

Background

1. In late November 2014, Fonterra and Federated Farmers received an anonymous letter stating an intention to contaminate infant and other formula with traces of 1080 and release it [REDACTED] unless New Zealand stops using 1080 [REDACTED]
2. MPI is the lead agency for the government response to these threats. Police have an extensive enquiry underway. The DESC system has been activated and regular Watch Group and ODESC meetings have been held. The process of MPI releasing information about the threat in a sequenced manner has commenced.
3. Significant ongoing work by officials has occurred across many fronts. The suite of six papers distributed to Ministers by DPMC on Monday 2 March update and canvass that work.

6(c),
9(2)(d)

Ministry of Health preparations

4. Ministry of Health officials have contributed to the DESC processes and have been supporting MPI in their response activity and in their preparation for a controlled release of information about the threat to the public. This support has included providing clinical advice about infant feeding, 1080 poisoning and assisting in the development of key messaging to a range of parties, including Plunketline and Healthline.
5. The Ministry has developed a series of advisories and guidance for health professionals about the diagnosis and management of 1080 poisoning. This clinical guidance has been informed by internal Ministry subject matter experts (Midwives, Dietitians etc.) and a select group of specialist health professionals including; paediatric, emergency department, intensive care, metabolic disorder and laboratory lead clinicians. The guidance material also covers advice by health professionals to parents about infant feeding. The package of guidance documentation is with MPI for final consultation to ensure alignment of messaging.
6. MOH's Emergency Management Team has, in tandem with the Clinical Leadership Protection and Regulation (CLPR) group, planned to facilitate extensive engagement between Ministry of Health health professionals and expert advisors (e.g. Paediatricians, General Practitioners, Public Health Physicians, Midwives, Dietitians etc.) with their colleagues across the health sector in DHBs and community based agencies, including primary care. The National Health Coordination Centre will be activated and the health sector engagement and communication plan initiated in accord with timelines agreed with MPI.
7. The Ministry of Health anticipates high volumes of public and media enquiry when the Concord threat is made public. The Ministry of Health Communications Team will support MPI in an all-of-government communications hub. The Ministry of Health will also support through the distribution of advice and assurance messages to health professionals, and seek to support parents of infants who are being fed infant formula or have other concerns. Where health messaging is required in the media, the Ministry of

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Health have a panel of internal and external experts (including Starship clinicians) who can act as spokespeople on this topic.

8. The MOH strategy is not to duplicate advice available through Plunketline, Healthline or other call centres, rather refer enquirers to those sources. Messaging and guidance to health professionals is designed to empower them to undertake appropriate clinical action and where appropriate assurance to worried parents of infants.

The Papers

9. The Agenda for Ministers and Senior Officials Meeting (DPMC) and seven Ministerial papers have been prepared comprising:

- a. Operation Concord : Go Live (MPI)
b. Concord Runsheet and Key Messages (MPI)



6(c)

6(a)

6(c)

10. MOH officials have reviewed all papers and provided both input and commentary to some.

Paper A: Operation Concord : Go Live

11. This is the omnibus MPI paper setting out the current status of Operation Concord preparations for a controlled release of information to the public. It recommends a 'go-live' date for this release [redacted]

9(2)(f)
(vi)

12. The paper discloses some of the Ministry of Health plan (in general terms) to engage and advise health professionals, including community based health providers. The Ministry's assessment is that a window of 48 hours is necessary (ahead of the actual point of release of information to the public) to achieve effective dissemination of relevant information to health professionals across the health sector. This would inform clinical decisions should unwell infants present or concerned parents seek assurance from a health professional. [redacted]

9(2)
(c)

13. Key sections in the paper relating to the health sector and Ministry of Health activity can be found at:

- Page 4 (para 12)
- Page 5 (diagram)
- Page 11 (paras 50 – 54)
- Page 15 (para 65).

Paper B: Concord Runsheet and Key Messages

14. This document details the steps and actions associated with the preparation for and the release of information regarding the threat to and defence of the infant formula supply chain. The paper also details the Communication Strategy to support Operation Concord. The runsheet is not yet fully representative of MOH activity related to the engagement with health professionals and the dissemination of information across the sector. MOH officials will continue to work with MPI to achieve integration of MOH activity into the process.

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[REDACTED]
15. [REDACTED]

6(c)

[REDACTED]
16. [REDACTED]

[REDACTED]
17. [REDACTED]

6(a)

[REDACTED]
18. [REDACTED]

[REDACTED]
19. [REDACTED]

Recommendations:

It is recommended that you:

Note

that Ministry of Health officials have been consulted by MPI and other agencies in the preparation of this suite of Ministerial papers.

Note

that Ministry of Health have provided specific feedback to agencies preparing papers a, b, d, f and g and this advice is largely reflected in those papers.

Note

that Ministry of Health is planning for the activation of our Emergency Operations Centre (the National Health Coordination Centre) when government release information to the public, to ensure appropriate resource to manage any response.

Note

that the Ministry of Health will action a planned engagement with, and release of information to, health professionals across the health sector in the 48 hours preceding any controlled public release.

Contact person:

[REDACTED]
Acting Director Emergency Management
[REDACTED]

9(2)(a)

The cabinet paper, "Amendments to HSNO Act regulations in response to Operation Concord" (2/3/15), is withheld in full under 6(c).

A summary of the contents of this cabinet paper are provided under section 16(1)(e) of the OIA.

This paper sought Cabinet authorisation to submit to the Executive Council amendments to HSNO Act regulations in response to Operation Concord.

