

2016

Hawke's Bay Civil Defence and Emergency Management Group

Community Resilience Strategy



APRIL 2016

Introduction

The purpose of this document is to provide a strategic framework for the Hawke’s Bay Civil Defence Emergency Management Group (HB CDEM) to improve the resilience of Hawke’s Bay communities.

Outline

The HB CDEM Group vision is for “A Resilient Hawke’s Bay Community”. This can be achieved where communities:

- work together to reduce the risk of hazards
- provide for their own safety and well-being, and
- build capability to recover from an emergency in an effective and efficient manner.

Deliverables

A coordinated regional approach will need to be applied to successfully develop community resilience building projects. The following methods have been identified to achieve this.

Community engagement

- Coordinated development of Community Resilience Plans with communities
- Tools for organisations and businesses to create Business Resilience Plans

Public education

- Coordinated and effective preparedness, hazard and response messages to the public
- Increased uptake of HB CDEM education to children and young people by education providers

Connecting communities

- Coordinated programme to run or support community events and initiatives
- Increase in networks with others and supporting networks between others

Guiding Principles

Resilience building activities of the HB CDEM Group will align with the following principles.

Good Practice	Outputs and projects are sound, innovative, and guided by research and quality information. Good practice is shared with other interested parties.
Effective	Undertakings are sustainable, action based, and recovery focused. After being implemented, projects are evaluated and revised.
Culturally Appropriate	Activities uphold the principles of Te Tiriti o Waitangi; and include early engagement with tangata whenua.
Inclusive	Engagement methods ensure a cross section of the community is represented.
Collaborative	Partnerships are encouraged between groups and individuals in a mutually appropriate way.
Cooperative	The HB CDEM Group and its partner organisations will work together to increase community resilience.

Rationale

When a disaster strikes often people in the community are the first responders. Following an emergency event an area may be cut off, or may not be the first priority for emergency services. But people are not on their own – they are with family, friends, neighbours and the wider community.

Resilient communities consist of connected resilient individuals, who have taken steps to make their homes, family and community ready for an emergency. People who are aware of and understand the risks that affect them will be more resilient. When faced with disaster they are able to work together and adapt their skills, experience, and resources for an effective community response and successful recovery. In a resilient community recovery is a transformative process, where the community adapts, changes and grows following a crisis.

Background

Historically, emergency management has been focused on hazard management and response to emergencies. The recent experiences of the Christchurch earthquakes demonstrated the pivotal role of communities to contribute to a comprehensive response to emergencies. The HB CDEM Group Plan places the need to build resilience in communities as pivotal to Hawke’s Bay successfully recovering from a disaster. This approach is confirmed in guidance from the Ministry of Civil Defence and Emergency Management.

Resilience is a holistic concept, and includes but is not limited to social, economic, environmental and cultural resilience. All of these areas must be considered when building resilience.



The day to day business of the councils that make up the HB CDEM Group is to ensure that Hawke’s Bay has healthy functioning communities. Planning, infrastructure, community, business development, and civil defence all combine to ensure that Hawke’s Bay is a resilient community. The many agencies and NGOs located in Hawkes Bay also work to ensure that Hawkes Bay is socially competent, economically strong, environmentally healthy and culturally confident.

Building resilience by engaging and partnering with communities, agencies and organisations to ensure residents have the capacity and capability to plan, cope with and recover from emergency events, is a core function of the HB CDEM Group. This aligns with the HB CDEM Group’s vision for “A Resilient Hawke’s Bay”.

Benefits of a resilient community

Resilient communities are **capable, connected, caring and collaborative**: The use of Te Ao Māori concepts here is helpful, as they incorporate key values of looking after people and working together.

- **Mōhiotanga (Capable)**: Everyone understands the risks they face, and knows how to reduce and/or manage these risks. People know what to do and how to help each other in the event of an emergency
- **Whanaungatanga (Connected)**: There is a strong community spirit. People are connected and have relationships with other people within, and outside, their community.
- **Manaakitanga (Caring)**: People, families and communities look after each other. They ensure that everyone is cared for physically and emotionally.
- **Kotahitanga (Collaborative)**: People, households and communities work together. They reduce their risks together, get ready together, respond to emergencies together and recover together.

