7 December 2018

Ministry of Civil Defence and Emergency Management
PO Box 5010
Wellington 6145

Email: NationalStrategy@dpmc.govt.nz

Christchurch City Council submission on the National Disaster Resilience Strategy

Introduction

Christchurch City Council (the Council) thanks the Ministry for the opportunity to provide comment on the National Disaster Resilience Strategy.

Overall, the Council is supportive of the proposed direction of the Strategy but recommend the strategy consider making ongoing strategy governance and implementation arrangements more explicit including the role of the community, as well as civil defence emergency management groups.

Please find attached the Council's submission in response to the Ministry's proposed questions. The Council has also provided specific comments on each objective of the strategy in the attachment.

As agreed, I will provide an addendum by next Tuesday.

For any clarification on points within this submission please contact Rob Orchard, Head of Civil Defence and Emergency Management at robert.orchard@ccc.govt.nz.

Yours faithfully

Lianne Dalziel
Mayor of Christchurch

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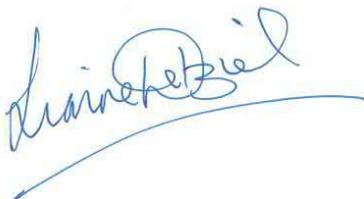
Christchurch City Council Submission

Consultation Question	Council comment	Council recommendations
1. **Do you agree with the purpose, vision and goal of the proposed strategy? If not, which of these do you disagree with and what changes would you suggest? We would also appreciate your views if you do agree with these factors.**	Whilst CCC welcomes and celebrates the aspirational targets of the strategy, it does need to be reinforced with a detailed implementation plan that compliments the outcomes of the minister's response to the TAG review, the National Plan and also the Group CDEM plan. It cannot be a 10 year plan either – it needs to be reviewed in 2021, with a view to having another plan in place in 2025. We have the following specific comments on the purpose, vision and goals of the proposed strategy: ***Purpose*** The purpose of the strategy isn't clear enough and could be more explicit. For example: • The draft strategy document states that the purpose is to "outline the vision and long term goals for CDEM in New Zealand" however the purpose also refers strongly to the CDEM Act e.g. the six bullet points in s1.1 are a truncated version of the Act's purpose. • The purpose might be better expressed as "To enable (or give effect" to the purpose of the Act." ***Vision*** The vision could be more closely aligned to giving effect to the CDEM Act if that is the intent of the draft strategy.	Ensure that this strategy is capable of translating into action by cascading items of critical importance through the National CDEM Plan and also the Group CDEM plans.

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| | It would be possible to read this Strategy and not realise that it replaces the National Emergency Management Strategy as required by the CDEM Act 2002. It is usual to look at what it is replacing, because it could be given more context.

The tagline on page 9 "Our Vision" is very broad so does not help to clarify the focus of the strategy. For example:

- 'Safe' is a very broad term, i.e. safe from what: crime, vehicle accidents, disease, natural hazards?.
- Delivering 'prosperity' is not a component of the draft strategy and may be better addressed with in other national strategies.
- We agree with the alignment of this draft strategy with the Living Standards Framework including risk and resilience across all 4 Capitals (section 2.2). However, the strategy should address the linkages and interconnectedness of all the capitals to avoid cultural matters such as heritage can be treated as a non-essential.

Goals
- The goal as currently worded is too "abstract". It puts resilience as the destination however the strategy and the creation of a resilient New Zealand is more about the journey. We suggest rewording and using language from within the strategy. e.g. "Create a nation that understands risk and is better prepared for future challenges" is a bit more intuitive.
- Cultural heritage should also be recognised as being vital to our local community identity. Heritage comes into the natural and built environment aspects of resilience. Additionally, moveable heritage (objects and documentation) should be linked to the cultural heritage of the community. Moveable heritage was not recognised or provided for in the aftermath of the Canterbury earthquakes. A broad definition of heritage would assist in this respect.
- We suggest including a role for 'narrative and story-telling' alongside Mataurangi (knowledge and understanding) as 'meaning and feeling' are equally important for encouraging action. | |
|---|---|---|