RELEASED UNDER THE OFFICIAL INFORMATION ACT



Aide-memoire:

From: Scott Gallacher
Deputy Director-General, Regulation and Assurance
for Director-General

Contact: Scott Gallacher [REDACTED]

9(2)(a)

To: Hon Nathan Guy
Minister for Primary Industries
Hon Jo Goodhew
Minister for Food Safety

Date: 6 March 2015

Operation Concord – Government response activities and staged release of information

Overview

1. This aide memoire updates Ministers on progress in the Operation Concord response to the threat to contaminate New Zealand infant formula [REDACTED] 6(c), 9(2)(d)
2. This aide memoire updates Ministers on response activities that have taken place since the previous update circulated on 20 February 2015. In the interim, Ministers considered a suite of papers on the response on Monday 2 March.
3. MPI and other agencies continue to prepare to be fully ready for a public announcement about the threat. [REDACTED] 6(c)
4. [REDACTED]

5. [REDACTED] 6(c)

6. [REDACTED]

7. At this time, the Police and MPI are planning for the public release to occur at [REDACTED] 9(2)(g)(i)
[REDACTED] Agencies remain prepared for an earlier release if
information reaches mainstream or social media before the planned
announcement.

Staged release of information about the threat

8. [REDACTED] trading partners, infant formula manufacturers and global distributors were first 6(a)
informed about the threat during the week of 9-13 February. Other stakeholders
are progressively being informed up to the time of the public announcement.

9. Meetings with key agencies and stakeholders are continuing to prepare them
before and after a public announcement.

*Meeting with communications representatives from affected companies – Friday 20
February*

10. A productive meeting was held with the communications staff from the affected
infant formula manufacturing companies on 20 February. The group was shown
the cross-agency communications materials which had been prepared by MPI in
association with the cross-agency communications. [REDACTED]

9(2)(ba)

11. The companies will be working to help align messaging from companies and
government after a public announcement.

[REDACTED] 9(2)
(b)(ii)

12. [REDACTED]

13. [REDACTED]

Meetings with Foodstuffs and Progressive Enterprises – follow up meetings

14. Following their initial notification on 18 and 19 February, further meetings have been held with representatives of the two main New Zealand supermarket chains.

[REDACTED]

6(c),
9(2)(b)
(ii)

- 15.

[REDACTED]

MPI attended a joint Progressive/Foodstuffs meeting on Friday 27 February. The Warehouse has now also been informed.

Meeting with manufacturers, global suppliers, retailers and industry groups – Tuesday 3 March

16. MPI held a meeting with this large group of stakeholders to update them on the response and messages and hear their views on the proposed public announcement. The meeting was useful and participants were better informed and messages better aligned at the end. MPI will be including some of the information provided in its messaging.

- 17.

[REDACTED]

9(2)(c)

[REDACTED]

6(c)

- 18.

[REDACTED]

- 19.

[REDACTED]

6(c)

[REDACTED]

[REDACTED]

- 20.

[REDACTED]

6(a)

6(a),
6(b)

21.

22.

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30.

Public health preparedness

31. The Ministry of Health continues to plan and prepare to engage with and provide clinical guidance to relevant health professionals across the health sector. Additionally, to support MPI's public information messaging, MOH clinicians and specialist lead clinicians are providing advice to inform messaging for concerned parents and other members of the public. These advisors are also informing the preparation of messaging for health professionals and public advice channels such as Plunketline and Healthline.
32. Engagement with the health sector and health professionals is planned to cascade through DHB Chief Executives, Chief Medical Officer, Director of Nursing, and lead clinicians to functional groups of DHB health professionals (e.g. Paediatricians; Emergency Department; Intensive Care; Midwives; Dietitians; Pathologists & Laboratory). Direct contact with each DHB will be supplemented by written clinical guidance for distribution at the appropriate time when the public announcement is made.
33. Contact with, and dissemination of, information to community-based health services is more challenging. MOH is developing messaging for primary care health professionals and community based providers in consultation with a small group of professional advisors from each key segment of this sector (e.g. Plunket; Healthline; College of General Practitioners; College of Midwives; College of Dietitians). MOH is also working with MPI to ensure supplies of specialised infant formula will continue to be available in hospitals.
34. MOH is working with medical and other laboratories to ensure that there is capability to undertake 1080 tests of any human samples that may need to be tested.

Communications activity

Expert panel - preparedness

35. An expert panel has been established to be able to hold a media conference after a public announcement and respond to any follow-up media inquiries and interview requests. Members have been drawn from Police, MPI, MOH, DOC, EPA and the dairy industry. The group met on Tuesday 24 February to discuss areas of expertise and other matters to ensure that the groups was well prepared to support communications responses after an announcement.

36. MPI Communications staff are working with Foodstuffs and Progressive Enterprises to understand on their plans to secure their retail supply chains. MPI has prepared communications collateral for use in supermarkets.

37. Information received from manufacturers and retailers is being fed into communications materials and messaging.

Technical Matters

[REDACTED]

38. [REDACTED]

6(c)

39. [REDACTED]

40. [REDACTED]

[REDACTED]

41. [REDACTED]

42. [REDACTED]

Police investigation

43. [REDACTED]

6(c)

Testing of milk and milk products for 1080

44. The daily sampling and testing of raw milk and formulated milk products continues as part of MPI's regulatory testing and dairy companies' commercial testing procedures. All test results are negative to date.
45. The test results reported up to Thursday 5 March are:

Sample type	Samples tested	Totals
		35,022
		1,758

6(c)

Next Steps

46. The focus of the response will continue to be working with all relevant players to mitigate and respond to the threat that has been made, including quickly responding to any developments. Ministries remain ready to make an announcement earlier if this is necessary.
47. [REDACTED]
48. The table attached as Annex 1 is a summary of the progress made by MPI with the staged release of information about the threat to stakeholders.
49. A follow up meeting with industry communications representatives is planned for Tuesday 10 March to review how industry perspectives have been incorporated into communications messages.
50. A further meeting with retailers is planned for Tuesday 10 March to finalise additional in-store security arrangements for infant formula.

