RESTRICTED

NOTE TO MINISTERS FOLLOWING ODESC MEETING TO CONSIDER WHOLE-OF-GOVERNMENT RESPONSE TO THE THREAT RECEIVED BY FONTERRA AND FEDERATED FARMERS

Situation

- On Thursday 27 November 2014 the CE of Fonterra received a letter in the mail addressed to his Auckland business address containing a small sealed plastic bag alleged to contain a sample of infant formula contaminated with 1080 and a letter of threat.
- The letter threatens to release NZ infant formula, and other formula, contaminated with traces of 1080 unless use of 1080 in NZ stops (d)
- The letter stated that the notice is private and confidential and will remain as such unless the requirement to stop using 1080 is not met.
- A similar package was sent to the CE of Federated Farmers and is now with Police.

Response to date and next steps

	X	
	we been prepared by MPI, in consultation with MFAT and Police, to and public in the event the threat is made public.	
urther reassurance arou PPMC convened a watch	or there are any additional steps that could be taken to provide even and New Zealand's manufacturing and auditing processes. In group on Thursday late-afternoon and an ODESC met today (Friday	
urther reassurance arou DPMC convened a watch 8 Nov).	und New Zealand's manufacturing and auditing processes.	

- Communications directors from key agencies are meeting to prepare communications messages responding to a range of scenarios related to the contamination threat.
- MPI is the regulator for New Zealand's comprehensive programme to manage risks to food safety, and works closely with the dairy industry. All dairy processing companies have risk management programmes and these are regularly audited by independent accredited third party agencies.
- All infant formula commercially exported from New Zealand is subject to Official Assurances by MPI. MPI's Official Assurance Programme provides a government endorsement of adherence to New Zealand regulatory requirements, ensuring integrity, safety, and traceability

RESTRICTED

Officials strongly recommend that this matter be closely contained and not discussed with anyone else unless they have specific need to know.

Suggested reactive talking points

- A threat targeting New Zealand interests has been received, related to opposition to 1080 use in New Zealand.
- and it reflects continuing deeply held opposition in some sectors of the community about 1080 use in New Zealand, despite numerous reviews that have endorsed its use within tightly regulated pest control operations.
- Government is co-ordinating a multi-agency response to the threat, and the Police are leading a criminal investigation.
- There is no imminent danger or risk to the safety of New Zealanders or citizens of other countries. This is because the nature of the threat is such that certain conditions must be complied with by a future date.
- Given that this is a criminal investigation, it would be inappropriate to comment further.
- If the fact of Fonterra and Federated Formers' involvement is asked about then say: With CARL MACORMAN ACA
 - "we're working closely with them"

9(2)(g)(i)



BRIEFING FOR THE MINISTER OF POLICE

Priority	⊠ Urgent □	Non-urgent		
	This matter will be discussed with the Prin	me Minister this e	vening	6(c)
Subject	Threat to contaminate Fonterra infant formula			
Date	28 November 2014 Ref	3R/14/50MW		
First contact	Mike Clement: Deputy Commissioner Nation	nal Operations		
Second contact				9(2)(a)
Reco	mmendations:			_
The	recommendations are that the Minister of Police	e:		
(a)	note that Fonterra has advised Police of threatening to contaminate with Sodium m (1080) dairy infant formula unless 1080 is removed from use in	onofluoroacetate	res/No	6(c
(b)	note that the threat stipulates that the action if no action is taken from use in New Zealand by that date		es/No	
(c)	note that Police has commenced a priority the contamination threat	investigation into	YesNo	
(d)	note that ODESC has set up a watch gro intention is to keep this information close for		resino	
(e)	note that the watch group has agreed that act as lead agency for the investigation, MP food safety aspects of the threat and the consult on crafting key public messages	I has lead on the	xes/No	
(f)	note that the watch group has also agreed of Police was best placed to be t	I that the Minister	Yes/No	10

