

# **Not Just High-Vis and Hard Hats**

---

*The non-profit sector in disaster risk reduction,  
readiness, response and recovery.*



***Social Equity & Wellbeing Network***

***Tuia te Oranga***

*(formerly Council of Social Services in Christchurch)*

***October 2015***

---

## Introduction

New Zealand is susceptible to disasters and civil emergencies. Risks include earthquakes, pandemics, flooding, tsunamis, landslides, heavy snow, major storms and a number of other threats<sup>1</sup>. Our recent experiences in Canterbury have reinforced the crucial importance of disaster preparedness, while just recently we have seen the effects of severe weather causing Dunedin and the Manawatu to suffer from major flooding. It is expected that with current climate changes severe weather events such as these will happen more frequently.

The impact from disasters is felt not just in the immediate emergency but, as we have learned in Christchurch and Canterbury, for many years afterwards as communities recover and rebuild. We also know that disasters don't impact on everyone equally – they have a tendency to affect the most vulnerable worst.

## What is vulnerability?

There are many definitions and discussions of the concept of vulnerability. The emergency management sector has a particular understanding, on which this report is based. New Zealand's Ministry of Civil Defence and Emergency Management defines vulnerability as:

... being prone to or susceptible to damage or injury. Vulnerability is the result of a number of factors that increase the chance that a community will be unable to deal with a disaster. Vulnerability relates to the characteristics of a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a hazard. Some groups in society are more prone than others to damage, loss and suffering in the context of hazards. Such groups may be characterised by class, ethnicity, gender, disability, or age.<sup>2</sup>

Careful planning to lessen this susceptibility is needed not just by civil defence professionals but by all of the community. The non-profit sector can potentially make a valuable and substantial contribution to this, as many non-profit groups and organisations in our communities are uniquely placed to contribute to emergency preparedness, response

---

<sup>1</sup> National Hazardscape Report, 2007. Officials' Committee for Domestic and External Security Coordination, Department of the Prime Minister and Cabinet, PO Box 55, Wellington.

<http://www.civildefence.govt.nz/assets/Uploads/publications/national-hazardscape-report-sept-2007-complete.pdf>

<sup>2</sup> Ministry of Civil Defence and Emergency Management, 2005. *Focus on Recovery: A holistic framework for recovery in New Zealand*, p.7. <http://www.civildefence.govt.nz/assets/Uploads/publications/is-05-05-focus-on-recovery.pdf>

and recovery for vulnerable people. Whether a formal social or health service provider, or a community resource or initiative, these groups often have strong relationships with people who have specific needs or who are marginalised from society. They can engage with groups that larger agencies such as government departments may find difficult to reach. With their intimate knowledge of local communities they can mobilise local resources in support of these groups.

The impacts of the earthquakes and our recovery from them in Christchurch and Canterbury have highlighted the role of the non-profit sector in supporting communities to be prepared for, respond to and recover from disasters.

Non-profit social service providers were delivering counselling, tenancy advice, recovery advice, parenting support and social work almost immediately after the quakes<sup>3</sup>. Groups working with vulnerable people were able to quickly respond to their needs because of their existing relationships and local knowledge. All around the city and region local community centres and churches door-knocked their local streets, organised support for local residents, provided a place to call in and talk, provided information, and held community events for the shaken residents. Sports, arts and cultural groups quickly found ingenious ways to get activities under way again to give people a sense of normality and participation, and something else to think about. The sector is still immersed in supporting its communities to recover and thrive.

However, beyond the involvement of one or two specific non-profit organisations (e.g. St John ambulance is a partner agency to the Canterbury CDEM group<sup>4</sup>), there appears to be little formal non-profit sector involvement in civil defence planning. Many of us see civil defence as all about hard hats, hi-vis vests and clipboards; and relating only to the immediate response to an emergency. Its relevance to all the immediate issues and challenges that many non-profit groups spend their days grappling with is perhaps lost. But the formal civil defence and emergency management approach is much more holistic than just immediate response, and instead looks at building a resilient community – a goal that all non-profits would support.

---

<sup>3</sup> For a sample of the work of the non-profit sector in the disaster, see *Holding Hope Together*, Council of Social Services in Christchurch, 2015. (Available from COSS Chch, 301 Tuam St, Christchurch or [sharon@ccoss.org.nz](mailto:sharon@ccoss.org.nz) )

<sup>4</sup> Canterbury Civil Defence and Emergency Management Group Plan, 2014, p.9.

