

National Disaster Resilience Strategy

Rautaki ā-Motu Manawaroa Aitūā

We all have a role in a disaster resilient nation

He wāhanga tō tātau katoa i roto i te iwi manawaroa aitūā

SUMMARY VERSION

Promoting an inclusive approach: resilience and people disproportionately affected by disaster



National Disaster Resilience Strategy

The following provides a summary of the National Disaster Resilience Strategy, a 10 year strategy made under the civil defence emergency management Act. The summary provides an introduction to the intent and purpose of the Strategy, an overview of the key points, and tailored recommendations for different groups in society.

Purpose of the Strategy

The purpose of this Strategy is to outline the vision and long-term goals for civil defence emergency management (CDEM) in New Zealand. CDEM in New Zealand is governed by the CDEM Act, which:

- promotes the sustainable management of hazards in a way that contributes to safety and wellbeing;
- encourages wide participation, including communities, in the process to manage risk;
- provides for planning and preparation for emergencies, and for response and recovery;
- requires local authorities to co-ordinate reduction, readiness, response and recovery activities through regional groups;
- provides a basis for the integration of national and local planning and activity through a national strategy and plan; and
- encourages coordination across a wide range of agencies, recognising that emergencies are multi-agency events affecting all parts of society.

This reflects an overarching intent for a resilient New Zealand.

This is important because New Zealanders are, and will continue to be, at risk from a broad range of hazards.

Many of the risks we face both now and in the future can be readily identified. However, we also need to recognise that the future is uncertain: significant, unexpected, and hard-to-predict events are inevitable. The further we probe into the future, the deeper the level of uncertainty we encounter. Within this uncertain future environment, resilience is an important requirement for success. Resilience is the ability to anticipate and resist disruptive events, minimise adverse impacts, respond effectively, maintain or recover functionality, and adapt in a way that allows for learning and thriving. In essence, it's about developing a wide zone of tolerance – the ability to remain effective across a range of future conditions.

Given our risk landscape, and the uncertainty of the wider domestic and global environment, it is important for us to take deliberate steps to improve our resilience and protect the prosperity and wellbeing – of individuals, communities, businesses, our society, the economy, and the nation as a whole.

We can do much to reduce our risks, through both a risk management approach, and to build our broader societal resilience. We can also ensure we have effective processes in place for responding to and recovering from emergencies and other types of disruption when they do happen.

The Strategy sets out what we as New Zealanders expect of a resilient New Zealand, and what we want to achieve over the next 10 years. It explicitly links resilience to the protection and growth of living standards for all New Zealanders, and promotes a wide, whole-of-society, participatory and inclusive approach.

The Strategy provides the vision and strategic direction, including priorities and objectives for increasing New Zealand's resilience to disasters. The detail of *how* those objectives are to be achieved sits in a roadmap of actions, alongside other related key documents including the *National CDEM Plan and Guide*, the *National Security Handbook*, CDEM Group plans, and a range of other supporting policies and plans.

Intended audience and use of the Strategy

This Strategy is for all New Zealanders, and all those who live, work or visit here.

It is intended to provide a common agenda for resilience that individual organisations, agencies, and groups can align with for collective impact.

Central government, local government, businesses, organisations, and iwi can use the Strategy to guide them in building resilience both for their own organisation, and for the people and communities they support or provide services for.

Hapū and community organisations can use the Strategy to support community wellbeing and resilience, and to understand the wider network of agencies and organisations working towards common goals.

Individuals, families and whānau can use the Strategy to prompt thinking on their own resilience, and what they can do to ensure they and their dependants, including animals, are prepared for disruption and emergencies. Emergency management in New Zealand is still based, first and foremost, on a principle of self-reliance; individuals and communities must be able to care for themselves and each other, as much as possible, when the normal functions of daily life are disrupted. This Strategy provides guidance for building resilience over the long term, as well as hopefully giving assurance about the wider network of organisations supporting individuals, households and whānau at a community, local, regional, and national level.

All readers are encouraged to consider what this Strategy means for them, their family/whānau, community or hapū, business or organisation, and what they can do to contribute to their own resilience or the resilience of others. Some tailored recommendations are provided.