2.	**Do you agree with the priorities of the proposed strategy? If not, which of these do you disagree with and what changes would you suggest? We would also appreciate your views if you do agree with these factors.**	The Council agrees with the proposed priorities of the strategy. The priorities of managing risk, having effective responses to and recovery from emergencies and strengthening societal resilience, all align with the current 4 Rs approach to emergency management. However, the position adopted on disaster risk reduction seems to be deficit based rather than strengths based. The focus on reducing exposure and vulnerability is fine, but would be enhanced with an equal focus on building the fourth component, as it is described, capacity – defined as the strengths, attributes and resources. This would give meaning to what is essentially a collaborative approach across local and central government, DRR scientists, planners and experts and the community. There must be a much better focus on the community. The Council notes that the Minister's response to the TAG review, and the report itself, focuses largely on the 'response' component of emergencies. The 'recovery' component should also be given effect through this strategy. We anticipate that a detailed implementation plan would provide greater clarity on how and who will implement these.	That the 'recovery' component of emergencies is also given effect to through this strategy.
3.	**Do you agree with the objectives and success factors of the proposed strategy? If not, which of these do you disagree with and what changes would you suggest? We would also appreciate your views if you do agree with these factors.**	The Council agrees with the objectives and success factors of the strategy, with appropriate stretch targets to New Zealand. The Council notes that the Minister's response to the TAG review, and the report itself, focuses largely on the 'response' component of emergencies. The 'recovery' component should also be given effect through this strategy. We anticipate that a detailed implementation plan would provide greater clarity on how and who will implement these.	That the 'recovery' component of emergencies is also given effect to through this strategy.
4.	**Do you agree that a broader range of stakeholders needs to be**	The Council agrees that a broad range of stakeholders should be involved in the governance of the strategy. It is excellent to see the role for Maori emphasised in the way the draft suggests.	Continue to enable territorial authorities to manage community development

involved in governance of the strategy? If so, what ideas do you have for achieving this aim? We would also appreciate your views if you disagree with this proposition.	The Council considers that community resilience is best discussed/developed at the local level with close cooperation and involvement of all relevant stakeholders. At local level this should include the support of existing governance structures at Community Board level for assistance with monitoring and evaluating required outcomes. Steps need to be taken to identify what is required to support community, cultural (including heritage), economic and social wellbeing for future events. The Council suggests governance and implementation arrangements are made more explicit in the strategy. It is unclear in the strategy who is responsible for implementation. Particularly, CEG's and Joint committee functions are spelt out in the act but their role in the implementation or governance of this strategy isn't clear. The Council suggests clarifying these matters will provide a better understanding of how the draft strategy will be implemented.	activities, inclusive of facilitating resilience capacity and capability. Emergency response may need to be focused at regional level, with community resilience and development continuing to be the focus of Councils. Consider making the governance and implementation arrangements more explicit in the strategy.
5.	**Are there particular strengths of the proposed strategy that you would like to comment on?**	We would like to acknowledge the holistic view of resilience and the need for greater stakeholder engagement and input. This is particularly so in regards to the broader whole-of-society risks and the inclusion of Maori principles. The layout is friendly and inviting. The content and imagery is broad enough for other groups (not just CDEM) to see their place in the strategy.	None.
6.	**Are there any gaps or challenges with the current national civil defence emergency management strategy that are not addressed by the proposed strategy?**	This new strategy is best viewed as a forward focusing strategy that deals with the environment in which we find ourselves now, and also what future resilience looks like in our communities. This requires a much stronger focus on climate change, and the need to achieve a net carbon neutral future. We know we face more severe and more frequent major incidents because of climate change and the reference to these in the future or preparing for the future portrays a lack of urgency. These will happen every year and in many areas. We need a state of preparedness we have not seen before, especially as help from New Zealand will also constantly be required in our Pacific neighbours. The Council suggests the Ministry considers: • the use of a National Risk Agency as an implementation vehicle.	Consider the use of a National Risk Agency as an implementation vehicle. Ensure that the National Disaster and Resilience Strategy be considered in conjunction with any potential changes in the 3 Waters management. The Council does not think 3 waters should be

	• If there is a timeframe for which CDEM plans must align with the strategy once it is adopted this could be included as an objective. • Both Christchurch & Wellington have joined the 100 Resilient Cities Network pioneered by the Rockefeller Foundation and could assist in the resilience planning component.	separated from the functions of strong local government.

Christchurch City Council's feedback specific to the objectives of the proposed strategy

In each of these we have removed the reference to the target dates, which are based on the Sendai Framework. We are far more advanced than most countries in the world, so have placed a stretch target of 2021, which is the 10th anniversary of the February 2011 earthquake.