Hon Micha Woodhouse Minister of Police

29 /// /2014 Date

Th	reat to contaminate Fonterra infant formula	6(c
Pu	rpose	
1.	This brief advises of an anonymous written notice received by the CEO of Fonterra, Theo Spierings on 27 November 2014 which is threatening to contaminate infant formula	6(c)
2.	Police has commenced a priority investigation into the threat.	
Ва	ckground	
Fo	nterra	
3.	On Thursday, 27 November 2014 Fonterra received a letter in the ordinary mail addressed to the CEO Mr T Spierings at his Auckland business address.	6(c)
4.	The letter contained a small sealed plastic bag alleged to contain a sample of Fonterra dairy infant formula it also contained a written note.	
5.	The note threatened to release New Zealand infant and other formula contaminated with traces of 1080 (Sodium Fluoroacetate) unless 1080 was removed from use in New	6(c)
	Zealand by	
6.	The note stated that action would take place if 1080 were still in use in New Zealand.	6(c)
7.		6(c)
8.		
Fe	derated Farmers	
	Also on 27 November Federated Farmers received a similar package in the mail containing white powder	6(c)
Re	esponse to date	
10		6(c)
11		40)
12		

13. 6(c)

ODESC/Watch Group

- 14. The Department of Prime Minister and Cabinet has convened a watch group which met on 27 November.
- 15. The watch group considered there was no current risk to human health
- 16. Points discusses at the Watch Group were:
 - The use of 1080 in New Zealand as the most effective poison used to control pests in the conservation estate and to combat the spread of bovine tuberculosis
 - The risk to international trade and relationships should this threat become public.
- 17. Consequently the Watch Group decided that:
 - The incident should be held closely at present
 - MPI should, in consultation with MFAT and Police should craft key messages

9(2)(c)

9(2)(d)

- 6(a)
- ODESC should discuss the benefits and risks associated with taking either a proactive or reactive approach.
- 9(2)(ba)(i)
- The Minister of Police should be the lead spokesperson should this be required.
- 18. Officials continue to work closely with both Fonterra, and Federated Farmers. Police has designated contact points with both Fonterra and Federated Farmers.
- 19. You will be briefed again once more details on progress with the investigation and with key messages when required.

Mike Clement

Deputy Commissioner: National Operations.



BRIEFING FOR THE MINISTER OF POLICE

Priority	☐ Urgent IF URGENT, WHY AND IN	DICATE DATE	□ Non-urgent RESPONSE REQUIRED		
Subject	Update following ODESC meeting of 12:00 Friday 28 November				
Date /	28 November 2014	Ref	BR/14/51MW		
First contact	Dave Cliff: Assistant Comm	nissioner Road I	Policing:	9(2	
Second contact	70.				
Recomme	endations:				
Γhe recom	mendations are that the Minist	er of Police:			
a) not	te the attached summary points	from today's n	hidday ODESC meeting	Yes/No	
		On	induty obligation in coming	XX	
b) not	te initial suggested reactive con	nments		Yes/No	
	te agencies are continuing to			Yea/No	
SCI	eduled to meet again at 9:30 o	in Monday i De	✓.	1	
	te the Ministry of Primary Indus d Police lead on the threat inves		on food safety matters	Yes/No	
			P		
Minister's	comments:		12	X	
				Or	
	29	/// /2014		YC.	
	ael Woodhouse	Date		,	
Minister of	Police				

NOTE TO MINISTERS FOLLOWING ODESC MEETING TO CONSIDER WHOLE-OF-GOVERNMENT RESPONSE TO THE THREAT RECEIVED BY FONTERRA AND FEDERATED FARMERS

Situation

 On Thursday 27 November 2014 the CE of Fonterra received a letter in the mail addressed to his Auckland business address containing a small sealed plastic bag alleged to contain a sample of infant formula contaminated with 1080 and a letter of threat.

6(c)

- The letter threatens to release NZ infant formula, and other formula, contaminated with traces of 1080
 unless use of 1080 in NZ stops
- The letter stated that the notice is private and confidential and will remain as such unless the requirement to stop using 1080 is not met.
- A similar package was sent to the CE of Federated Farmers and is now with Police.

Response to date and next steps

 Police have initiated an investigation into both the source of the letter and the contents of the plastic bag received.

6(c)

 Key public messages have been prepared by MPI, in consultation with MFAT and Police, to reassure the New Zealand public in the event the threat is made public.

6(a)

- MPI is assessing whether there are any additional steps that could be taken to provide even further reassurance around New Zealand's manufacturing and auditing processes.
- DPMC convened a watch group on Thursday late-afternoon and an ODESC met today (Friday 28 Nov). The watch group considered there was no current risk to human health.