In an emergency resilient communities are less reliant on immediate support from Civil Defence and the Emergency Services and they recover quickly from a disaster. Resilience building is supported by a process that creates four key outcomes:



Supporting community resilience helps to future-proof communities. Increasing resilience has been shown in practice to:

- Increase social cohesion, which has a positive impact on health, education, employment, economic and environmental sustainability, sense of place and leadership in a community
- Result in a better community led response to emergency events
- Reduce the environmental and economic costs of an emergency to a community
- Reduce the demands on emergency response resources during an emergency response and recovery
- Result in lower casualties during an emergency and reduces associated physical, social and psychological costs
- Reduce recovery time post an emergency

Who should be involved

Effective implementation will involve appropriate cooperative engagement between all parties, including the community. Effective collaboration will achieve a connected and resilient community. Stakeholders should include, but are not limited to, the following:

- Individuals, businesses and communities
- Iwi/hapū/whānau
- NGOs
- Relevant local and central government agencies

Responsibilities

Group Manager & Group Advisors & Communication Team

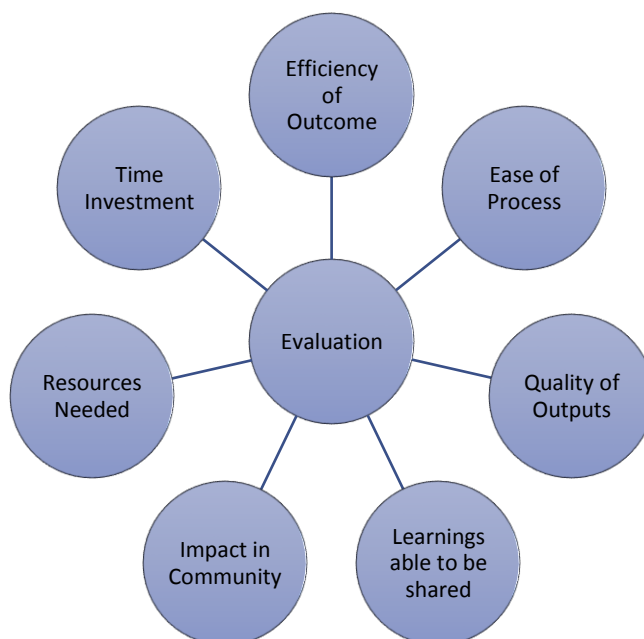
- Strategy, work plan and project plan development
- Assisting Emergency Management Officers (EMOs)
- Hazard information
- Overseeing HB CDEM webpage and Facebook page
- Composing & coordinating media messages

EMOs & Local Authorities

- Input into the strategy, work plan and project plan development
- Community and business resilience planning
- Public education initiatives and community events

Evaluation

It is important that we have an understanding of the existing and changing levels of community resilience. A results based accountability framework will be developed for individual activities. As well the strategy and associated resilience building tasks (listed in the *Deliverables* section), will be subject to a review process using the following measures;



Appendices

The purpose of these Appendices is to provide guidance to communities, emergency management staff and other partners in engaging with communities and helping them to develop resilience tools.

Measuring resilience

There are no hard and fast rules for measuring the level of resilience in a community. Resilience is affected by many factors, only a small amount of which can provide any meaningful data. Below are some indicators of resilience which may be used to form a base level of understanding for each community. This list is not exhaustive and does not acknowledge the economic, cultural, or hauora¹ aspects of individuals that contribute to holistic resilience.

DO PEOPLE IN THE COMMUNITY:		Yes	Partial	No
Social Capital Indicators	Know their neighbours?			
	Have friends and/or family to call on?			
	Belong to interest groups (e.g. sports groups, church)?			
	Use local facilities and services (e.g. petrol station and local shop).			
	Get involved in community events?			
Managing Risk Indicators	Know about their hazards, and plan for all hazards that could affect them?			
	Understand the risks and consequences of their hazards, and ensure responding to these risks is incorporated into their household planning?			
	Take responsibility for reducing hazard risks for themselves and their community?			
Household Plan Indicators	Have a household plan for them and their pets?			
	Have a plan that covers what to do if they are not at home/can't get home?			
	Have an alternate household meeting place?			
	Know how to turn off their water and electricity?			
	Keep important documents in a safe place/stored online.			
	Have comprehensive insurance?			
	Plan to be involved in the response to an emergency?			
	Plan to be involved in recovery following an emergency?			
Resource Indicators	Have a <i>Grab Bag</i> if they live in an evacuation zone.			
	Have food and water for themselves and their pets for at least 72 hours.			
	Have a radio and torch?			
	Have an alternate cooking source (e.g. barbeque).			
	Have medical supplies and extra personal medications?			
	Keep their car at least half full of petrol.			
	Have a store of emergency cash?			