	Chapter 5 Managing Risks, page 24, The six objectives designed to progress the priority of managing risks are at all levels to:			
No	**Objective**	**What success looks like**	Council Comments	Council Recommendations
1	**Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making**	**By 2030, there is an agreed, standardised, and widely-used methodology for assessing disaster risks at a local government, large organisation, and central government level. Risks can be aggregated and viewed at a national or sub-national level, and the results inform the risk assessment efforts of others. Businesses and small organisations can make use of a simplified version to assess their own risks, and make decisions about courses of action.**	Agree in principle, however consider that New Zealand is in a position to be much more aspirational with the timeframes. Risks relating to the built environment could and should continue to be managed through appropriate consenting processes and resource management as required. Specific Disaster risks should be identified and managed through the CDEM function. Ultimately, these risks should be identified and managed at the Regional CDEM level in conjunction with individual territorial authority representation along with appropriate industry experts.	Bring forward the timeframe to 2021 with a report back to the international conference scheduled for that year. Enable the Regional CDEM function to establish 'Disaster' risks within each regional boundary and work collaboratively with all sectors public, private and societal.
2	**Put in place organisational structures and identify necessary processes to understand and act on reducing risks**	**By 2030, the governance of risk and resilience in NZ is informed by multi-sectoral views and participation including the private sector, civil society, and other community representatives. Progress on risk**	Agree in principle, however consider that New Zealand is in a position to be much more aspirational with the timeframes. At local level this could include governance at Community Boards	Bring forward the timeframe to 2021 with a report back to the international conference scheduled for that year.

			for monitoring and evaluating required outcomes.	This strategy needs to be supported by an in-depth implementation plan that complements the minister's response to the TAG review, the National and also the Group CDEM plans.
3	**Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk**	**By 2030 we have an agreed 'plain English' lexicon for risk, including better visual products for describing the risk of any situation, hazard, product, or process; government agencies and science organisations regularly communicate with the public about risks in a timely and transparent manner, and in a way that is understandable and judged effective by the public.**	Agree in principle, however consider that New Zealand is in a position to be much more aspirational with the timeframes. This is a highly aspirational target in regards to the proposed scope and will need further clarification for implementation.	Bring forward the timeframe to 2021 with a report back to the international conference scheduled for that year. Provide further clarity regarding 'products' and whether there is already a recommended system that can communicate risks in an appropriate format, and one that can receive feedback from the public regarding its effectiveness.
4	**Address gaps in risk reduction policy (particularly in the light of climate change adaptation)**	**By 2030 we have had a national conversation – including with affected and potentially-affected communities – about how to approach high hazard areas, and we have a system level-response (including central and local government) with aligned regulatory and funding/financing policies in place.**	Agree in principle, however consider that New Zealand is in a position to be much more aspirational with the timeframes. Natural Hazard Coordination Groups at regional level could provide the forum from which regional alignment regarding regulation and financing could be addressed.	Bring forward the timeframe to 2021 with a report back to the international conference scheduled for that year. Enable CDEM Groups to facilitate the conversation between regional and local. This strategy needs to be supported by an in-depth implementation plan that complements the minister's

			response to the TAG review, the National and also the Group CDEM plans.
5	**Ensure development and investment practices, particularly in the built environment, are risk-sensitive, taking care not create any unnecessary or unacceptable new risk**	**By 2030, communities value and accept having resilience as a core goal for all development, recognising that this may involve higher upfront costs through greater net benefits in the long term; plans, policies and regulations are fit for purpose, flexible enough to enable resilient development under a variety of circumstances, and can be easily adapted as risks become better understood; developers aim to exceed required standards for new development, and may receive appropriate recognition for doing so; earthquake prone building remediation meets required timeframes and standards.**	Agree in principle, however consider that New Zealand is in a position to be much more aspirational with the timeframes. Earthquake Prone Buildings should be assessed and managed within agreed timeframes and standards, but also pragmatically to ensure economical impact is appropriately limited.	Bring forward the timeframe to 2021 with a report back to the international conference scheduled for that year. National legislation needs to reflect any increased requirements to building standards, and where practical, supported by development contributions that turn this target from aspirational for developers, into tangible safety and resilience outcomes for communities.
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.**	**By 2030, there is an improved understanding of the cost of disasters and disruption, including the economic cost of social impact; we are routinely collecting data on disruption, and using it to inform decision-making and investment in resilience; there is a clear mix of funding and incentives in place to advance New Zealand's disaster risk management priorities and build resilience to disasters.**	Agree in principle, however consider that New Zealand is in a position to be much more aspirational with the timeframes. The cost of disasters are becoming easier to track. However, it should be kept in mind that direct cost comparisons between different disasters may not be possible as each disaster is unique.	Bring forward the timeframe to 2021 with a report back to the international conference scheduled for that year. Involve the private sector in any cost/benefit analysis for building in resilience. This should be lead at the national level and include conversations with insurers.

