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Ministry of Civil Defence
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From the Catwalk to the Streets

Dr Ljubica Mamula-Seadon

Ministry of Civil Defence & Emergency Management

- A fashion that does not reach the streets is not a fashion (Coco Chanel)



MCDEM Sector and Community Resilience programme

- The approach
- Building resilience
- Monitoring progress
- Future direction



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The approach



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Resilience – a definition

- Adaptive capacity: Community's ability to cope with, adapt to and develop from the demands, challenges and changes encountered during and after disaster
- Ability to withstand, recover from and thrive after a disaster



Resilient New Zealand



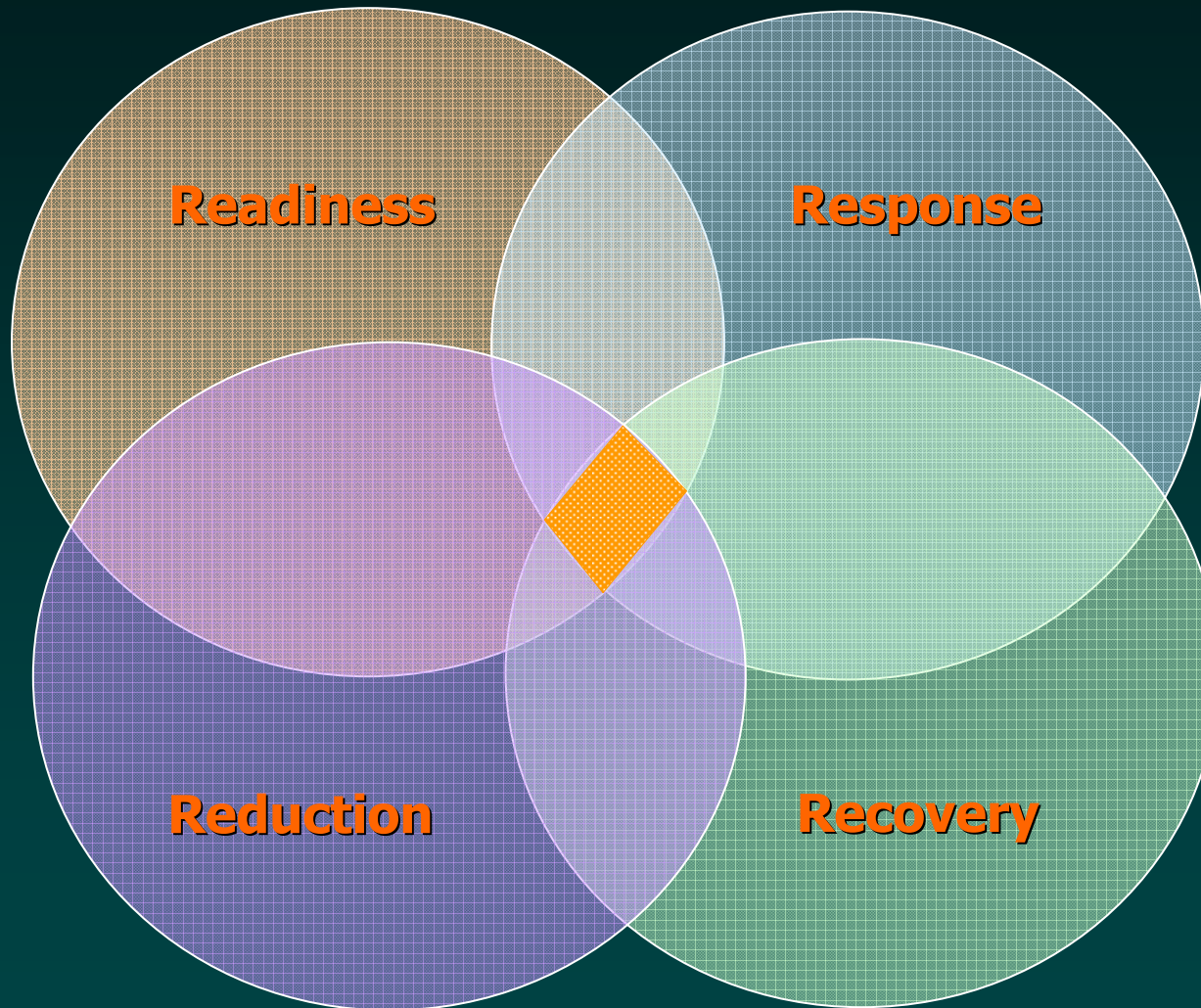
A resilient New Zealand is founded upon strong partnerships / integration between communities and all levels of government