Resilience and people disproportionately affected by disaster

Building resilience across all parts of society requires broad engagement and partnerships. It also requires empowerment, and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters.

Understanding different vulnerabilities is important for reducing risks and ensuring particular needs are met in response and recovery. However, it is also important to recognise that many people and groups who face hardship or challenges in their everyday lives also have tremendous capacity and capability. A strengths-based approach identifying different protective and adaptive factors and opportunities, can enable, empower, and give agency to groups who might otherwise be disproportionately affected. It can also add to the richness and effectiveness of emergency management planning, and ensure the outcomes from disasters are as equitable as possible.

Resilience and disabled people

Disabled people can face particular challenges during and after disasters. These include lack of access to information and communications, inaccessible facilities and services, lack of access to needed support resources, disintegration of social connections, degradation of the environment, and lack of inclusive and responsive policy frameworks.

Internationally, there is an increasing drive to design and implement disability-inclusive disaster risk reduction and resilience practices.

The New Zealand Disability Strategy promotes a twin-track approach to inclusion: ensuring that all mainstream services are inclusive of, and accessible to, disabled people, and ensuring that there are disability-specific specialised support or services for those who need them.

Several factors have been identified that support the resilience of disabled people. These include:

Preparedness: supporting the design and implementation of resilience-focused emergency preparedness that includes disabled people, their family/whānau, caregivers and key people and/or groups in their community.

Participation and inclusion: sustainable solutions that benefit everyone in communities emerge if people with disabilities are included in emergency management planning and implementation.

Diversity within disability: effective disability-inclusive emergency management strategies require recognition of the needs and capabilities of the diverse range of lived experiences of people with disabilities.

Collaboration: following disasters, disability-inclusive response, recovery and regeneration activities require the contributions of a diverse range of stakeholders for collective impact and effective recovery.

Build back better: using disasters as an opportunity to enhance the social, economic, environmental and physical conditions of communities, including to incorporate universal design.

In addition to these factors, it is important that emergency managers, emergency responders, and those supporting communities generally, are aware of and competent in disability-inclusive planning, response, and recovery, so that disabled people can participate in resilience, response, and recovery on the same basis as others.

Resilience and children and youth

The effects of disasters are amplified for children and can have a lasting impact on their development. For example, rates of post-traumatic stress disorder among children more than doubled after the 2011 Canterbury earthquakes.

There are opportunities to build our young people's resilience to disasters through participation in appropriate readiness, response, and recovery activities. Furthermore, children and youth can be agents of change and their participation in the design of resilience initiatives can add new perspectives, creativity, and innovation.

Resilience and CALD communities

Culturally and linguistically diverse communities (or 'CALD' communities) make up a substantial and growing proportion of New Zealand's population. There are 213 ethnicities in New Zealand as at Census 2013, and New Zealand is now home to 160 languages. In addition to people who have migrated to New Zealand or who are living here temporarily, New Zealand also has a thriving tourist economy that brings around 5 million short-term visitors to the country annually.

This diversity brings richness, innovation, knowledge and experience, and a wider, and more diverse customer and employee base (the 'diversity dividend'). It also brings some challenges; notably, a large number of new migrants or visitors in New Zealand, some of whom come from very different linguistic and cultural backgrounds.

It is imperative that the vulnerability – and resilience – of CALD communities are considered across all 4Rs.

Resilience and rural communities

Rural environments differ significantly from their urban counterparts in ways that directly impact emergency management. Populations are usually dispersed across less accessible landscapes, which can leave them more exposed to the impacts of hazards, and isolated for prolonged periods of time as a result of infrastructure damage.

At the same time, rural populations are often presumed to be more resilient than urban communities, despite current statistics that indicate higher levels of mental illness and suicide in rural areas.

Acknowledgement of these differences in managing risks, responding to and recovering from emergencies, and in strengthening resilience will help to ensure that activities and messaging are rural-appropriate.

Resilience and Te Ao Māori

The effective response and significant community support facilitated by Māori in the aftermath of the Canterbury and Kaikōura earthquakes, the floods in Edgecumbe, as well as in other emergencies, has generated considerable interest in Māori disaster resilience.