¹ Hauora is a concept of well-being that encompasses the physical, emotional, social, and spiritual dimensions of health

Knowing your community

Developing a profile of a community can help prioritise communities to engage with, determine the strengths and needs of those communities, and help identify key people and groups. These profiles can be helpful in readiness, response, and recovery activities.

Profiling begins by identifying what you already know, and connecting with people who can fill in the gaps. Seeking input from a range of people ensures that different perspectives on the community are taken into account. Information can be sourced from a variety of services, such as council community development or planning teams, government agencies, not-for-profit or social organisations, and local businesses. Community leaders or ‘go to’ people who are willing to share their knowledge are invaluable. Supplementary information (such as demographics) can also be found on the internet.

Community profiling usually starts by collating data from those various sources into a central document or location. This can be done by posing the following ‘starter’ questions:

Questions	Sources of Information
How many people reside in the geographic community? How many people commute in and out during the week? What is the age and gender distribution? What is their ethnic make-up?	Council websites www.profile.idnz.co.nz/ www.stats.govt.nz/Census/
How many people commute in and out of the area on the weekends/summer/winter/holidays?	Local information (people and businesses) Council Planning or Community Teams
How many and what type of schools are in the area (preschool/primary/high school/tertiary)? How many students attend each school/institution?	Ministry of Education Principals Associations Local Schools (direct)
How many people work full/part time/from home, work shifts, study, are unemployed, retired? What businesses and organisations are located in the community? How many people do they employ? Do they have emergency or business continuity plans?	www.stats.govt.nz/Census/ Chamber of Commerce Business Associations Council Planning Teams
Do many households have a household preparedness plan and emergency supplies?	Surveys or reporting/research Local residents (direct contact)
What community facilities are there (e.g. library, community centre, health centre) What formal/registered groups are there (e.g. marae, churches, sports clubs)? What community/unofficial groups are there (e.g. walking groups, book clubs)?	Council Facilities and Parks teams Council Planning and Community Teams (usually hold a list of organisations) Community Facebook pages Social networking sites (such as Neighbourly)
What skills, knowledge, and resources are available in this community? Are there vulnerable or ‘hard to reach’ groups/people? What vulnerabilities might exist in this community?	Local Residents (direct contact) Community Leaders www.profile.idnz.co.nz/

Partnering with Communities

Developing and maintaining networks

Relationships are key when working with communities; people engage with those they like and trust, and a good reputation is critical in forming working partnerships. Networking is about building mutually beneficial relationships. Personal contacts throughout local and central government departments, health, education, and NGO services are useful when identifying where services cross over and collaboration is possible, and give insight into communities and the key people in them. Other local government projects and CDEM volunteers' contacts can provide leverage or entry into partnering with communities.

Working with community leaders

It is helpful to establish partnerships with key people in communities; these are the most well-known or active members in the community [and are likely to assist and support you by 'championing' your cause]. These *Community Leaders* hold invaluable knowledge about the most effective methods of communicating with their community, and the most likely issues concerning the people involved. Partnering with *Community Leaders* enables them to drive the process, ensuring the activity is community-owned and community-led. Community-owned processes are longer standing, more meaningful, and more effective than processes led by HB CDEM staff.

Building trust

Engagement with communities is about building trust and confidence. Communities recognise their own make-up, culture, issues, and needs, and it is important that community members trust HB CDEM to work with/for the community, supporting them and their ideas. If individuals are forced or coerced into something they don't agree with, they are likely to become resentful and mistrusting, not cooperating with HB CDEM activities in the future.