## Building Disaster Resilience

Civil Defence and Emergency Management (CDEM) planning in New Zealand covers four aspects of resilience, known as 'the 4R's': risk reduction, readiness, response and recovery. The Ministry of Civil Defence and Emergency Management describes them this way<sup>5</sup>:

**Risk reduction:** Identifying and analysing long-term risks to human life and property from hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring.

**Readiness:** Developing operational systems and capabilities before a civil defence emergency happens; including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities and other agencies.

**Response:** Actions taken immediately before, during or directly after a civil defence emergency to save lives and protect property, and to help communities recover.

**Recovery:** The coordinated efforts and processes to bring about the immediate, medium-term and long-term holistic regeneration of a community following a civil defence emergency.

Planning for risk reduction and addressing vulnerability is an international goal. New Zealand participated in developing The Sendai Framework for Disaster Risk Reduction 2015-2030<sup>6</sup> earlier this year. An initiative of the United Nations, the framework aims for:

the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries;

and says that to achieve this the following goal must be pursued:

Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience. (p.12).

---

<sup>5</sup> <http://www.civildefence.govt.nz/cdem-sector/cdem-framework/the-4rs/>

<sup>6</sup> Sendai Framework for Disaster Risk Reduction 2015 – 2030, United Nations. [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

New Zealand's commitment to this was spelt out at the recent South Island Civil Defence Emergency Management Conference *Beyond our Fault*. The Director of the Ministry of Civil Defence & Emergency Management, Sarah Stuart-Black, opened the conference by outlining the future direction of CDEM in New Zealand. She signalled a shift from the current focus on readiness and response. In line with the Sendai Framework, there is now to be more focus on risk reduction and recovery, and a move to managing risk. Minister for Civil Defence Nikki Kaye reinforced this message, saying that a focus on response is an old model. She also noted that there is more work to do with vulnerable New Zealanders.

## Addressing vulnerability

The Sendai Framework points the way for CDEM planning to address vulnerability:

Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens.<sup>7</sup>

As there is much to learn about reducing the disproportional impact of disasters on vulnerable groups, it makes sense to engage and develop partnerships with others on the same journey.

In Australia, staff at the Victorian Council of Social Service (VCOSS)<sup>8</sup>, supported the sector in Victoria as it responded to and reflected on the devastating Black Saturday bushfires of February 2009. They knew of some of the work of the non-profit sector in Canterbury in supporting vulnerable groups, and they also share a concern for the needs of vulnerable or marginalised groups in emergencies and disasters. This recognition of a common interest has led to a working relationship developing between the Council of Social Services in Christchurch (COSS Chch) and VCOSS, with the two agencies sharing information and discussing ideas. COSS Chch was invited to Melbourne to attend a forum "*Vulnerable people in emergencies: issues and initiatives*", that was jointly hosted by VCOSS and the Municipal Association of Victoria (MAV)<sup>9</sup>.

---

<sup>7</sup> p.13, Sendai Framework for Disaster Risk Reduction 2015 – 2030, United Nations.

[http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

<sup>8</sup> [www.vcoos.org.au](http://www.vcoos.org.au)

<sup>9</sup> [www.mav.asn.au](http://www.mav.asn.au)

Australians have a 1 in 6 estimated lifetime exposure to natural disaster and Victoria is one of the three most fire-prone areas in the world<sup>10</sup>. Naturally, the focus of this forum was preparation for and recovery from bushfires. However the learnings from the forum are equally applicable to other natural disasters and emergencies.

## ***VCOSS / MAV Forum: Vulnerable people in emergencies: issues and initiatives***

Building community resilience is a priority in Victoria emergency management planning. Keynote speaker at the forum was Jess Freame, who is Director, Relief and Recovery, for Emergency Management Victoria<sup>11</sup>. EMV is the statutory body in Victoria responsible for responding to and recovering from major emergencies.

In her presentation, *Reforming relief and recovery for the 21<sup>st</sup> century*, Jess began by discussing what recovery meant. She considered it as a process, not an outcome. The community repairs, rebuilds and develops in response to its new reality. The built, environmental, social, economic and cultural aspects of recovery are all interconnected.

Jess focused on EMV's development of a Strategic Action Plan<sup>12</sup> and she discussed the importance of recognising vulnerabilities in this. She reminded us that not everyone is affected equally in a disaster or emergency. The most vulnerable are generally affected more severely and for longer. There is a need to recognise this or recovery can further reinforce vulnerability. We should also be aware that new vulnerabilities can be created by the relief and recovery process. There is a need in emergency planning to have a broader concept than vulnerability and keep equity in mind.