6(a)

 Officials are working closely with Fonterra and Federated Farmers and Police have designated contact points with Fonterra and Federated Farmers.

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

- Communications directors from key agencies are meeting to prepare communications messages responding to a range of scenarios related to the contamination threat.
- MPI is the regulator for New Zealand's comprehensive programme to manage risks to food safety, and works closely with the dairy industry. All dairy processing companies have risk management programmes and these are regularly audited by independent accredited third party agencies.
- All infant formula commercially exported from New Zealand is subject to Official Assurances by MPI. MPI's Official Assurance Programme provides a government endorsement of adherence to New Zealand regulatory requirements, ensuring integrity, safety, and traceability
- Officials strongly recommend that this matter be closely contained and not discussed with anyone else unless they have specific need to know.

Suggested reactive talking points

A threat targeting New Zealand interests has been received, related to opposition to 1080 use in New Zealand.

SENSITIVE

- and it reflects continuing deeply 9(2)(g)(i) held opposition in some sectors of the community about 1080 use in New Zealand, despite numerous reviews that have endorsed its use within tightly regulated pest control operations.
- Government is co-ordinating a multi-agency response to the threat, and the Police are leading a criminal investigation.
- There is no imminent danger or risk to the safety of New Zealanders or citizens of other countries. This is because the nature of the threat is such that certain conditions must be complied with by a future date.
- Given that this is a criminal investigation, it would be inappropriate to comment further.
- If the fact of Fonterra and Federated Farmers' involvement is asked about then say:
 - o "we're working closely with them"

Police comment

NZ Police can confirm they are investigating two incidents in relation to suspicious communications being received by two organisations. Police staff are working with other DEED TAKE OF THE agencies as appropriate to assess the nature of the communications and any further steps that may be required.

AM14-263

Ministry for Primary Industries Manatū Ahu Matua

Aide-memoire:

From: Andrew Coleman

Chief Operations Officer for Director-General

Contact: Andrew Coleman

To: Hon Nathan Guy

Minister for Primary Industries

Hon Jo Goodhew

Minister for Food Safety

Date: 1 December 2014

Operation Concord

Situation

 On Thursday 27 November 2014, Fonterra Chief Executive Theo Spierings, received a letter at his Auckland business address containing a small sealed plastic bag alleged to contain a sample of infant formula contaminated with 1080.

2. A letter with the package threatens to release NZ infant formula, and other formula, contaminated with traces of 1080

6(c), 9(2) (d

6(c)

9(2)(a)

- The letter states that the notice is private and confidential and will remain as such unless the requirement to stop using 1080 is not met. A similar package was sent to the Chief Executive of Federated Farmers and is now also with Police.
- The response to the threat has been named "Operation Concord" by the Police and police investigation is a principal focus at this time

Initial responses

Preliminary analysis of substance in plastic bag

Police have initiated an investigation into both the source of the letter and the contents of the plastic bag.

6(c)

Coordination of government response activities

	ODESC met on Friday 28 November. The watch group considered there was no	
1	current risk to human health.	6(
		-(
1		
	Officials are working closely with Fonterra and Federated Farmers, and Police have designated contact points with Fonterra and Federated Farmers.	
	MPI has established a senior leadership team to oversee Operation Concord.	
rep	paration of messages to respond to public and media	
).		
		9
1.	Key public messages have been prepared by MPI, in consultation with MFAT and Police, to reassure the New Zealand public in the event the threat is made public. As at Saturday 29 November, there have been no media queries	
	Reactive talking points are listed	•
	at the end of this aide memoire	
2.	MPI has convened an all of government, Fonterra and Federated Farmers Communications team to monitor media and communications. Communications directors from key government agencies are meeting on Monday morning to prepare communications messages responding to a range of scenarios related to the contamination threat.	
3.	MPI is the central point of contact with Fonterra and Federated Farmers and points of contact have been established.	
eg	ulatory oversight of infant formula manufacturing facilities in New Zealand	>
4.	MPI is the regulator for New Zealand's comprehensive programme to manage risks to food safety, and works closely with the dairy industry. All dairy processing companies have risk management programmes and these are regularly audited by independent accredited third party agencies.	