Māori moral and relational attributes applied to creating community resilience promote a collaborative approach to disaster response and recovery, commitment to environmental restoration, and the extension of hospitality to others experiencing adversity. Māori also have assets and places, which have often, and will again be mobilised to secure community wellbeing in the aftermath of disasters¹.

These strengths are highly relevant to developing a resilient New Zealand, and partnering with Māori to build disaster resilience is essential to ensuring that outcome.

Tangata whenua and disaster risk reduction

Māori share a holistic and community perspective on resilience, which can be characterised as the social, physical, familial, spiritual and environmental wellbeing of whānau, the unit of cultural capital in Te Ao Māori.

When a disaster occurs, the responsibility of caring for others and Te Ao Tūroa (the natural world), falls to whānau, hapū and iwi with historical ties to the areas impacted by the disaster. Whakapapa creates a kinship-based form of capital understood by Māori as whanaungatanga (close relationships), that will be drawn on to aid whānau, hapū, and wider communities during times of adversity. Whānau, hapū and iwi respond quickly and collectively to provide

support and address the immediate needs of their communities as well as to institute practices that will aid the recovery, and the development of disaster resilience in affected regions.

This process is considered whakaoranga² – the rescue, recovery and restoration of sustainable wellbeing – and may be applied to whānau, hapū, and iwi, tribal homelands as well as all communities and parts of New Zealand impacted by disasters. The whakaoranga process is underpinned by kaupapa Māori (cultural values), informed by mātauranga Māori (cultural knowledge and science) and carried out as tikanga Māori (cultural practices). These cultural attributes interact to co-create community and environmental resilience in the context of disasters.

Key values that shape Māori inter-generational practices for facilitating whakaoranga include kotahitanga (unity), whānau (family), whakapapa (genealogy), marae (communal and sacred meeting grounds), whakawhanaungatanga (building/maintaining relationships), manaakitanga (respect/support/hospitality), and kaitiakitanga (guardianship). From a Māori perspective, such values link with a set of practices that must be learnt and enacted through giving time and support for the collective good rather than the wellbeing of oneself.

Tangata whenua and a resilient nation

The National Disaster Resilience Strategy recognises the importance of whakaoranga, the Māori-Crown relationship, and Māori worldviews generally. It is committed to an inclusive, community approach to resilience. It is focussed on putting people at the centre of resilience, including an emphasis on manaakitanga and wellbeing. It aims to build the relationship between iwi and agencies with roles in the emergency management system (*before* emergencies happen). It also seeks to build recognition of the role culture – including kaupapa Māori and tikanga Māori – plays in our wider resilience.

¹ It is important to note that while many Māori may share a similar worldview, there is still a need to recognise different dynamics both within and between iwi, hapū, and marae, and to engage with each on an individual basis. There is also a need to recognise that different iwi, hapū, and marae have different resource constraints and asset bases and their ability to respond is dependent on this; not all iwi, hapū, and marae will have the same resilience or capacity to respond.

² Acknowledgement: The concept and application of the term whakaoranga to disaster resilience were developed in the National Science Challenge Resilience to Nature's Challenges' research project: Whakaoranga marae, led by Associate Professor Christine Kenney.

National Disaster Resilience Strategy

Rautaki ā-Motu Manawaroa Aitūā

Working together to manage risk and build resilience

Our Vision

New Zealand is a disaster resilient nation that acts proactively to manage risks and build resilience in a way that contributes to the wellbeing and prosperity of all New Zealanders.

Our Goal

To strengthen the resilience of the nation by managing risks, being ready to respond to and recover from emergencies, and by enabling, empowering and supporting individuals, organisations, and communities to act for themselves and others, for the safety and wellbeing of all.

We will do this through:

1 Managing Risks

2 Effective Response to and Recovery from Emergencies

3 Enabling, Empowering, and Supporting Community Resilience

OUR OBJECTIVES

1. Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making
2. Put in place organisational structures and identify necessary processes – including being informed by community perspectives – to understand and act on reducing risks
3. Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk
4. Address gaps in risk reduction policy (particularly in the light of climate change adaptation)
5. Ensure development and investment practices, particularly in the built and natural environments, are risk-aware, taking care not to create any unnecessary or unacceptable new risk
6. Understand the economic impact of disaster and disruption, and the need for investment in resilience; identify and develop financial mechanisms that support resilience activities