6(c)

51. [REDACTED]

6(c)

Minister / Minister's Office

Seen / Referred

/ /2015

Security Level – Restricted

Annex 1 - Summary of Stakeholder engagement about the threat to contaminate infant formula – updated to 6 March 2015

Agencies informed	Date informed	Information provided and information sought	Stakeholder response	
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	6(a)
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	
Affected manufacturers	Meeting held on Tuesday 10 February in Wellington.	Briefing materials on the threat and testing protocols. Later given key comms messages and draft of MPI letter to give to customers.	[REDACTED]	9(2)(ba) (i)
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	6(a)
Global infant formula companies	Meeting held on Wednesday 11 February in Wellington.	Briefing materials on the threat and testing protocols and 1080 use in New Zealand.	[REDACTED]	9(2)(ba) (i)
Key New Zealand Clinicians	Teleconference between MOH, MPI and six key clinicians on Wednesday 11 February.	Alerted to the threat and information sought on clinical guidance for the health sector in the case of possible poisoning symptoms.	MOH has used the advice to develop practical guidance for the health sector. This will be disseminated to the different parts of the health sector shortly before the public announcement of the threat	
Technical workshop for manufacturers	Friday 13 February	MPI shared technical information about supply chain security, tracing	Benefit of coordinated responses by companies recognised.	

Security Level – Restricted

		of product for their companies and 1080 testing		
Food and Grocery Council	Friday 13 February	CE informed	The council will work with MPI on the response to the threat.	
NZ supermarket chains – Foodstuffs and Progressive	Wednesday 18 and Thursday 19 February	MPI informed senior representatives of Foodstuffs and Progressive.	[REDACTED]	9(2)(ba)(i)
Technical Advisory Committee meeting	Tuesday 17 February	MPI informed the expert group.	Some of the group may be used later as expert spokespersons.	
Food Safety and Assurance Advisory Council	Wednesday 18 February	Council Chair briefed	Will inform others in the Council	
Communications representatives from affected manufacturers	Friday 20 February	Informed of government communications approach and shown material prepared	[REDACTED]	9(2)(ba)(i)
[REDACTED]	Tuesday 24 February	Informed on the same basis as other affected infant formula manufacturers	[REDACTED]	9(2)(b)(ii)
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	6(b)
Meeting with manufacturers, global suppliers, retailers, industry groups and some other stakeholders	Tuesday 3 March	Group updated on the response and the current messaging	Participants [REDACTED] MPI will be including some of the information from attendees provided in the response communications. [REDACTED]	9(2)(ba)(i) 6(c)



6 March 2015

Operation Concord: Communications Approach

Purpose:

This paper updates Ministers on the proposed communications approach supporting the public release of information on [REDACTED] of the threat of 1080 contamination to New Zealand infant and other formula.

9(2)(g)
(i)

Minister	Action Required:	Ministers' Deadline
The Prime Minister and Operation Concord Ministers	Consider the contents contained in this brief	As soon as convenient.

Contact for telephone discussion (if required)

	Name	Position	Work	After Hours
Responsible Manager	Scott Gallacher	Deputy Director General Director General	[REDACTED]	[REDACTED]
Principal Author	[REDACTED]	Director Communications	[REDACTED]	[REDACTED]

9(2)(a)

Overarching approach

- Government's overriding objective in responding to the Concord threat is protecting the health and wellbeing of consumers in New Zealand and overseas. The process to release information to the public has been designed to minimise risks to public health [REDACTED]
- The Concord threat is a criminal act and will be positioned as such.
- Clear information and advice will be provided to consumers about the nature of the threat. This will be done in a manner that is intended to minimise the prospect of over-reaction and consumer responses that might in fact create more risk to infants than the risk posed by the threat (e.g. switching babies to cow's milk).

9(2)(d),
9(2)(g)
(i)



4. As a result, a strong emphasis will be placed on assuring consumers of the protections in place in the supply chain and that infant and other formula is as safe today as it was before the threat was made.
5. Consumers will be reminded to check packaging for signs of tampering.
6. Where possible, the significant joined up response to the Concord threat by government, manufacturers, retailers and the health sector will be communicated and reinforced as part of the assurance messaging.
7. Two calls to action will run through the communications:
 - o People with relevant information should call the Police immediately
 - o Be vigilant – check packaging for signs of tampering.

Key messages

- o This is an abhorrent threat to the security of one part of our food system. Our first priority in responding to it is protecting the health and wellbeing of consumers.
- o We are confident that New Zealand infant and other formula is as safe today as it was before this threat was made. People should keep using it as they always have.
- o The security and safety measures in place for the production of infant and other formula are very strong as a matter of routine. Since this threat was made, government, manufacturers and retailers have worked together to put additional layers of security in place so consumers can continue using infant and other formula with confidence.
- o Our advice to consumers has always been to check packaging for signs of tampering. We are reinforcing that advice as a result of the blackmail threat (go to foodprotection.govt.nz for more information).
- o Police have assessed the risk of the contamination threat being carried out as low – but we are still taking all possible precautions to protect consumers.
- o People with any relevant information should contact Police immediately on 0800 723 665 or opconcord@police.govt.nz. Information can also be provided anonymously to Crimestoppers on 0800 555 111.
- o 1080 is critical to controlling pests that are a severe threat to New Zealand's unique plant and bird life and to parts of our primary industries. Government supports the on-going safe use of 1080 until a suitable alternative can be found.
- o This is an appalling criminal threat is designed to cause fear in order to generate a political outcome. It is using food as a vehicle but should not undermine confidence in our world-class food safety system or in any manufacturer.
- o New Zealand has one of the world's strongest and most secure food safety systems. Consumers can be reassured of the safety of the New Zealand food they purchase. The New Zealand government will continue to put all necessary measures into place to protect



our food industry from deliberate terrorist or criminal attacks in the same way we work to protect it from biosecurity threats.