- 15. All infant formula commercially exported from New Zealand is subject to Official Assurances by MPI. MPI's Official Assurance Programme provides a government endorsement of adherence to New Zealand regulatory requirements, ensuring integrity, safety, and traceability
- MPI is assessing whether there are any additional steps that could be taken to provide even further reassurance around New Zealand's manufacturing and auditing processes.

Updates to Ministers

- Ministers will be regularly updated with progress on the response to the threats to contaminate infant formula.
- Officials strongly recommend that this matter be closely contained and not discussed with anyone else unless they have specific need to know.

Reactive talking points

- 19. The initial reactive talking points prepared are listed below:
 - A threat targeting New Zealand interests has been received, related to opposition to 1080 use in New Zealand;
 - and it reflects continuing deeply held opposition in some sectors of the community about 1080 use in New Zealand, despite numerous reviews that have endorsed its use within tightly regulated pest control operations;

9(2)(g) (i)

- Government is co-ordinating a multi-agency response to the threat, and the Police are leading a criminal investigation;
- There is no imminent danger or risk to the safety of New Zealanders or citizens of other countries. This is because the nature of the threat is such that certain conditions must be complied with by a future date;
- Given that this is a criminal investigation, it would be inappropriate to comment further;
- If the fact of Fonterra and Federated Farmers' involvement is asked about then say, "we're working closely with them".

Minister / Minister's Office

Seen / Referred

/ /2014

AM14-272

Ministry for Primary Industries Manatū Ahu Matua

Aide-memoire:

From: Scott Gallacher

Deputy Director-General, Regulation and Assurance

for Director-General

Contact: 9(2)(a)

To: Hon Nathan Guy

Minister for Primary Industries

Hon Jo Goodhew Minister for Food Safety

Date: 5 December 2014

Operation Concord – Threat to contaminate infant formula 6(c)

Situation

1. This aide memoire updates Ministers on the response to the threat made to Fonterra and Federated Farmers to contaminate infant formula

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

2. 6(c)

 ODESC has met twice to coordinate response activities across departments. At this time, the Police investigation remains the principal focus of the investigation. The outcomes of the investigation will feed into and support other response activities.

Current activities

Police investigation



Communications strategy

- 6. The multiagency communications group, led by MPI, has focused communications scenarios around two types of scenarios:
 - "Containable scenarios" are those where there is a media or other enquiry
 clearly relating to the Concord threat, but where the level of specific detail is
 low. As a result, there is a reasonable degree of confidence that the story
 can be contained and it will not imminently result in further disclosure;
 - "Breaking scenarios" are those where the degree of detail known by a
 journalist or other enquirer, is sufficiently specific to assume that information
 about threat is about to become public.
- The proposed messages for containable scenarios are listed in the Annex to this
 aide memoire.
- ODESC agreed that if there is a query, or the story is to break, DPMC CE, Andrew Kibblewhite is to be contacted to facilitate the necessary discussions with Ministers to get sign-out for the communications response. DPMC will also coordinate communications materials to ensure that these will, as far as possible, meet Ministerial requirements.
- Dairy companies have an extensive network of stakeholders both in New Zealand and overseas that they would wish to contact if a public announcement is made. Officials will work to ensure that any public announcement recognises these interests to the extent that this is possible.



13. Ministers will be updated on progress with Operation Concord next week. If there ned p.

Noophyston

Acy are any major developments, Ministers will be informed promptly.

Minister / Minister's Office

Seen / Referred

/2014

Annex 1

Communications strategy principles

The principles being followed in developing the Communications Strategy are:

- i. Consumer safety is paramount;
- ii. At the time of writing, ODESC's view is there is no imminent danger or risk to the safety of New Zealanders or citizens of other countries;
- iii. At the time of writing, ODESC considered it undesirable for detail of the threat to be made public;
- iv. If detail of the threat is made public then full transparency is the best method of maintaining consumer confidence and relationships with our trading partners subject to undermining the police investigation;
- v. If a "containable scenario" occurs, it should be considered as a precursor to the full story breaking. Urgent consideration should be given to the timing of a proactive announcement.