Strength-focused practice

Strength-focused practice concentrates on the capacity and capability of a community, rather than focusing on the negatives. Being strength-focused encourages HB CDEM to view communities as "having potential" as opposed to being "at risk". An emphasis on deficits targets what is wrong, leading to a reliance on services and agencies to look after them. A strength-based focus seeks opportunities and solutions; it assumes communities are able to help themselves

Timing

Communities have their own priorities and concerns, and engagement activities need to consider this. Local events (e.g. a school gala) may provide an opportunity to engage interest or feedback from people in an informal and relaxed setting. Controversy or political issues (e.g. coastal erosion management) may act as a barrier or derail HB CDEM engagement if not acknowledged and managed. Seasonal variations can contribute to difficulties in scheduling engagement: winter can be a difficult time with shorter days and bad weather, and summer can be busy time for people. It is important also to consider if engagement is best carried out in evenings, during weekends, online, or a combination of these. Community Development staff have good contacts with community leaders in many communities, so should be consulted when planning a CRP project. Where practical CDEM community engagement should be embedded into other community projects, or planned around them, so as to not create community consultation fatigue

Community Engagement Checklist

It can be challenging when working with communities to include a wide range of people and to use the appropriate level of collaboration for the project. This checklist can be used to assist those carrying our community engagement projects.

Have you considered engagement with:	
People from all genders	
People from different age groups	
Māori and ethnic/cultural groups	
People with different family status's (e.g. retired people, families with children, single parents)	
People with different employment status's (e.g. local business owner, student, commuter)	
Government departments (e.g. Te Puni Kokiri, Ministry of Education, MPI, MSD)	
Local council department (e.g. community development team, planning)	
Non-Government Organisations (e.g. Meals on Wheels, Plunket, Age Concern)	
Education providers (primary, secondary, and tertiary) and childcare facilities	
Clubs and organisations (e.g. Rotary, local rugby club)	
What barriers are there to being inclusive? (Are some groups not represented?)	
How will you ensure you are accessible? (Can everyone attend and participate?)	
How will you ensure you are hospitable? (Are people comfortable?)	
What level of collaboration are you hoping for? (Are you informing, consulting or empowering?)	

Community Resilience Plan (CRP) Overview

Community resilience planning is a process where communities come together to discuss their hazards and risks, what impacts these may have on their community, and what knowledge, skills and resources they have to respond to an emergency. They are also encouraged to identify what community assets they find important, and what they would want to retain or rebuild following a major emergency event. As part of this process, the community is also encouraged to identify projects that could be undertaken now which would increase resilience. The CRP process intends to provide a chance for people in the community to connect and spend time together; in this way the CRP itself is resilience building as the process increases social capital and connectedness.

The premise of the CRP is to remove the reliance on HB CDEM and emergency services following an emergency. Individuals can and should take ownership of their own preparedness in the first instance, and the CRP then informs them on how they may work together following an emergency.

Ideally all communities located within high hazard areas, communities with particular vulnerabilities (e.g. elderly communities), and communities who may spontaneously lead a response (e.g. church groups) would have a CRP. This plan would establish a basic structure for communities to look after themselves, to communicate with each other, and to communicate with HB CDEM. This allows those managing the emergency response to obtain information about the community, find out how they are faring, and allocate resources accordingly.

Development of a CRP must be; flexible to suit the characteristic of different communities, created in collaboration with community members, and ideally is led by that community. The more people involved and consulted with, the more robust the plan. If the whole community is not invited to participate in a CRP process, care must be taken to ensure the people who are involved in the process are representative of the community in terms of age, gender, and culture.

The CRP document that is created should describe:

- the community (its residents, hazards, and risks)
- where the community would gather to coordinate an emergency response
- If applicable evacuation routes and safe areas
- the resources the community has to assist an emergency response (physical resources – e.g. supermarket, camping ground, and human resources – e.g. tradespeople, medical personal)
- what the critical needs of the community may be
- what would be important to a community in recovery if they faced a major emergency.

In some cases communities may wish to list individual people and businesses with contact details in their CRP; however, using a generic list should also be considered. People and businesses may be impacted in the event and become unavailable, or they may move away from the area. A generic list is easier to maintain.

The plan should be reviewed at least every two years, and parts of it tested where practical.

Community Engagement Action Plan

This template can be used to plan for a community engagement activity.

Overview		
Name of activity		
Name of community		
Purpose of the activity		
Level of engagement		
Activity Champion(s)		
Results		
Outcomes		
Outputs		
Activity schedule		
Task/Output	Responsibility	Timeline
Resources and budget		
Item	Cost	
•	\$	
•	\$	
•	\$	
Total budget	\$	
Evaluation		

Community Resilience Plan (CRP) Document Checklist

A CRP document is written by (or on behalf of) members of a particular community. It is written for the community's use. It provides a description of the community and familiarises them with potential community-led reduction, readiness, response and recovery activities.