8. The above messaging reflects the high level response to the threat. There is a level of detailed messaging sitting below this covering off elements such as public health advice, 1080 regulation and usage, manufacturing chain and 1080 use and regulation. This is contained in a communications pack accompanying this paper.

Announcement Plan

9. The announcement plan is flexible and able to adapt and respond as the matter plays out publically. Key elements of the announcement plan are:
- [REDACTED] 9(2)(g)(i)
 - Advice of the Concord threat will be cascaded to appropriate health professionals and stakeholders not currently aware of the threat 48 hours from the time of the announcement. [REDACTED] 6(a)
 - Announcement of the threat and mitigation will be made via a media conference to be convened by Police, at Police National Headquarters. MPI will support the media conference and will be in attendance
 - The media conference will be preceded by a media lock-up – media will be given embargoed material to inform initial questioning and coverage
 - The media conference is currently planned to occur at 1:00pm on the day of a planned announcement
 - Senior management from Police and MPI will front the media conference
 - The media conference will be lived-streamed
 - A Concord specific website will go live at the time the media conference commences and social media activity will commence
 - Key material on this site will be made available in a variety of languages commonly spoken in New Zealand, these are: Maori, Samoan, Tongan, Chinese, Hindi, Korean, Tamil and Sinhalese
 - An additional briefing will be held at [REDACTED] to allow for any emerging public health questions to be answered – this will Ministry of Health lead with MPI in support 9(2)(g)(i)
 - An “experts” media conference will be held at [REDACTED] – this will provide an opportunity for media to hear from experts on 1080, the dairy supply chain and (again) public health to shape coverage of those aspects of the threat
 - [REDACTED] 9(2)(g)(i), 6(a)
 - Regular media conferences and updates will be provided as required, following the Concord announcement.



Channels for advice for parents

10. The first 24 hours following the public announcement are critical to ensuring we can provide appropriate advice and information to parents to inform, allay fears, direct to source of information and activate them to check packaging for signs of tampering. Advice to parents – will be provided through multiple channels (see commentary below this section for detail on some of these elements) including:
- Media coverage
 - Web – a standalone website is designed, built and ready to implement now to provide information on all elements of government's response to the Concord threat, including public health and tamper check advice. This will be in written, infographic and video based format (videos explaining how to check packaging for signs of tampering, and outline the security of the infant formula supply chain have been developed while other video material is in development).
 - Social media – utilising MPI and Ministry of Health social media channels as well as channels from authoritative public health advisors including Plunket and Healthline
 - Public Health channels – DHB's, midwives, regional medical officers of health, Plunketline and Healthline
 - Health professional channels – including, but not limited to: Plunketline, Healthline, Plunket Nurses, General Practitioners and General Practice Nurses, Dieticians, Midwives, Paediatricians, Medical Officers of Health
 - Digital advertising (display advertisements on news websites and parenting sites and Facebook advertising)
 - Point of sale material in the retail chain.

Health Professional Advice

11. Health sector preparedness and provision of guidance to relevant health professionals is being led by the Ministry of Health.

Digital and social media

12. Digital media, including web and social media will form an important part of the Concord communications activities. There will be a dedicated Concord website (www.foodprotection.govt.nz) and a dedicated Twitter account (@NZFoodProtection). These two channels will work together to provide a consistent digital presence for the government response. In addition, MPI will work with Plunket and utilise its social channels – in particular Facebook – for messaging to Mums and to leverage Plunket's voice of authority.
13. The website will be optimised for mobile devices and a search engine optimisation strategy will be put in place.
14. Global digital media listening tools covering news websites, blogs, forums and social media have been established.



International media

15. MFAT, NZTE and MPI are pooling resources to manage the international media response. The overall approach is to monitor consumer and media reaction in each major market and engage with media if sentiment and volume of coverage requires.
16. A 24/7 media response team will be running from the day of the announcement with dedicated International media coordinators. Staff in relevant posts will be briefed and able to provide on the ground support. Communications material will be provided prior to and following the public announcement to enable timely response to media and consumer queries using consistent messaging.
17. Offshore staff will have the authority to respond locally as required (including through key opinion leaders, industry groups, and Government level engagement). This recognises that the issue will play out differently in different markets. They will be provided with approved key messages.

The 1080 debate

18. It is anticipated that the announcement will re-ignite debate around the use of 1080 as well as regulatory controls around 1080.
19. EPA and MfE (with support from DOC and MPI) have taken the lead in developing a communications plan around participating in the debate.
20. The expert panel media briefing referred to above is designed to provide an early opportunity to provide clear, early messaging on both 1080 regulation and use. A range of officials and non-government (academics, conservationists and primary industry people) have been identified as individuals who will be able to participate in the debate.
21. A small number of these have been briefed already as their participation has been required in the Concord response.

9(2)(a)



9(2)(a)

22. The Parliamentary Commissioner for the Environment, Dr Jan Wright, has been fully briefed on the Concord threat and response.