Chapter 6 Effective Response to and recovery from emergencies, page 26, The six objectives designed to progress the priority of effective response to and recovery from emergencies are to:				
No	Objective	What success looks like	Council Comments	Council Recommendations
7	**Implement measures to ensure that the safety and wellbeing of people is at the heart of the emergency management**	**By 2025, there is renewed levels of trust and confidence in the emergency management system. A partnership approach with iwi means a collaborative approach and full engagement in relation to emergency management. In emergencies, the safety, needs, and wellbeing of affected people are the highest priority. The public know what is going on, what to expect, and what to do: hazard warnings are timely and effective, and incorporate new technology and social science; strategic information is shared with stakeholders, spokespeople, and the media, so they get the right advice at the right time; and public information management is resourced to communicate effectively with the public, through a variety of channels, in formats that are sensitive to the particular needs of people and groups, such as people with disabilities or non-English speakers.**	Agree in principle. Acknowledge the holistic view of resilience and the need for greater stakeholder engagement and input. This is particularly so in regards to the broader whole-of-society risks and the inclusion of Maori principles. The timelines for achieving some of this target are more stringent than that of providing training to Controllers.	Review target date in-line with other targets linked to technology, suggest this is 2021. Resourcing for foreign language messaging needs to be considered at regional level to ensure the capacity exists to undertake this work.
8	**Strengthen the national leadership of the emergency management system**	**By 2025, more directive leadership of the emergency management system, including setting national standards for emergency management, so there is a consistent standard of care across the country. The Hazard Risk Board provides strengthened stewardship of the system, and there is**	Agree, but consider that New Zealand could achieve this by 2021. The national standards will need to be in place sooner to allow for further development of response capability in Controller and other functional areas.	The strategy needs to be supported by an in-depth implementation plan that complements the minister's response to the TAG review, the National Plan and also the Group CDEM plan.

				Suggest reviewing the Strategy in line with the Council's recommended date for achieving the objectives (i.e. 2021), rather than a 10 year review, would ensure the emergency management system is effective
9	**Improve policy and planning to ensure it is clear who is responsible for what, nationally, regionally, and locally, in response and recovery**	**By 2025, legislative and policy settings support plans at all levels that are clearer about how agencies will work together and who will do what. An updated incident management doctrine provides clarity about roles and functions, and is used by all agencies to manage all events. At a regional level, shared service arrangements are clear about local and regional roles, and mean better use of resources and better holistic service delivery to communities.**	Shared service arrangements at regional levels need to be addressed before 2025 in order for any gains to be made from their implementation. Legislation will need to be in-place prior to embedding any new regional structures.	The strategy needs to be supported by an in-depth implementation plan that complements the minister's response to the TAG review, the National Plan and also the Group CDEM plan.
10	**Build the capability and capacity of the emergency management workforce for response and recovery**	**By 2030, all Controllers are trained and accredited; people fulfilling incident management roles have the appropriate training, skills, experience and aptitude and volunteers are appropriately trained, recognised, and kept safe in the system. Fly-in Teams supplement local capability and capacity.**	Agree that all controllers are trained and accredited. However, the target of 2030 is too distant given the timeline used for other and more difficult targets in this strategy.	Reduce the deadline for Controller accreditation to no later than 2021. This needs to be supported by an in-depth implementation plan that complements the minister's response to the TAG review, the National and also the Group CDEM plans.
11	**Improve the information and intelligence system that**	**By 2025, all stakeholders in the emergency management system have access to the same operational and**	Agreed, however the target of 2025 should be brought forward. The Common Operating Picture	It is recommended to move away from a prescriptive nationally standardised system