Every CRP will be unique. The following is a checklist to assist communities and CDEM staff when creating a CRP document.

A CRP document may be a hard copy document or an internet page and should include

- Name of the community
- Date of plan and review date (e.g. within two years, or by a specific date)
- Contact details (it is recommended that HBCDEM Group is best contact to ensure ease of contact should details in the community change)
- Photo or image (not mandatory)

The following sections may be helpful when creating the content of a CRP document, but will vary in form and content depending upon the needs of the community.

Introduction

A resilient community understands and where possible has reduced the risks they face, is prepared to use local resources and expertise before, during and after an emergency, and is able to adapt and grow following a crisis. *Community Resilience Plans* are developed and owned by the residents of local communities as a strategy to develop and increase their resilience.

Purpose

This CRP has been developed by the _____ community. It describes their community, their hazards and implications, what resources they may have available to them to respond to an emergency and what is important to them in recovery from an emergency event. The plan aims to make _____ residents better prepared to manage the hazards in their community, and in the event of an emergency to take independent action to look after themselves. In an emergency the community will want to come together to assist one another. This plan helps to coordinate and speed up this process. This plan is a living document and will be regularly reviewed. The community resilience planning and review process links _____ people and groups together. Being a more connected community means _____ is more likely to respond and recover from an emergency quickly and effectively. Projects to increase the resilience of the community are noted in the plan.

Description of the community

Consider including descriptions of:

- geographical boundaries/parameters of common interest (e.g. ethnic group/disability sector)
- geographical features (e.g. hills, rivers. May not be relevant for communities of interest)
- population (e.g. ages, ethnicities, work status, financial status)
- physical community assets (e.g. businesses, facilities)
- the characteristics of the community (e.g. connected, transient)

A map may be useful and could include hazard zones.

Hazards and implications

List the hazards identified by the community and their implications.

e.g. **Earthquakes**: The area is prone to earthquakes with many fault lines located in the region. A severe earthquake could lead to loss of life or injury, damage to buildings (residential, commercial, and industrial), damage to public utilities (sewage, electricity, water, telecommunications), and damage to infrastructure (such as culverts, bridges, critical roads/transport routes, and pump stations). Many residents commute in and out of the area and damage to infrastructure may result in residents being unable to return home and visitors being unable to leave the area. Residents and staff of local businesses are advised to have household plans in place to manage collection of children and alternate household meeting places should access be compromised.

www.hbemergency.govt.nz is the best source of information for local hazards and hazard maps.

Warning systems

List what is available to community members to warn them of hazards

e.g.

- Siren (advising listening to the radio)
- Mobile Stinger
- HB Emergency website and Facebook page
- Television and radio media
- Social media/networking
- Informal warnings from family and friends

You may want to add for tsunami areas the following:

The only warnings for locally-generated tsunami events are strong (hard to stand up) or long (more than one minute) earthquakes, or strange/unusual movement or sounds from the sea. There will not be time to activate an official warning for locally-generated tsunami events and residents are instructed to self-evacuate.

Communication systems

If the landline or cellular network is still operating this should be the primary means to collect information and coordinate the community response. Using social media sites such as Facebook can also be a good method of communicating with others if access to the internet is still reliable. Establishing communication with Civil Defence in the event of an emergency is very important. They will need to know the situation in order to be able to support and assist the community.

Listen to the radio or go to www.hbemergency.govt.nz for information and advice.

VHF radios provide long –distance communication throughout the district if other forms of contact are not available. VHF radio communication should be done on Channel _____

Known VHF radios are located at _____

Most boats will also have a VHF radio, and these can also be used for communication purposes (although channel restrictions apply).

Community-led Gathering Places

Informal Community-led gathering places may be established by the community during an emergency response. Depending on the event, these may be established in a number of different locations. Ensuring the site is safe to use must be the first priority in deciding to use any location.

Pre-identified sites for a community-led response are _____

Resources

List geographical, physical and human resources potentially available to the community, and their capacity in a response. These may be a generic list or named individual businesses/people. A generic list is easier to maintain as it does not need updating if people/businesses move/become unavailable.