6(c)

Cross-government and industry planning

25. A cross-government approach to communications planning has been adopted from the outset of the response. This has been led by MPI but with significant input from Police, MFAT, Ministry of Health, New Zealand Trade and Enterprises, Department of Conservation, Ministry for the Environment and the Environment Protection Authority.
26. Several communications workshops have been held with industry to ensure consumers are provided with consistent advice. This engagement continues, although manufacturers will, of course, drive their own communications activity.

9(2)(g)(i)

State of readiness

27. From the outset, communications planning has been in place to enable a coherent response should an uncontrolled release of the Concord threat occur. While some elements of the communications response continue to be developed, the bulk is in place. The process and activity to respond to an uncontrolled release is consistent with the above, but with condensed timeframes.
28. Messaging continues to be refined and, as noted above, there will be a material shift in the assurance messaging when the New Zealand retail response has sufficiently progressed.

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Ministry of Health Aide Memoire

To: Hon Jonathan Coleman, Minister of Health

From: Chai Chuah, Acting Director General of Health

Date: 10 March 2015

Operation Concord - Health Sector Engagement and Preparedness

Background

1. In late November 2014, Fonterra and Federated Farmers each received an anonymous letter stating an intention to contaminate infant and other formula with 1080 and release this into [REDACTED] unless New Zealand stops using 1080 [REDACTED] 6(c), 9(2)(d)
2. Ministry for Primary Industries (MPI) is the lead agency for the government response [REDACTED] 9(2)(d)
[REDACTED] The DESC system has been activated and regular Watch Group and ODESC meetings are being held. The Ministry of Health (the Ministry) is contributing through these governance groups to the oversight and leadership of the response.
3. MPI has commenced the process of releasing information to participants in the dairy industry involved in the production and distribution of infant and other formulas. [REDACTED] 6(a)
[REDACTED]
4. The Ministry has engaged a number of medical, public health and other advisors (Midwives, Lactation Specialists, Dietitians) under an MPI required confidentiality agreement. The advisors have been briefed on the 1080 threat and contributed to the development of the health response planning.

Situation

5. Ministry officials were first alerted to the threat through the DESC system in late November 2014.
6. In mid-January 2015 with the sharing of more detail of the threat and the associated assessment of it, the Ministry's engagement ramped up and planning commenced to engage with the health sector as a response to the threat.
7. The Ministry notes that the threat is criminal in nature [REDACTED] 6(c)
[REDACTED] Further, that the threat involves food safety issues which are the prime responsibility of MPI. However, if the threat were to be realised in the New Zealand domestic market this would present a challenge to the health sector and health professionals.
8. The Ministry has contributed to the advice to Ministers that there is a high probability that information regarding the threat will become public either through the actions of the threat actor, from a leak of information by an individual or organisation that has knowledge of the threat, or through some other uncontrolled release. In this context the Ministry supports the decision for a controlled release to the public of information regarding the threat to contaminate infant and other formula, and planned response. Ministry officials believe this strategy is the best approach to mitigating the risks

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associated with the threat and reassuring the public that New Zealand produced formula is safe.

9.

[REDACTED]

9(2)
(c)

Sector Engagement and Messaging

10. Clinical guidance and information has been prepared for:
 - General Practitioners and acute care medicine specialists
 - Secondary care (emergency departments and acute paediatric services)
 - Midwives, Well Child/Tamariki Ora nurses and dietitians
 - Healthline and Plunketline nurses – nurse guidance and caller information
 - Medical Officers of Health and Public Health Units
 - Coronial Services and Forensic Pathology.
11. Available draft guidance sets are annexed to this paper [Annex C]. These papers continue to be refined in consultation within the Ministry and with selected senior health professionals in key disciplines, and this will continue until either a controlled release of information begins or in the case of an uncontrolled release the guidance will immediately be disseminated across the sector.
12. Health professionals will receive these guidance sheets, accompanied by copies of joint MPI and MOH advisory on 'Feeding your baby infant formula' and MPI information on how to detect tampering of the packaging of infant and other formula.
13. This information will be distributed directly (under embargo and confidentiality agreements) to DHB Chief Executive Officers and Senior clinicians in conjunction with a series of teleconferences between Ministry officials and these leaders in the 24 hours immediately prior to a controlled release date and time.
14. At the time of authorised controlled release, or in the event of an uncontrolled release, the Ministry will:
 - Immediately initiate distribution by email to all professional colleges across the sector with requests to disseminate to all members
 - Email the documents to all health professionals (e.g. General Practitioners, Plunket Nurses, Midwives, Dietitians, Public Health Units, Medical Officers of Health and Ambulance Services) for whom the Ministry has an up to date email distribution list.
 - Post all documents to either the 'Our Work' section of the Ministry's web site (for health professionals) or to the 'Our Health' section for the public.
15. Where possible the Ministry in its messaging has sought not to duplicate relevant information that is available from other agencies such as MPI (food safety, safety of the infant and other formula supply chain) but incorporated references or website links to redirect either health professionals or the public who want further information.
16. The actual engagement with the health sector for a controlled release is planned to occur over the 48 hours prior to that release event. This will start with the Director-General and supporting Ministry officials briefing the Chief Executive Officers of DHBs and the two Ambulance services in a joint teleconference. This will necessarily occur under a

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confidentiality agreement, as it will predate the actual release date. The actual timing is still to be agreed with MPI.

17. In the last 24 hours prior to the controlled release further teleconferences between Ministry officials and other health professional leaders across the DHBs, community based agencies and primary care will cascade the information out to these key individuals. The material provided will be embargoed until an authorised time either just before or contemporaneous with the public release of information. A draft 'run sheet' detailing this process is attached [Annex D].