7. Ensure that the safety and wellbeing of people is at the heart of the emergency management system
8. Build the relationship between emergency management organisations and iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management
9. Strengthen the national leadership of the emergency management system to provide clearer direction and more consistent response to and recovery from emergencies
10. Ensure it is clear who is responsible for what, nationally, regionally, and locally, in response and recovery; enable and empower community-level response, and ensure it is connected into wider coordinated responses, when and where necessary
11. Build the capability and capacity of the emergency management workforce for response and recovery
12. Improve the information and intelligence system that supports decision-making in emergencies to enable informed, timely, and consistent decisions by stakeholders and the public

13. Enable and empower individuals, households, organisations, and businesses to build their resilience, paying particular attention to those people and groups who may be disproportionately affected by disasters
14. Cultivate an environment for social connectedness which promotes a culture of mutual help; embed a collective impact approach to building community resilience
15. Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies
16. Address the capacity and adequacy of critical infrastructure systems, and upgrade them as practicable, according to risks identified
17. Embed a strategic, resilience approach to recovery planning that takes account of risks identified, recognises long-term priorities and opportunities to build back better, and ensures the needs of the affected are at the centre of recovery processes
18. Recognise the importance of culture to resilience, including to support the continuity of cultural places, institutions and activities, and to enable the participation of different cultures in resilience

What can I do?

He aha he mahi māku?

Individuals and families/whānau Te tangata me ngā whānau



Understand your risk

Be aware of the hazards or disruptions you could experience, your exposure – the things you have that are at risk from those disruptions, and your vulnerability – how you and your things might be adversely affected.

Reduce your risk factors

Think about the range of ways you could reduce your exposure or vulnerability, and invest in doing so where possible.

Future proof where possible

When making new purchases, think about how to future-proof yourself and build in resilience.

Stay informed

Talk to others about risk and resilience; find out the different ways you can stay informed during an emergency and how to receive alerts and warnings.

Prepare yourself and your household

Think about the range of impacts that could occur from emergencies (for example, power, water, or communications outages, access or transport issues, the need to stay in or out of your home for an extended period). Think about the things you would want or need to have available to you during that time. Remember to include animals in your emergency preparedness.

Plan for disruption

Consider how you would meet up with family/whānau and friends if there was a communications outage or access issues.

Know your neighbours

Get to know your neighbours and participate in your community – you are each other's front line.

Businesses and organisations Ngā pakihi me ngā whakahaere



Understand your risk

Be aware of the hazards or disruptions you could experience, how your assets (people and capital) might be impacted and the strengths and resources available to manage those disruptions.

Make resilience a strategic objective and embed it in appropriate actions, plans and strategies

The continuity of your business (and the wellbeing of the people that rely on your products/services) depends on it.

Invest in organisational resilience

Reduce and manage the factors that are contributing to your risk. Ensure comprehensive business continuity planning, and consider building your ability to respond to the unexpected.

Seek assurances about supply chain resilience

Seek specific advice and assurances from suppliers as to their business continuity plans, stock carrying policies, exposure to non-supply and supply chain alert processes.

Benefit today, benefit tomorrow

Try to find crisis/disaster preparedness solutions that have

everyday benefits for your organisation. As well as being prepared for tomorrow, you will have a better organisation today.

Consider your social impact

Consider how you can contribute to the resilience of your community, city or district. As well as helping your community, you will also be reducing the risks to your organisation of being disrupted.

Keep the long term in mind

Consider the longer-term changes in your environment, for example the impact of climate change, and how you can position your organisation to see these changes as an opportunity.

Collaborate with others and build your network

Find others with similar objectives in respect of risk and resilience, and collaborate with them – we are stronger together, and you have much to contribute and gain.

Learn about response and recovery

Understand how response and recovery will work in your district or area of interest, and build your own capacity to respond to and recover from disruption.

Communities and hapū Ngā hapori me ngā hapū



Understand your risk

Seek to build a collective understanding of your risks: the hazards or disruptions you could face, your collective exposure in terms of people, animals, property, and assets, and your vulnerabilities – how these could be adversely affected.

Reduce your risk factors

Consider whether there are ways to reduce your community's exposure or vulnerabilities – it needn't cost money, but there may be options if it does.