Reactive talking points

The current reactive talking points for containable scenarios are:

- i. A threat targeting New Zealand interests has been received, related to opposition to 1080 use in New Zealand;
- ii. and it reflects 9(2)(g)(i) continuing deeply held opposition in some sectors of the community about 1080 use in New Zealand, despite numerous reviews that have endorsed its use within tightly regulated pest control operations:
- iii. Government is co-ordinating a multi-agency response to the threat, and the Police are leading a criminal investigation;
- iv. Because of the nature of the threat, ODESC believes there is no imminent danger or risk to the safety of New Zealanders or citizens of other countries.
- v. Given that this is a criminal investigation, it would be inappropriate to comment further;
- vi. If the fact of Fonterra and Federated Farmers' involvement is asked about then say, "we're working closely with them".

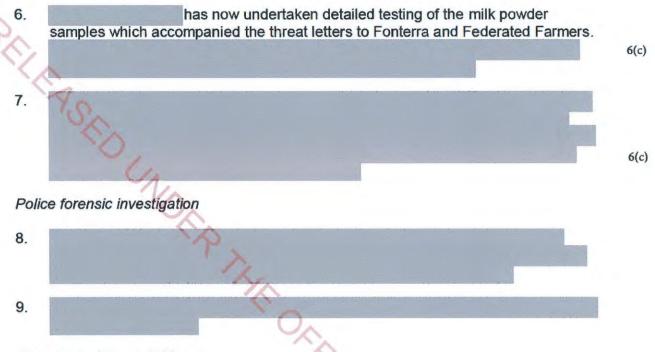
AM14-280

Ministry for Primary Industries Manatū Ahu Matua

Aide	-memoire:	
Fron	Andrew Coleman Chief Operations Officer for Director-General	
Con	tact: Andrew Coleman	9(2)(a)
To:	Hon Nathan Guy Minister for Primary Industries	
	Hon Jo Goodhew Minister for Food Safety	
Date	: 12 December 2014	
Ope	ration Concord – Threat to contaminate infant formula	
Situ	ation	
1.	This aide memoire updates Ministers on the response to the threat made to Fonterra and Federated Farmers, to contaminate infant formula	
	Politeria and Federated Farmers, to contaminate infant formula	
2.		
	0	6
3.	In addition to the Police investigation, departments are further analysing the credibility of the threat and preparing communication and other responses to range of possible scenarios for publicity and other actions.	
4.		
	This remains a very sensitive investigation and information on the operation	1

Current activities

Analysis of milk powder



Communications activities

- Responses to three communication scenarios are being further developed. These are:
 - Planned release of information timing and information can be controlled;
 - Story breaks in the media can't be controlled;
 - Information received indicating the story going to break officials may have 6-12 hours to respond.
- 11. Officials are aware that the story could potentially break during the Christmas period and are preparing to be able to respond if this was to happen.
- 12. As previously agreed by ODESC, if there is a query, or the story is to break, DPMC CE, Andrew Kibblewhite is to be contacted to facilitate the necessary discussions with Ministers to get sign-out for the communications response.
- 13. The key communications messages have been updated and are annexed.



MPI response established

- 18. This week MPI set up a formal response to coordinate activities within MPI and with other agencies. MPI routinely uses the response process and structure to coordinate the response activities involved in biosecurity incursions and food issues.
- The work undertaken as part of the MPI response will feed directly into the ODESC Watch Group process.

Next update for Ministers

Ministers will be updated on progress with Operation Concord next week if there is new information to report. If there are any major developments, Ministers will be informed promptly.

Minister / Minister's Office

Seen / Referred

Annex 1

Messaging for containable scenarios

(That is, where only limited information is in the public arena and we have reasonable confidence further detail is unlikely to emerge in the short term)

- A threat targeting New Zealand interests has been received, related to opposition to 1080 use in New Zealand.
- Government views such threats with the utmost seriousness.
- Based on the nature of the threat, we believe there is no imminent danger to the public.
- Government agencies are working together to monitor the situation and the Police are leading a criminal investigation.
- Given that this is a criminal investigation, it we cannot comment further on specifics.
- The situation reflects deeply held opposition in some sectors of the community about 1080 use in New Zealand - despite independent and rigorous reviews that have endorsed its use within tightly regulated pest control operations.
- If the fact of Fonterra and Federated Farmers' involvement is asked about then say:
 - o "We're working closely with a range of organisations".

Messaging for 'breaking' scenarios

(Where detail of the issue breaks or we chose to be proactive – will need to be adjusted depending on circumstances.)