Public Information Messaging

18. The Ministry has collaborated with the MPI and the all-of-government public information messaging group that MPI has assembled, in the development of public messaging that has health content. While this is MPI messaging there has been considerable effort made to ensure alignment between MPI and the Ministry's communication products. All Ministry communication documents have been submitted to the MPI Controller and Communications lead for approval. These will be resubmitted for sign out when they are in final form. However, both MPI and the Ministry understand that in the event of an uncontrolled release, then the latest iteration of these documents will be used immediately.
19. MPI's plan for a controlled release involves media events for technical advisors and subject matter experts to be available to the media. Senior Ministry clinicians will be involved in these events. MPI has held several rehearsals for these senior spokespeople.
20. Additionally, the Ministry has negotiated the availability of senior DHB health professionals (e.g. Starship Children's Hospital clinicians and laboratory staff) and spokespeople from community based health organisations (e.g. Plunket) to be available to advise and reassure the public, in particular the parents of infants.
21. The 2014 'whey protein' event demonstrated that Plunketline and Healthline are a trusted and well utilised primary source of health information for the public. Both these agencies have been engaged by MPI and the Ministry and advise they have prepared for a surge of demand for advice and service for a controlled release and can rapidly ramp up their services if an uncontrolled release occurred.
22. The Ministry is currently collaborating with MPI to engage and brief the National Poisons Centre (NPC) on this event. This is a first step to ensure the best toxicological support is available for clinicians via TOXINZ (the NPC's online advice for health practitioners) as well as preparing the 0800 Poisonline facility to respond to demand for advice and information from health professionals and the public.

Ministry of Health Preparedness

23. The Ministry's planning for this event has been coordinated and facilitated by the Public Health Group and the Emergency Management Team. An Advisory Group of senior clinicians, public health specialists and emergency managers oversees the planning, coordination and collaboration activities across the Ministry and all inter-agency activity.
24. The Ministry's Emergency Management Team (EMT) has planned to activate the National Health Coordination Centre (NHCC) at least 24 hours ahead of the planned go-live date and time for a controlled release. Rostering for the NHCC provides for an initial 24/7 coverage in the first week. Planning allows for variation of this arrangement dependent upon demand. This will be determined by the National Coordinator

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(Emergency Management) in consultation with the Acting Director-General and National Coordinator (Clinical).

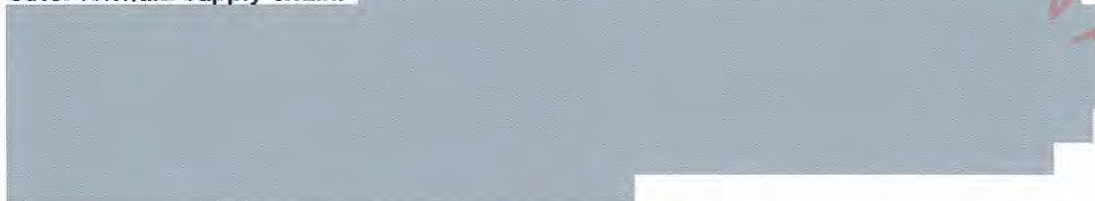
25. MPI has established an Emergency Operations Centre (EOC) at Pastoral House, The Terrace adjacent to the Ministry's Terrace office where the NHCC is situated. This proximity is advantageous. From go-live (controlled or uncontrolled release) the NHCC will post a Health Liaison Officer in the MPI EOC to ensure a smooth two way flow of critical information between the two operational centres.
26. The Ministry's Media Liaison and Strategic Communications teams are active in both developing messaging for the Ministry purposes and collaborating with the MPI Communications Group in relation to health elements of MPI and the all-of-government messaging. Ministry communication specialists (strategic, media and web) will be active within the NHCC structure. Draft talking points are attached [Annex E].
27. The Environmental and Border Health Team of the Ministry has extensive experience with 1080 through the regulatory oversight of various aspects of 1080 use as a pesticide required by statute by Public Health HSNO¹ enforcement officers. This Ministry team has facilitated the transfer of laboratory testing information for 1080 between accredited laboratories and LabPlus in Auckland, who will act as a medical reference laboratory. The Team will facilitate engagement with public health units as required.

Surveillance & Reporting

28. A current priority is the collation of baseline health surveillance data (eg: Healthline, Plunketline and notification data) and the development of mechanisms for suspected, probable or confirmed 1080 poisonings.
29. Medical Officers of Health (MOsH) – suspected or confirmed 1080 poisoning is a notifiable condition. MOsH will receive reports and pass in usual BAU processes to the Centre of Public Health Research. MOsH will also urgently report all notifications to the Ministry.
30. Reporting to Ministers will take place through regular Situation Reports.
31. We are currently finalising the case reporting of Hospital admissions, which is expected to be routed via Medical Offices of Health.
32. Local media reports (unconfirmed cases) will be promptly investigated by local MOsH and reported to the Ministry. Because the clinical presentation is non-specific it may take some time to confirm or rule out a diagnosis. This delay, combined with the rapid alert of a suspected case through social media, may complicate our public messaging.

Next Steps

33. MPI has been working to 'harden' the security of the retail segment of the infant and other formula supply chain.



34. The Ministry will continue to plan for full engagement with the sector at the authorised go-live date and the provision of clinical guidance and public information at that time.

¹ Hazardous Substances and New Organisms

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This includes activation and maintenance of service through the NHCC to the all-of-government response led by MPI, health professionals across the sector and health related media enquiry.

35.