		technical information, which provides greater awareness of the situation at hand, and allows timely and effective decision making.	will be essential in managing incidents at local, regional and national level.	to a system that is capable of compatibility across multiple formats that cater for a variety of uses at local level. The strategy needs to be supported by an in-depth implementation plan that complements the minister's response to the TAG review, the National Plan and also the Group CDEM plan.
	supports decision-making in emergencies			
12	Embed a strategic approach to recovery planning that takes account of risks identified, recognises long-term priorities, and ensures the needs of the affected are at the centre of recovery	By 2030, there is significantly increased understanding of recovery principles and practice by decision-makers; readiness for recovery is based on a strong understanding of communities and the consequences local hazards might have on these communities; in particular, it focuses on long-term resilience by linking recovery to risk reduction, readiness, and response through actions designed to reduce consequences on communities.	Agree in principle. However, Recovery needs to be at the forefront of the conversation regarding resilience. The timeline of 2030 needs to be brought forward to ensure that Recovery is brought into the same space as 'Response' when dealing with emergencies.	The Minister's response to the TAG review, and the report itself, focuses largely on the 'Response' component of emergencies. It is recommended that 'Recovery' is given effect through this strategy. Recovery is not just the built environment. The impacts at the societal level can be buffered with good Recovery practices being an early part of the Response.

Chapter 6 Effective Response to and recovery from emergencies, page 28, The six objectives designed to progress the priority of strengthening societal resilience are at all levels to:				
No	Objective	What success looks like	Council Comments	Council Recommendations
13	**Build a culture of resilience, including a 'future-ready' ethos, through promotion, advocacy, and education**	**By 2030, the concept of, and requirements for, resilience are observably built in to more facets of New Zealand society, culture, and economy than in 2019. Resilience is an accepted part of who we are and what we need to do to maintain our wellbeing and prosperity, including in policy, plans, job descriptions, and other statutory or contractual obligations**	Agree. However, New Zealand is already building a culture of resilience, with both Christchurch and Wellington included in the 100 Resilient Cities. The timeline of this objective should be brought forward.	Consider diversity and communities with particular vulnerabilities, and building innovation into our culture of resilience
14	**Promote and support prepared individuals, households, organisations, and businesses**	**By 2030, emergency preparedness is part of everyday life. More people are able to thrive through periods of crisis and change because they have a plan to get through an emergency that they regularly practise, and have emergency supplies that are regularly checked and updated. Public, private, and civil society organisations are able to thrive through periods of crisis and change because they understand what they can do to improve their resilience, and are investing in improving their resilience. People and groups who have particular needs, or who are likely to be disproportionately affected by disasters, are engaged in planning and preparedness, and supported to build their resilience.**	It would be appropriate to acknowledge our resilient communities and the work that has happened in the resilience space already. We are gaining traction, and learning more and more. For example, Point 8 in Barriers to Resilience (p42) describes a lack of translating resilience theory to action. This is already happening in Christchurch and across the country.	Bring forward the target date for this objective to 2021. Promote and support a community-led and understood approach to resilience.
15	**Cultivate an environment for social connectedness which promotes a culture of mutual**	**By 2030, new methodologies and approaches mean that communities are more knowledgeable about risks, are**	Agree. Community resilience is best discussed/developed at the local level with close cooperation	Bring forward the target date for this objective to 2021.

	help; embed a collective impact approach to building community resilience	empowered to problem-solve, and participate in decision-making about their future.	and involvement of all relevant stakeholders. At local level this should include the support of existing governance structures at Community Board level to ensure communities are empowered to make decisions about their future.	Promote and support a community-led and understood approach to resilience.
16	Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies	By 2030, local authorities have adopted strategic objectives aimed at building resilience in their city/district, and work collaboratively with a broad range of partners to steward the wellbeing and prosperity of the city/district.	Agree, however the timeframes could be brought forward. There needs to be clarity provided in regards to who holds the portfolio for developing resilience goals within their communities. Group CDEM plans may try to address regional resilience, but this should be delivered by local authorities.	The strategy needs to be supported by an in-depth implementation plan that complements the minister's response to the TAG review, the National Plan and also the Group CDEM plan.

Bring forward the target date for this objective to 2021. |
| 17 | Recognise the importance of culture to resilience, including to support the continuity of cultural places, institutions and activities, and to enable to the participation of different cultures | By 2030, there is an increased understanding and recognition of the role culture plays in resilience; there are improved multi-cultural partnership approaches to disaster planning and preparedness; and there is substantially increased resilience to disasters including cultural heritage. | Agreed. This needs to factor in the wider ranging cultural diversity of New Zealand and not just mainstream cultures. | Ensure this links into any foreign language messaging programme along with the potential for partnering with cultural entities to ensure understanding of cultures is embedded into emergency response as well as recovery.