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Resilient New Zealand



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SYSTEMIC MODEL OF NATURAL HAZARDS RISK MANAGEMENT FRAMEWORK IN NEW ZEALAND

Community resilience through participation & ecologically sustainable risk management through rational-adaptive policy process

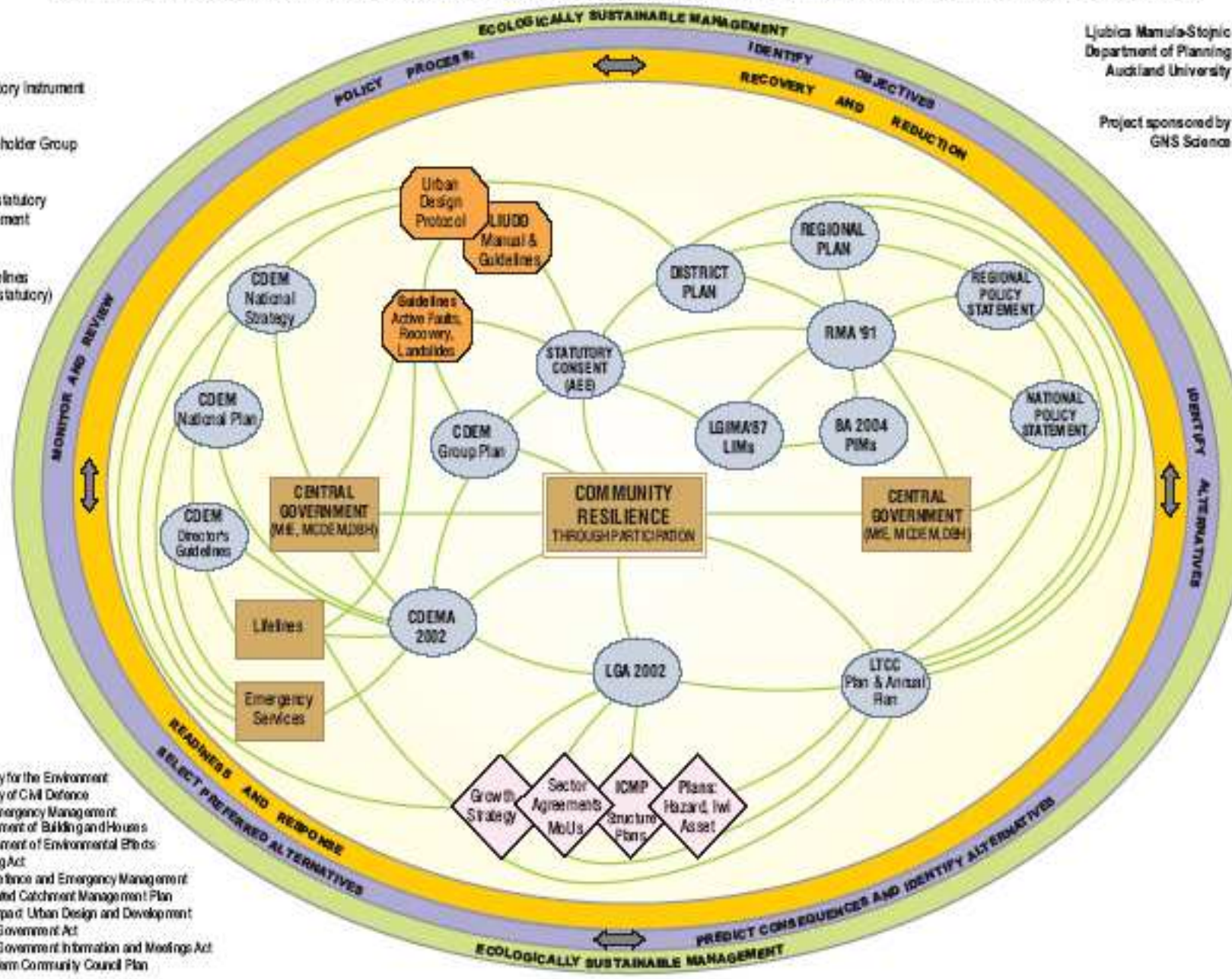
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Project sponsored by
GNS Science



KEY:

-  Statutory instrument
-  Stakeholder Group
-  Non-statutory instrument
-  Guidelines (non-statutory)



Abbreviations:

- MeE Ministry for the Environment
- MCDEM Ministry of Civil Defence and Emergency Management
- DBH Department of Building and Housing
- AEE Assessment of Environmental Effects
- BA Building Act
- COEM Civil Defence and Emergency Management
- ICMP Integrated Catchment Management Plan
- LIUDD Low Impact Urban Design and Development
- LGA Local Government Act
- LGIMA Local Government Information and Meetings Act
- LTCPP Long Term Community Council Plan

Basic principles

- Holistically designed and implemented frameworks and processes
 - Integrate stakeholders and processes
 - Manage complexity through joint adaptive action



- Pay attention to detail, but do not forget the whole
- Build teams and work across units
- Build relationships, partnerships
- Coordinate & integrate across work programmes
- Be flexible and adaptive
- Be relevant and practical



- Interpretation of community resilience as central to and resulting from the resilience of social, cultural, economic and built environments



Building resilience



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- Resilience through strategic integration
- Development of resources



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Resilience through strategic integration

- Inter-agency programme of work for integration of planning with community outcomes
- Provision of nationally consistent approach / platform to community resilience building, including drawing on best international research and practice



Integration of planning with community outcomes

- Integration of CDEM, RMA, LTCCP planning, in support of 2GP development: workshops (2009/2010);
- Implementation of recommendations: Natural Hazards Registers, changes to RPS, District Plans, consent process, etc. (2010/2011)





Towards digital radio communications

Integrating CDEM, RMA and LTCCP planning workshops

The Ministry of Civil Defence & Emergency Management (MCDSEM) is holding a series of workshops in support of second generation CDEM Group plan development.

Workshops are run in conjunction with the Department of Internal Affairs, Local Government New Zealand and the Ministry for the Environment.

CDEM Group plans are the cornerstone of CDEM planning at the local level providing management arrangements for the hazards and risks in the region. One of the most commonly identified issues when developing effective policies is the lack of strategic alignment of planning processes between legislative instruments such as the Local Government Act 2002, CDEM Act 2002, and the Resource Management Act (RMA) 1991.

The diagram below illustrating links between CDEM, RMA and LGA.

Working together with CDEM Groups, these workshops seek to explore the ways

in which planning processes under these legislative instruments can be better integrated to build resilience. These workshops are very much 'hands on' aimed at scuzzing local planning based on local issues. Therefore each workshop is tailored to suit local needs.

Workshops target emergency management officers and planners, council LTCCP and RMA policy managers and planners, infrastructure and asset planners and all those working directly with the LGA 2002, RMA 1991 and CDEM Act 2002.

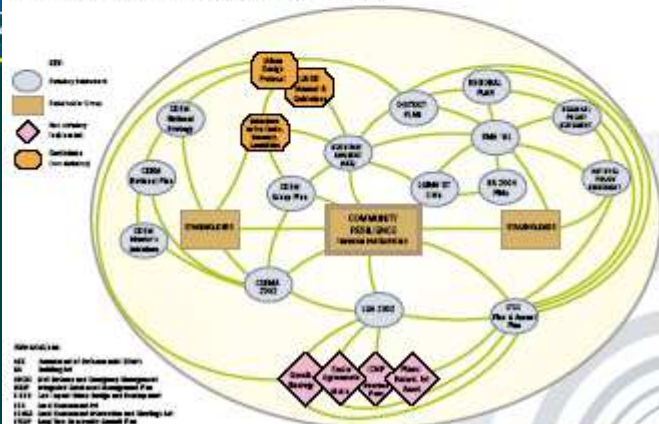
A pilot workshop was held in Otago on May 11 2009, organised by the Otago Emergency Management Office and MCDSEM. Otago is a unitary authority and its CDEM Group has already well advanced its second generation CDEM Group plan. The convergence of a unitary authority and the initiative and drive of the local emergency management team successfully combined to generate substantial interest for the workshop across the whole council.

More than thirty council staff comprising policy managers, policy planners (both RMA and LTCCP), resource consent planners, resource managers, asset managers and engineers, finance managers, building inspectors, infrastructure engineers, as well as local emergency management officers were in attendance. The workshop was also visited by the city Mayor.

The central government team introduced a number of guidelines and tools for integration of planning for natural and other major hazards. The local team talked about their current CDEM Group Plan, LTCCP and RMA planning programmes. Local presenters identified a number of issues and consequences related to the lack of integration of these programmes. Some of the issues were:

- lack of coordination and collation of hazard-related information, research and knowledge across the council and the ensuing issues with adequacy of current risk mitigation measures;

New Zealand hazard risk management – an integrated CDEM, RMA and LGA planning framework



Remembering Abbotsford

In this issue



Integrating planning workshops update

The last issue of Impact reported on the integrated planning workshops the Ministry is holding around the country in support of second generation of CDEM Group plan development.