Resource	Capacity
Household emergency plans	Families know where to meet if they can't get home
Hills	Tsunami evacuation point
Supermarket	Food
Doctors/nurses in community	Medical assistance

Health and safety

Assuring personal safety is the priority for all members of the community. Nominating a person to oversee health and safety at the onset of undertaking a community led response should be a priority. All actions undertaken are voluntary and at the discretion and risk of those involved.

Costs incurred

In the event that communication is not able to be established with Civil Defence, any costs incurred should be assumed to remain with individuals. If communication has been established, Civil Defence may authorise the spending of money to assist the response. Only reasonable and necessary expenses directly related to the event will be considered. Receipts must be provided.

Recovery

What are the community's priorities in recovery? What ideas do they have about their community if there was a major event to recover from? What do they want now, which could lead to resilience?

Forward work plan

List projects that the community would like to be involved in to build their resilience.

Project	Notes
Tsunami evacuation route	Community consultation group to work with council
Stall at school fair to promote plan	Class 11 teacher and students from local school coordinating
Vertical evacuation	Local businesses would like to approach council for funding to build / reinforce a building or structure for the purposes of local tsunami evacuation

Glossary

Business Continuity Plan (BCP)

Outlines activities required to continue operations if a business is affected by events, such as; loss/damage to infrastructure (e.g. power), supply chain interruption, permanent loss of a building.

Capability

The ability to undertake functions, such as provide a service or fulfil a task. This also describes the availability of equipment, funding, systems, skills and knowledge to carry out the service/task.

Capacity

The adequacy of resources in terms of quantity, suitability of personnel, provision of equipment and facilities, and access/availability of finances.

Civil Defence and Emergency Management (CDEM) [sector]

Agencies with responsibilities under the CDEM Act 2002, including; local authorities, CDEM Groups, government departments, emergency services, and lifeline utilities.

Community

A unified body of individuals, such as: people living in a particular location (geographically); a group of people with a common characteristic or interest; a group linked by a common policy (work place); a body of persons having common history, social, economic, or political interest; or a body of persons with professional interests scattered through a larger society (e.g. education providers).

Community Engagement

A process where members of a community come together to participate in decision making on an issue that affects them and their community.

Community-led Centre

A community led and community based centre that offers support to the community. It does not fall under the direction of CDEM, but may coordinate with and operate alongside a CDEM response.

Community Resilience Plan (CRP)

A document that is created by a community that identifies the communities hazards and impacts, where they would meet to coordinate a community-led emergency response, what resources they have available, and what would be important to them in the recovery phase of an emergency.

Emergency

Emergency means a situation that—

- (a) is the result of an event, natural or otherwise, including explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of a dangerous gas/substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and

b) causes or may cause serious distress, illness, injury, loss of life, damage to property, loss of income, social disruption or environmental degradation; and

(c) cannot be dealt with by emergency services, or requires a significant and coordinated response.

Emergency Management Officer (EMO) / Emergency Management Advisor (EMA)

The role of the EMO / EMA at the local or regional level is to assist the HB CDEM Group to carry out its responsibilities under the Civil Defence Emergency Management Act 2002.

Kotahitanga

Unity, togetherness, collective action.

Manaakitanga

Hospitality, kindness, generosity, support.

Mohiotanga

Knowledge, knowing, understanding, comprehension, intelligence, awareness, insight, perception.

Non-Government Organisation (NGO)

A non-profit citizen led group organised on a local, national, or international level. NGO's perform a wide variety of service and humanitarian functions.

Reduction

Taking steps to eliminate risks to human life and property from natural or non-natural hazards if practicable, and, if not, reducing the magnitude of their impact and the likelihood of them occurring.

Readiness

Developing operational systems and capabilities before an emergency happens.

Recovery

The coordinated efforts and processes used to bring about immediate and long-term holistic regeneration of a community following an emergency.

Resilience

A resilient person/community understands and where possible has reduced their risks, is prepared to use local resources and expertise during an emergency, and is able to adapt and grow following a crisis. Resilient people/communities are bolstered by strong social networks.

Response

Actions taken immediately before, during, or directly after an emergency to save lives and property, and to help with recovery.

Whanaungatanga

Relationship either through family ties or through shared experiences or working together. It also extends to others to whom one develops a close friendship or reciprocal relationship.