Bring forward the target date for this objective to 2021. |
| 18 | Address the capacity and adequacy of critical infrastructure systems, and | By 2030, we more fully understand infrastructure vulnerabilities, including interdependencies, cascading effects and impacts on society; we have clarified and | Agree. Lifeline utility providers are best placed to provide an holistic understanding of critical infrastructure and its capabilities | A national review of critical infrastructure could provide the basis for development of future work plans that increase |

	upgrade them as practicable, according to risks identified	**agreed expectations about levels of service during and after emergencies, and see infrastructure providers that are working to meet those levels (including through planning and investment), and; we have improved planning for response to and recovery from infrastructure failure.**	and capacities before, during and after an emergency.	resilience and ensure levels of service before, during and after an emergency.

Bring forward the target date for this objective to 2021. |

11 December 2018

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Addendum to Christchurch City Council submission on the National Disaster Resilience Strategy

Thank you for the opportunity to submit some additional thoughts on the National Disaster Resilience Strategy, which replaces the National Civil Defence Emergency Management Strategy, which was last updated a decade ago. Before I comment on the proposed strategy, Council colleagues wanted me to specifically point out the challenges that a city council faces when proposals are made to strip them of one of their core functions. In everything we do, whether it's infrastructure or community development, there is a connection. When a major component of our responsibility is removed or centralised, then this can impact in more far-reaching ways than may be apparent. I use the example of the Government considering the future of Three Waters, which make up around 60% of Council spend. The centralisation of this function could impact on our city's resilience in ways that a strategy such as this couldn't even begin to address. Although it is not a focus of the proposed Strategy, it is important that the whole of government takes note of the significance of the impact that their decisions may have with respect to resilience.

When reading the proposed strategy I was concerned about two things. First was the loss of the principles that guided the last strategy and which I've attached. The proposed strategy doesn't capture or recognise the importance of self-reliance and empowerment as do the previous ones. Principle One is headed: Individual and community responsibility and self-reliance. This is as vital for building resilience as it is in all aspects of response and recovery.

The second was, despite the focus on resilience and a good understanding of the true definition of what resilience is, there is a lack of understanding of how much the community can and should be empowered to do for themselves. This is related to the first point about the lack of focus on community responsibility and self-reliance.

I was invited to become a member of the UNISDR Parliamentarians Advisory Group on Disaster Risk Reduction and Christchurch was one of the founding members of the 100 Resilient Cities Network pioneered by the Rockefeller Foundation. This is an area I feel we can lead the world on, and which is why I don't believe we should allow this strategy to exist for 10 years (1.5 Currency of Strategy) - make it 3 years or 5 years (max) so that we are forced to return to it and reconsider it in light of what we achieve.

In section 1.3 "Ring-fencing the scope of this Strategy", it is stated that the proposed strategy is confined to the disaster aspects of resilience, and states that the other attributes of resilience are well-catered for by other policies and programmes across government and through society.

I believe that this underestimates the value of resilience and the grassroots up approach that is core critical to success. I would workshop this draft with the groups that emerged as community leaders in the post disaster environment in Christchurch – e.g. the Student Volunteer Army, Project Lyttelton, CanCERN.

In section 3.4 we are asked 'What is disaster risk?'. The answer talks about the combination of hazard/exposure/vulnerability. It then says that these three components can be countered by a fourth component, capacity, which refers to the strengths, attributes and resources available to reduce or manage the risks associated with the combination of the other three factors. Tha's a big YES. Absolutely spot on.

However Section 3.5 says since we cannot usually reduce the likelihood of hazards, the main opportunity for reducing risk lies in reducing exposure and vulnerability. What happened to building capacity? This undermines the excellent statement in 4.5 Co-creating a resilient society. Without building capacity, we won't build resilience. Resilience is not a destination. It is a journey!

We actually know this stuff and yet we keep ignoring it.

"Resilient communities adapt through creating innovative approaches to collective governance, seizing unexpected opportunities to decide for themselves how to respond, organising to work with government agencies in new ways, and accepting both the promise and responsibility of joint decision-making."