Workshops are held in conjunction with the Department of Internal Affairs/Local Government Branch, Local Government New Zealand and the Ministry for the Environment. They address the alignment of planning processes under the Local Government Act 2002, CDEM Act 2002 and the Resource Management Act (RMA) 1991 to better build resilience. Workshops are conducted collaboratively with CDEM Groups and council policy staff. In the previous article we reported on the outcomes of the first of these workshops, held in Otago.

Two more workshops have been held – in Kawika Bay on July 20, hosted by the Kawika Bay CDEM Group and in the Bay of Plenty on August 17, hosted by the Bay of Plenty CDEM Group. Both workshops were co-organised by local policy and planning staff and well attended by a cross section of local authority staff and management.

Many of the issues raised in these workshops reflected the issues identified in Otago including:

- planning driven by development and land owners and how to deal with this
- a lack of win-win solutions in planning for natural hazards such as low impact planning and urban design, amenity developments in risk zones, opportunities for standardised sections cascading through plans and more effective utilization of LTCCP planning to incorporate community expectations and acceptable risk solutions
- a more prescriptive approach in regional policy statements
- consistency of information and planning provisions across the region
- the translation of scientific information into policy.

Workshops identified immediate actions participants committed to undertaking, such as familiarisation with CDEM Group and district plan provisions, alignment of and participation in the current district plan, regional policy and CDEM Group Plan development processes, influencing development of the urban growth strategy, identification of opportunities to join separated activities, consideration of hazards in planning, and taking outcomes from the workshop back to the team.

The workshops also identified strategies for longer term integration of planning for natural hazards. Some of the

recommended actions included:

- development of an integrated regional hazard risk management plan and its implementation strategy
- more stringent application of section 22 (RMA) in cost/benefit analysis of proposed development and leveraging of community against individual benefits
- a more prescriptive approach in regional policy statements
- early engagement of the community before policy is developed
- inter and intra-council communication strategies for consent process and building inspection
- integrated communication strategy, including communication with the community
- professional development initiatives.

Discussions also included consideration of targeted rating in high risk areas, justified by infrastructure vulnerability, or the introduction of bonds through the resource consent process.

In the meantime, recommendations from the Otago workshop have been incorporated into the Otago CDEM Group Plan and accepted by the Council.

For more information Ujula Mansueto on 06-472 7370.

Integration across MCDEM programmes

- Vulnerable infrastructure & resilience (in conjunction with Lifelines programme)
- Vulnerable communities & resilience (in conjunction with Welfare programme)
- Vulnerable urban centres and resilience (aligned with Urban Design stream of work)
- M&E
- Competency Framework



Provision of nationally consistent 'platform'

- Coordination and collation of information and research nationally, facilitation of exchange of information and advice to CDEM Groups
- Strategic programme of action and influence of other central government programmes of work where community resilience has to be considered
- Promulgation of the approach – achieving buy-in, specifying benefits for the sector, linkages and benefits for other MCDEM and central government programmes



Development of resources

- To develop a consistent set of resources & tools for CDEM Groups to assist in community resilience building



Community engagement In the CDEM context; “Indicators series”

http://www.civildefence.govt.nz/memwebsite.nsf/wpg_URL/For-the-CDEM-Sector-Publications-Community-Engagement?OpenDocument

Community Engagement in the CDEM context

Civil Defence Emergency Management
BEST PRACTICE GUIDE [BPG 4/10]



DRAFT

Measuring progress in building
community resilience to disasters



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Including Canterbury pilot project...

Community resilience projects in Canterbury



Community resilience projects in Canterbury

The community resilience movement continues to grow with the initiation of a programme of pilot projects starting around the Canterbury region.

Christchurch City Council, CDEM Office, MCDGM, Canterbury Regional Emergency Management Office and Environment Canterbury have started working with communities in Aranui and South Shore/South Brighton on two different projects.

The Aranui project focuses on workshops with existing community groups and discussions with community leaders around aspects of community resilience. The aim of this project is to create a long-term community engagement and resilience-building programme in the area.

The South Shore/South Brighton project takes a different approach, focusing on the tsunami hazard. The aim is to engage with the community to help create a



community coastal evacuation plan and enhance resilience. This work has been extended to include 100 hours with five meetings in coastal communities having already been held focusing on the tsunami hazard.