Keep the long-term in mind

Consider the longer-term changes in your environment, for example, the impact of climate change, and what you can do about them.

Benefit today, benefit tomorrow

Try to find risk reduction, readiness, and resilience solutions that have an everyday benefit to your community. As well as being prepared for tomorrow, you will have a richer community today.

Learn about response and recovery

Understand how response to and recovery from emergencies will work in your city or district.

Understand your collective resources

Think about what resources you have, now or in an emergency, and how you could put them to work.

Make a plan and practice it

Community response and recovery planning helps communities understand how they can help each other after a disaster. Ask your local emergency management office for help if you need it, and practice any plans, as practicable.

Organise community events

Communities who know each other are stronger communities – in good times and in bad.

Cities and districts Ngā tāonenui me ngā takiwā



Understand your risk

Identify and understand hazards and disruptions you could face, and the willingness and ability of your community to cope with disruption.

Organise for resilience

Consider whether your governance of risk and resilience is fit for purpose. Engage all interested parties and take a whole-of-city/district approach.

Make resilience a strategic objective

Make resilience a core strategic objective: the economic prosperity of your city/district, and the wellbeing of your communities depend on it.

Lead, promote, and champion

Lead, promote, and champion city/district-wide investment in resilience. Ensure resilience objectives are embedded in economic development plans and initiatives.

Tackle gaps in hazard risk management policy

Tackle gaps in hazard risk management policy, including matters of retreat or relocation from high risk areas, and adaptation to climate change.

Pursue resilient urban development

Pursue resilient urban development including risk-aware land-use decisions, and urban design and growth that incorporates resilience.

Increase infrastructure resilience

Assess risk, and ensure the resilience of critical assets and continuity of essential services.

Safeguard natural buffers

Utilise the protective functions offered by natural ecosystems wherever practicable.

Strengthen financial capacity

Understand the economic impact of disasters in your area, and the need for investment in resilience. Identify and develop financial mechanisms that can support resilience activities.

Strengthen societal capacity

Cultivate an environment for social connectedness which promotes a culture of mutual help. Support and enable grassroots efforts and organisations. Support diversity and promote inclusion.

Invest in organisational resilience

Ensure you have comprehensive business continuity planning in place, and consider and build your ability to respond to the unexpected.

Build capability and capacity for response and recovery

Ensure your capability and capacity is not just fit-for-purpose, but future-ready and adaptable.

Government and national organisations Kāwanatanga me ngā whakahaere ā-motu



Organise for resilience

Participate in mechanisms for the coordination of risk and resilience activity, and the implementation of this Strategy.

Monitor, assess and publicly report

Regularly report on:

1. risks and risk management,
2. economic loss from disasters,
3. resilience, and
4. progress on the Strategy.

Champion resilience

Promote the importance of resilience, including whole-of-society approaches, and the key values, principles, and priorities of the Strategy.

Make resilience easy

Create policies and legislation that enable and encourage resilient behaviours. Make it easy, affordable, common-sense, and familiar for clients, stakeholders, partners, decision-makers, and the public.

Tackle our complex risks

Tackle and progress some of the most complex risks facing society, including approaches for addressing risk in the highest hazard communities, and adapting to climate change.

Work together

Find others with similar objectives in respect of risk and resilience, and align policy and practice.

Invest in organisational resilience

Understand risk scenarios, including what is driving high risk ratings for your organisation and/or clients. Reduce and manage the factors that are causing your risk. Ensure comprehensive business continuity planning. Consider and build your ability to respond to the unexpected.

Invest in societal resilience

Consider societal needs and values, before, during, and after emergencies. Ensure investments are multi-purpose for stronger communities today, and in case of emergency.

Build capability and capacity for response and recovery

Ensure emergency management capability and capacity is not just fit-for-purpose, but future-ready and adaptable.

Ensure that the safety and wellbeing of people is at the heart of managing emergencies

Ensure that in emergencies the safety, needs, and wellbeing of affected people are the highest priority. Support and enable grassroots efforts and organisations. Promote inclusion and diversity.

We all have a role in a disaster resilient nation
He wāhanga tō tātau katoa i roto i te iwi manawaroa aituā

For more information, visit www.civildefence.govt.nz