The threat involves contamination of infant and other formula with 1080,

together to utilise collective knowledge and expertise to respond to it.

- A threat targeting New Zealand interests has been received, related to opposition to 1080 use in New Zealand.
- Our first priority is the safety of consumers. Because of specific aspects of the threat, we believe there is no imminent danger or risk to New Zealand or overseas consumers.

 6(c),
 9(2)(d)
- Government views this threat with utmost seriousness. Police immediately launched a criminal investigation and multiple government agencies, and industry, are working

• 6(a)

6(c)

 The situation reflects deeply held opposition in some sectors of the community about 1080 use in New Zealand, despite independent and rigorous reviews that have endorsed its use within tightly regulated pest control operations.

> 6(a), 9(2)(d)

- Government officials and industry are working together to ensure the supply chain remains secure and to put additional safeguards in place if necessary.
- Given this is a criminal investigation we cannot comment further on specifics of the fthe source is

 Months Andrew Constitution of the constitution of threat, detail of the investigation or measures being put in place. However, there is significant resource being applied to the investigation and the full force of the law will be applied.



BRIEFING FOR THE MINISTER OF POLICE

Prio	rity	□ Urgent			Non-urgent		
Sub	ject	Update: Operatio	n Concord	74600	-		
Date	,0	16 December 2014		Ref	BR/14/63		
First		Malcolm Burgess A and International	Assistant Commis	sioner	Investigations, National S	Security	
Sec		10A	estedent William ann ann an a				9(2)(a)
(a) (b) (c)	note Fonte note confii	that detailed analysismed Police investigation	ter on the responder of the samples of 1080.	onse t minate sent w g, dep prepar	o the threat made to infant formula th the threat letters has partments are further ing communication and	Ves/No	6(c)
(d)					90	Yes/No	6(c), 9(2) (c)
(e)		this remains a se ation is being closely			nd information on the ments	Yes/No	
(f)	ODE	SC has agreed that ssions with Ministe	the CE of DPM	C will	r the Christmas period, facilitate the necessary greed communications	Yes/No	

Minister's comments:

Hon Michael Woodhouse Minister of Police

BRIEFING FOR THE MINISTER OF POLICE Restricted

Update: Operation Concord

Purpose

1. This brief provides an update on the response to the threat made to Fonterra and Federated Farmers, to contaminate infant formula with 1080 poison, unless use of 1080 in NZ stops

6(c)

Background

- 2. On 27 November 2014 the CEO of Fonterra in Auckland and the CEO of Federated Farmers in Wellington received anonymous letters containing small sealed plastic bags alleged to contain a sample of Fonterra infant formula with traces of 1080.
- Police are undertaking low-key but priority investigations.
- Several ODESC meetings have been held. A further ODESC meeting is planned for 14:00 hrs 17 December 2014.

Current activities P TAK ORRICH WEORMATION A Analysis of milk powder 6(c) 6. 7. Police forensic investigation 8. 6(c) 9. 10. 11. 12. 6(c), 9(2)(d) 13.

BRIEFING FOR THE MINISTER OF POLICE Restricted

MPI response established

- 14. In the week commencing 8 December, MPI set up a formal process to coordinate activities within MPI and with other agencies. MPI routinely uses the response process and structure to coordinate the response activities involved in biosecurity incursions and food safety issues.
- 15. The work undertaken as part of the MPI response will feed directly into the ODESC Watch Group process.

Communications activities

- 16. Responses to three communication scenarios are being further developed. These are:
 - planned release of information timing and information can be controlled;
 - story breaks in the media can't be controlled;
 - Information received indicating the story going to break officials may have 6-12 hours to respond.
- 17. Officials are aware that the story could potentially break during the Christmas period and are preparing an agreed response if this were to happen.
- 18. As previously agreed by ODESC, if there is a query, or the story is to break, DPMC CE, Andrew Kibblewhite is to be contacted to facilitate the necessary discussions with Ministers to get sign-out for the communications response.



- 20. Draft communications messages have been prepared and Police is providing input.
- This remains a very sensitive investigation and information on the operation is being very closely contained within departments.

Communications with Ministers

22. Ministers will be updated on progress with Operation Concord if there is new information to report. If there are any major developments, Ministers will be informed promptly.

Mike Clement

Deputy Commissioner: National Operations