Other objectives are to test and inform the further refinement of two MCDGM projects: Community Engagement, and Building Community Resilience.

Tsunami is an obvious hazard for the Brighton South community

The MCDGM-funded components of the Canterbury projects will end in June 2010, with follow-up projects, lessons learnt reporting and enhanced community engagement and resilience-building outputs planned for the 2010/2011 financial year.

<http://www.civildefence.govt.nz/mem website.nsf/srch/EC9EFD25D6B6CE2FC C2577430012CB83?OpenDocument>



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Monitoring progress



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National consistency and monitoring

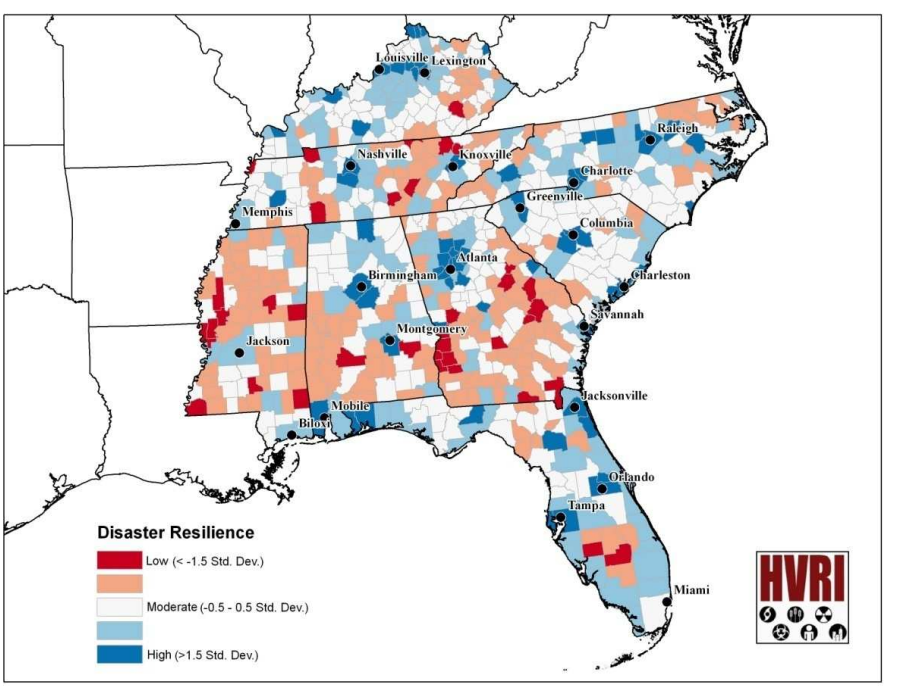
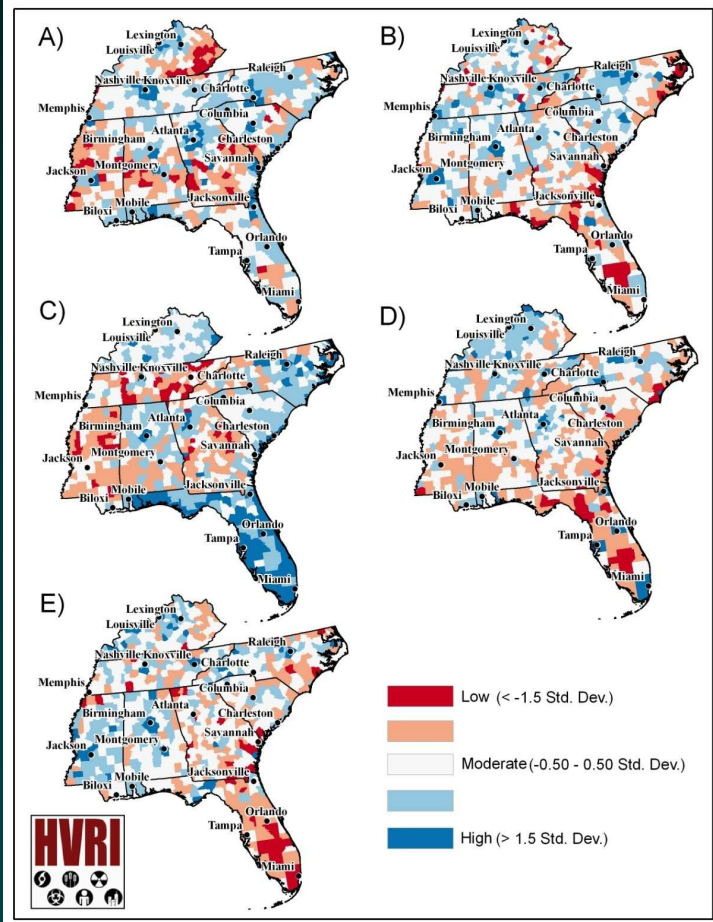
- To provide a nationally consistent platform / approach to *assess the “state” of community resilience and monitor progress*