The thing that excites me most about what Robert L Bach, (writing in the 2012 MCDEM Journal Tephra after the Canterbury Earthquakes), is saying is the seemingly boundless possibility that is presented by empowering communities to participate in 'collective governance'.

If we in government – central and local – helped our communities to develop their own capacity to engage in local governance in a meaningful way, communities would not only be better prepared for disaster should one strike, but would also of themselves be better and safer places to live.

The potential is enormous.

Not only does it bring the promise of a better way of life, it also gives meaning to democracy in the true sense of the word.

Robert L Bach also says:
"The need to support new forms of local governance through collaborative efforts has become an essential dimension of resilient communities. Resilience involves transformation of the role of citizen and grassroots organisations from that of stakeholders, who are able at best to advise governments, to full equity partners. Equity partners are full shareholders, equally able to participate in the design and implementation of disaster-related efforts. The challenge for governments is to find ways to embrace these innovations and redesign their own structures and processes to incorporate the changes."

At the time of the earthquakes, New Zealand was a signatory to the Hyogo Framework for Action: Building the resilience of nations and communities to disasters and was actively engaged in the Multinational Community Resilience working Group.

Despite New Zealand's endorsement of the approach, we still have not seized the opportunity that the disastrous impact of the Canterbury earthquakes presents to build resilience in the true sense of the word.

We need to build a partnership between government and society which sees the people, not as consumers but as engaged citizens actively involved in decision-making and becoming more resilient individually and collectively. The role of government – both central and local – changes as well and we become:

Enablers within a framework of collective responsibility;

Partners who use their power and that of the State to support the contributions of others; partnership depending as it does on trust, goodwill and mutual respect;

Facilitators who convene citizens and organisations to build communities of purpose;

Collaborative actors who work with others to coordinate decisions and to achieve concerted actions;

Stewards of the collective interest with the power to intervene and to course-correct when the public interest demands it;

Leaders to achieve convergence and a common sense of purpose;

I have forgotten where I found those words, but they inspire me to think that a legacy of our experience will be such a partnership.

The UK government's guidance on resilience is unequivocal: "In times of need, individuals and communities often already help each other. Volunteering and spontaneously helping each other does not need to be organised by central or local government. Local people and communities who are prepared and who, working with the emergency services, are able to respond effectively and recover quickly from emergencies, show us how successful community resilience can work... By building on existing local relationships, using local knowledge and preparing for risks your community will be better able to cope during and after an emergency."

"Preparedness and resilience both depend on identifying and strengthening the people, processes, and institutions that work in a community under normal conditions, before an incident.

"The strategic foundation of all hazards resilience, therefore, involves engagement with neighbourhood associations, businesses, schools, faith-based community groups, trade groups, fraternal organizations, ethnic centres, and other civic-minded organizations that have routine, direct ties to local communities. In a real sense, they are the community. Local collective action, by, with and for the individuals who live in local areas, becomes the leading edge of efforts to protect and sustain the nation."

These quotes comes from an unpublished FEMA memorandum, 2010. Cited in London paper.   Please rewrite 4.5 Conclusion: co-creating a resilient society with this in mind.

"Today's world is turbulent and is likely to be so in the future. However, it is also dynamic, and characterised by huge opportunities for leadership and innovation. A critical question for the next 10 years will be how to enable and use those opportunities to effectively build resilience and address the many challenges that will continue to confront us.

We know from our experience in Christchurch that we need to look to our communities for the leadership we know is there, and we don't need to wait for a disaster to happen for that leadership to come to the fore. Building capacity is one of the strands of Disaster Risk Reduction, which makes the resilience journey absolutely embedded in the community. As Robert Bach said, in summing up the Canterbury experience:
"Resilient communities adapt through creating innovative approaches to collective governance, seizing unexpected opportunities to decide for themselves how to respond, organising to work with government agencies in new ways, and accepting both the promise and responsibility of joint decision-making."

One of the key messages is that we need to look to a range of sources for inspiration and relevance as we adapt to a shifting, and increasingly challenging environment. These include exploring new opportunities for engagement and action through technology, new sources of inspiration and activity driven by younger generations, and new methods for measuring and demonstrating impact. We need to embody agility and flexibility. We need to monitor risks and trends, maintain a learning, growth mind-set, and adapt and transform our organisations and ourselves as necessary. Within this, it is important to focus on adaptive capabilities – the skills, abilities, and knowledge that allow us to react constructively to any given situation.