9(2)(g)(i)

Recommendations

It is recommended that you:

1. **Note** that the Ministry is supporting the Ministry of Primary Industries as the lead agency for the All-of-Government response to the 1080 threat.
2. **Note** that Ministry senior officials are contributing to all the DESC governance entities and to MPI's Governance Committee and Technical Advisory Group.
3. **Note** that the Ministry has developed a strategy to engage and support health professionals across the sector with clinical guidance should a 1080 poisoning case be suspected and with supportive reassurance messaging for community based and primary care interacting with the concerned parents of infants.
4. **Note** that clinical guidance materials and messages have been peer reviewed for content and tone by selected senior clinicians in several key disciplines.
5. **Note** that the Ministry has supported MPI and worked with Plunketline and Healthline to assist and inform the scripting of key health messages which cover both clinical guidance, checks the public can make and public reassurance messaging through those channels.
6. **Note** that the Ministry's sector engagement strategy involves a cascade of teleconferences commencing with DHB CEOs and flowing through clinical leaders in key disciplines and across primary care and community based providers, followed by the provision of supporting material through multiple channels.
7. **Note** the Ministry is operating on the principle of endeavouring to have appropriate information available on 1080 to all health professionals and will use as many available channels as possible to achieve this.
8. **Note** that the Ministry requires a lead period of 48 hours on 'business days' to effectively engage health professionals across the devolved health sector to ensure that there is appropriate penetration of messaging and clinical guidance in relation to 1080 poisoning.
9. **Note** that the Ministry's planning is based on [REDACTED] and that any delay in that agreed date could cause difficulty in delivering the planned actions to effectively inform the health sector of the threat and related management advice unless there was sufficient forewarning.

9(2)(g)(i)

Contact person:

[REDACTED] Acting Director Emergency Management

9(2)(a)

Annex A-E are withheld under 9(2)(g)(i), noting versions are available of this material.

AM14-429

Ministry for Primary Industries
Manatū Ahu Matua



Aide-memoire:

From: Scott Gallacher
Deputy Director-General, Regulation and Assurance
for Director-General

Contact: Scott Gallacher [REDACTED]

9(2)(a)

To: Hon Nathan Guy
Minister for Primary Industries
Hon Jo Goodhew
Minister for Food Safety

Date: 11 March 2015

Operation Concord – Response update for Ministers

Purpose

1. This aide memoire updates Ministers on the response to the public announcement of the Operation Concord threat. The announcement was made at 3.45pm on Tuesday 10 March. The aide memoire provides an overview of the last day's activities. Ministers' offices will be provided with additional communications, market and other information as required.

Early public announcement

2. Officials planned the public announcement of the threat on [REDACTED]. However, during the morning of 10 March, media and market analysts' enquiries indicated they had some knowledge of the threat. ODESC met and recommended to the Prime Minister, that a public announcement be made at 3.45pm.
3. The media conference was fronted by Police Deputy Commissioner Mike Clement and MPI Deputy Director-General Scott Gallacher. A follow up media conference was held by the Prime Minister with the Ministers for Primary Industries and of Food Safety.

9(2)(g)(i)

Security Level – In Confidence

Communications cascades related to the announcement

4. Agencies had completed plans for the communications cascades that needed to take place around the time of the announcement. These were to provide information to public health agencies, dairy manufacturers, retailers, industry groups, overseas posts, foreign markets, 1080 stakeholders and others. The early announcement meant that the timeframes for circulating this material were compressed.
5. Overall the process went well, though MOH had to compress a planned 48 hour process to a few hours. The extensive pre-preparation of communications materials greatly assisted the efficient distribution of information.

Media responses to the announcement of the threat

New Zealand media

6. As expected, the story led the news last night and this is continuing today. Reporting has been balanced overall, with Police, MPI and MOH messages being reported. Industry stakeholders have been supporting the agreed messages. Two features of the coverage are the reassurances about the safety of infant formula based on all the work done, and the anger at the person/s who made the threat. Many anti-1080 activists have strongly dissociated themselves and their organisations from the threat.
7. Interest remains high across all New Zealand media outlets and there have been several questions about the reasons for the delay in informing the public. The Police, MOH and MPI held a second media conference at 10.00am today with questions directed at all agencies

Overseas media

8. Many major international news outlets are reporting the story, primarily based on the communications materials provided at the time of the announcement. It is possible these outlets will progressively include more consumer and market reactions in their countries.

9.



6(a)

Security Level – In Confidence

Social media

10. Key themes emerging from social media have been around which brands are 'safe', why the Government took so long to go public, and anger at the potential damage to New Zealand and its exports. There is a high level of sharing messages from trusted partners/official sources, including Plunket, which helps reinforce official messages.

New information website

11. A new Government food protection website was set up on Tuesday 10 March. It contains up to date information about the threat and the government response along with information for consumers. The site is www.foodprotection.govt.nz

Engagement with public health authorities

12. MOH initiated a rapid cascade of their public health stakeholders yesterday once the public announcement had been agreed.
13. Plunketline and Healthline received a spike in calls relating to 1080 round the evening news time. In total, up to midnight Tuesday, Plunketline received 99 calls about 1080. This was one in four of their calls in the period.
14. MOH reports that their public health processes for managing the responses to the threat are operating well. Information is available for those hospitals, clinicians and others who may need it.

Retailer actions and customer responses

15. The early engagement with retailers meant that supermarkets were ready to implement additional security measures in stores promptly. The specific responses depend on store configuration and some stores are holding stocks of infant formula behind the counter.
16. Customers' initial reactions to these measures has been positive.

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Next steps – consumer confidence and markets

24. The focus of officials work for the days ahead will remain on:

- engaging and responding to the media to ensure that agreed health and consumer messages and information are available to the mainstream and social media;

Security Level – In Confidence

-

6(a)

25. Over the next week the media interest and debate is likely to extend to the reasons for the use of 1080 in New Zealand. Communications materials have been prepared to respond to this.