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Composite Community Resilience Indicators for benchmarking baseline conditions

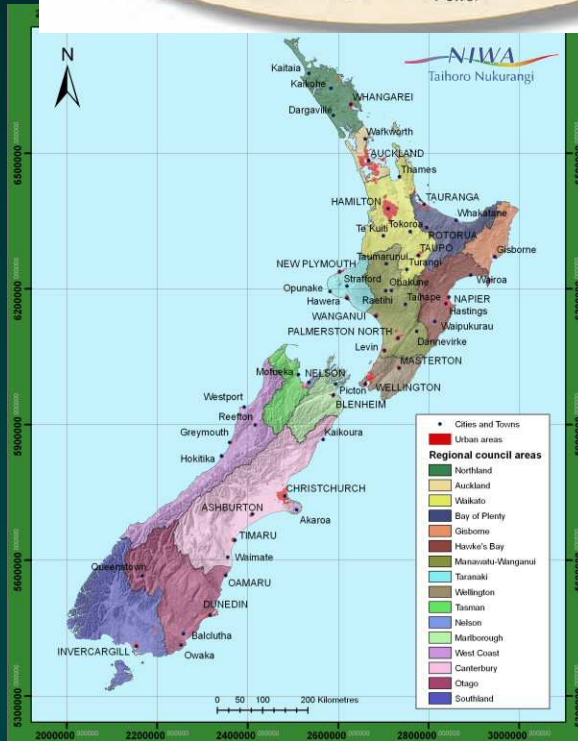


(Cutter et al, 2010)

- **2009/2010** – Focus on individual and group resilience – ‘Interim resilience card/report’ produced for regions where resilience has been measured
- **2010/2011** - Focus on organisational and urban resilience - ‘Interim resilience card/report’ produced for regions where resilience has been measured

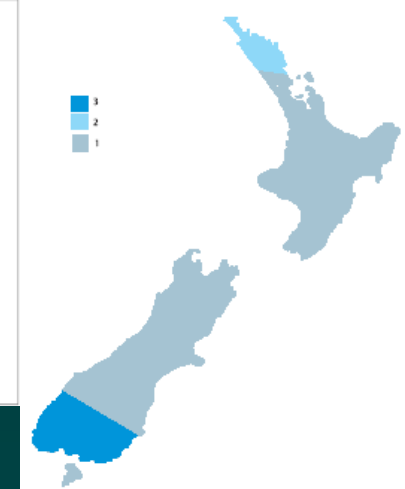
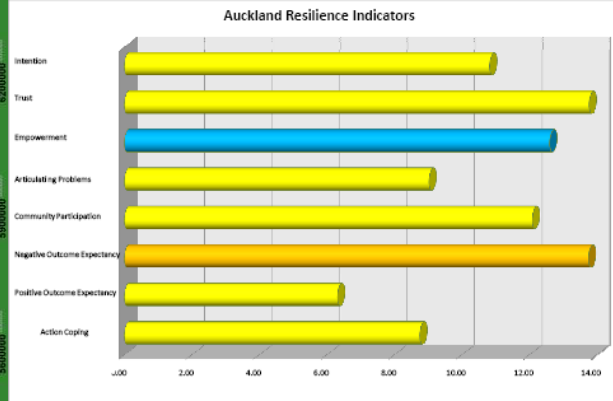


Monitoring resilience



Auckland

	Needs Immediate Attention	Poor	Average	Good	Excellent
Action Coping	Red	Orange	Yellow		
Positive Outcome Expectancy	Red	Orange	Yellow		
Negative Outcome Expectancy	Red	Orange	Yellow		
Community Participation	Red	Orange	Yellow		
Articulating Problems	Red	Orange	Yellow		
Empowerment	Red	Orange	Yellow	Blue	
Trust	Red	Orange	Yellow		
Intention	Red	Orange	Yellow		



National picture of disaster resilience (composite indicators)

- including other streams of resilience work, e.g. CDEM Groups, MSD, Statistics NZ, Colmar Brunton...



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