We need to work out how we build our resilience in a smart, cost-effective way, so that it's realistic and affordable, and so it isn't a 'sunk' cost, like stockpiles for a bad day – but rather enables better living standards today.

Above all, we need to work together. Building resilience as siloed sectors is not enough – government, the private sector, and civil society need to be more joined up. More effective ways of tackling challenges are required, which, by necessity, will transcend traditional sector barriers.

This includes employing new business models that combine the resources and expertise of multiple sectors of society to address common challenges, as well as creating opportunities that enable leaders across all sectors to participate effectively in decision-making.

It is in this cross-sectoral space that we have the opportunity and ability to underpin the resilience dynamism that we need, by engaging in ways that inspire, support and shape a change agenda that is needed for improved resilience at both the national and local levels. By developing these cross-sectoral opportunities, we can build powerful networks built on trust, commitment, and a focus on the collective good, which can be translated into positive outcomes for society.

"There is no ultimate or end state of resilience. But, by working together to build resilience to the greatest degree possible, we can reduce our reliance on crisis as a driver of change and, instead, deliberately take the future into our own hands – for the well-being of our families, our communities, our cities, and indeed, the planet we all share." (Judith Rodin, the then chair of the Rockefeller Foundation 'The Resilience Dividend')
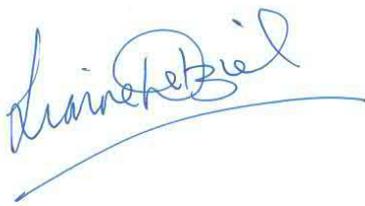
Lianne Dalziel
Mayor of Christchurch

Principle One: Individual and community responsibility and self-reliance

Individuals and communities are ultimately responsible for their own safety and the security of their livelihoods. CDEM arrangements in New Zealand support and encourage local ownership of this responsibility. 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. Arrangements to support this are best developed at the local level. Local and regional efforts contribute to the overall national capability. Central government intervenes where an event is beyond the capacity of local resources.

In the New Zealand context, it is particularly important to note the role of Māori as an important community stakeholder. The Māori worldview incorporates a special relationship with the environment, expressed inter-generationally through kaitiakitanga. The environment forms the base from which cultural, spiritual, emotional, and physical sustenance flows. Because of this perspective, Māori have a particular interest in the management of hazards and associated risks, including risks that may be posed to wāhi tapu sites and other sites of significance. It is important that whānau, hapū, iwi and the wider Māori community are involved in CDEM planning. In addition, Māori communities often have important resources for response and recovery, such as marae for use as emergency shelters, and Māori welfare and support services.

Principle Two: A transparent and systematic approach to managing the risks from hazards

Communities must be given a say in what levels of risk they consider acceptable and what measures are put in place to manage those risks. A systematic approach is necessary to ensure that a logical and consistent process is followed when identifying and assessing risks, consulting and communicating with communities and, where appropriate, implementing cost-effective measures to reduce risk.[5]

Principle Three: Comprehensive and integrated hazard risk management

Comprehensive risk management means dealing with the risks associated with all our hazards, through the 4Rs: reduction, readiness, response and recovery. Integrated activity promotes the coordinated involvement of all agencies that have a role in managing these risks.

[5] Australia/New Zealand Risk Management Standard 4360:2004 outlines best practice for risk management in New Zealand.

Principle Four: Addressing the consequences of hazards

The consequences of hazards can be physical, social, technical, environmental, cultural, or economic, and may affect one or more communities. Focusing on consequences provides a basis for planning, informs decision-making, and enables more effective action through improved prioritisation and resource allocation. CDEM arrangements must also ensure that support is available to individuals and communities that are overwhelmed by civil defence emergencies despite having taken responsibility and action to manage their own risks.

Principle Five: Making best use of information, expertise and structures

Making the best use of information, as well as improving both information systems and the application of research, is crucial. In order to realise the vision, it is necessary to develop the appropriate range of skills, knowledge and decision support tools and systems within our society as well as share best practice approaches to hazard risk management and operational activity.

Individuals looking after their families and loved ones

Utilities (energy, telecommunications, water and transport) providing essential services

Communities managing their hazards

Businesses providing services to support the continued functioning of communities

Central government ensuring the security and well-being of their citizens

City, district and regional authorities ensuring the safety of their communities

Emergency services (police, fire, health) providing critical services

Figure 4: Components of a Resilient New Zealand