Minister / Minister's Office

Seen / Referred

RELEASED UNDER THE OFFICIAL INFORMATION ACT

AM14-434

Ministry for Primary Industries
Manatū Ahu Matua



Aide-memoire:

From: Scott Gallacher
Deputy Director-General, Regulation and Assurance
for Director-General

Contact: Scott Gallacher [REDACTED]
To: Hon Nathan Guy
Minister for Primary Industries
Hon Jo Goodhew
Minister for Food Safety

9(2)(a)

Date: 12 March 2015

Operation Concord – Response update for Ministers

Purpose

1. This aide memoire updates Ministers on the response to the public announcement of the Operation Concord threat. The announcement was made at 3.45pm on Tuesday 10 March. The aide memoire provides an overview of the last day's activities.

Overview of the day

2. Media interest in the threat has remained strong domestically, but is starting to diminish, with the focus moving from the risk to infants' health to questions about retailers' actions to secure formula supplies, the decision to make the threat public and impacts on markets. International media coverage is slowing, but we continue to watch [REDACTED]

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3. [REDACTED]

4. [REDACTED]

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6(c)

Security Level – Restricted

Media coverage

New Zealand media

5. There remains strong interest in the threat from New Zealand media, but it is starting to diminish. Another press conference was held this morning with Police, MPI, MOH and EPA representatives. The attendance was reduced from previous conferences.
6. The media has also interviewed people from the infant formula sector who have commented on the wisdom of making the threat public. They indicate that these sorts of threats are common overseas and the public is never told. These views are being responded to in interviews of officials and in information provided to media.
7. 1080 activists continue to dissociate themselves and their organisation from the threat. Some have reported they have been visited by the Police.
8. Social media conversations about the threat have been steady, but may now be dropping.

Overseas media

9. There was an initial small upswing in media coverage, [REDACTED] 6(a)
[REDACTED] There are also some opinion pieces about how New Zealand has responded to the threat.
10. [REDACTED] 6(a)
11. Overall, there is a limited number of new articles, but strong syndication and social media sharing of these in some countries [REDACTED] 6(a)

New information website

12. The new food protection website [www.foodprotection.govt.nz] is being accessed by mobile devices and by computers. The majority of the traffic (88%) is from New Zealand.

Public health

13. MOH continues to closely monitor mainstream and social media comment about health aspects of the threat. Comments on Twitter are retweeting official media releases, speculating about what sort of person would do this, and expressing resentment at the actions of the blackmailer. Parenting forums are discussing the actions of supermarkets in protecting infant formula.

Security Level – Restricted

14. Plunket has received some calls from parents unable to buy formula as some retailers had withdrawn product. This was a temporary issue as retailers moved stock.
15. Calls about 1080 to Plunketline and Healthline continue, but appear to be at a reduced level. The two helplines also have a pre-recorded message on 1080 and this was accessed 39 and 28 times respectively by callers.
16. MOH is working with DHBs to ensure that there is appropriate security for infant formula used in hospitals.
17. MOH has notified the World Health Organisation (WHO) of the threat as required by Articles of the International Health Regulations. MPI has also informed Food Standards Australia and New Zealand (FSANZ) and INFOSAN, the International Network of Food Safety Authorities, a WHO subsidiary body.

Retailer actions and customer responses

18. Daily teleconferences with retailers report that customers are continuing to buy infant formula, with no evidence of either panic buying of formula or of people holding off buying supplies.
19. MPI has received a handful of reports of customers who were unable to buy formula from their regular stores. These issues arose while stores were repositioning stocks of infant formula or transferring them to behind the counter. These problems of access to infant formula were all quickly resolved.
20. One million pamphlets with information for customers of infant formula are currently being distributed to stores throughout the country.

[REDACTED]

[REDACTED]

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21. [REDACTED]

22. [REDACTED]

Security Level – Restricted

6(a)

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[REDACTED]

24.

[REDACTED]

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[REDACTED]

26.

[REDACTED]

27.

[REDACTED]

28.

[REDACTED]

[REDACTED]

Ongoing communications with manufacturers, global suppliers and retailers

29. MPI is currently holding teleconferences with key stakeholder groups to hear their views on the situation and to answer questions. These give MPI early information about issues that are arising and enable quick response or resolution.

30. A separate teleconference was held with holders and users of 1080. This meeting focussed on security of premises and of stocks of 1080 and pest control pellets.

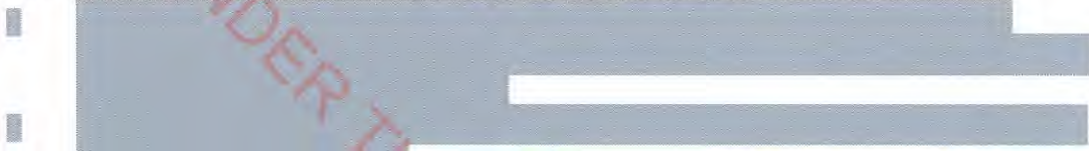
Security Level – Restricted

New 1080 regulations

31. On 11 March, the Minister for the Environment introduced tighter controls on the holding and use of high purity 1080 in laboratories through a change in Regulations under the Hazardous Substances and New Organisms Act. The current regulations exempt research laboratory use of 1080 from the stringent controls applied to pest control uses of 1080.
32. The new provisions will track the quantity of the 1080 stored and used, and require Environmental Protection Authority certification of importers of high purity 1080 into New Zealand.

Next steps

33. The focus of officials work for the days ahead will be to:



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(d)

- Engage with media to ensure that agreed health and consumer messages and information are available to mainstream and social media.

Minister / Minister's Office

Seen / Referred