Jess noted that EMV's reforms start at the community level, with the goal of building community capacity so communities have the resilience to lead their own recovery. For this to happen EMV recognises that the community needs to have the capacity to engage, and to have trusted local networks. An important point made by Jess was that community capacity-building doesn't need to be specifically related to CDEM. It will happen best by identifying and working with what is important to the local community.

The presentation also outlined EMV's priorities for effective relief and recovery. Again, their strategy is to work with communities, who are best placed to identify local needs

---

<sup>10</sup> Debra Parkinson, 2011, *The Way He Tells It: Relationships after Black Saturday*, Women's Health Goulburn North East. <http://www.whealth.com.au/documents/publications/whp-TheWayHeTellsIt.pdf>

<sup>11</sup> <http://www.emv.vic.gov.au/>

<sup>12</sup> ([http://fire-com-live-wp.s3.amazonaws.com/wp-content/uploads/Interim-Strategic-Action-Plan-2014\\_15-corrected.pdf](http://fire-com-live-wp.s3.amazonaws.com/wp-content/uploads/Interim-Strategic-Action-Plan-2014_15-corrected.pdf) )

and priorities. There is a need for a community engagement strategy, covering the spectrum from keeping communities informed to empowering communities.

Jess discussed the need to connect with established networks to support community capacity. Local groups have local knowledge. The first priority should be to build capacity in existing groups; and after that to ensure that any new services or processes that are created to fill capacity gaps complement what is already there.

Pauline Cole, from the South Australia Department of Communities and Social Inclusion, spoke about *Developing a statewide framework for people with vulnerabilities*. She noted the need for extra supports for people with vulnerabilities to assist in their preparation of resources and safety plans, and for organisations to have plans and systems to offer equity.

Pauline has been working on a pilot project to strengthen disaster resilience in vulnerable communities. This has involved working with an existing local non-profit service in the understanding that local services are best for supporting vulnerable people. However the work has faced the challenge of low capacity in the service. Other challenges that Pauline identified were:

- How to encourage personal safety planning as a normal activity.
- How to support 'leaving early'.
- Evacuation plans and places to go that meet needs.
- Planning with the community services sector.
- Coordination and collaboration.

Martha Martin and Stephen Davenport, from Hume City Council, spoke about the *Hume Emergency and Disaster Resilience Project*. Hume City has been identified as a major growth area for Melbourne. This is leading to changes in the population and in land use as it transitions from rural to urban, and has triggered emerging social issues.

Hume City Council found that community organisations and groups overwhelmingly wanted to be more involved in preparing for emergencies. This led to the establishment of the Hume Emergency and Disaster Resilience Project. Key stakeholders are the community services sector, the emergency management sector, and Hume City Council.

The project aims to enable information sharing, reach agreement on key concepts, and get a commitment to 'whole of community' engagement. Key learnings have been that:

- This sort of project needs at least a 6 month timeframe.

- Relationships need to be built beforehand.
- Community stakeholders must be involved from the start.
- The structure needs to be multidisciplinary.

Hume is establishing a Vulnerable Persons Register, and the council is asking community organisations:

- Do you have a list of clients who are vulnerable?
- What do you do to help them prepare for emergencies?
- How do you alert them to an emergency?
- How should council communicate with them?
- What coordination is needed?

At this stage of the initiative some organisations are unsure who should be registered. They didn't know what to do about people they considered vulnerable but did not fit the criteria to be registered. The project aims to clarify this issue.

The *Ready2Go Volunteer Relocation Program* was presented by Marlene Dalziel and Sue Wales. The focus of this community initiative is people who live independently but due to personal factors can't protect themselves adequately from heatwave, bushfire or extreme weather. Its purpose is to ensure that participants are to leave when evacuation is necessary. The goals are a combination of readiness and response, and although not planned for the project has also contributed to building social capital.

The programme matches the participant with a volunteer who assists them to plan and will assist in any need to leave; and organises destinations and relocation sites for the participants.

Although the programme hasn't been needed yet, participants felt good about having the support in place and the contact from the volunteer. Volunteers have been able to identify non-emergency-related needs and organise to have these addressed.

The presentation *Eating the Elephant: building local heatwave resilience through targeted campaigns*, by Lucy Saaroni and Anne Barton from the City of Yarra was a practical example of targeting vulnerable groups in a readiness campaign.

This Yarra Council campaign identified who is vulnerable and why in a heatwave. Tailored messages and accompanying resources were then developed to be delivered to the different groups. They then partnered with community organisations that had access to the



different groups and provided training to them on identifying heat-related stresses on their clients or communities.

*The Islamic Council of Victoria's Emergency Assist program*, outlined by Yasmin Sungkar and Aziz Cooper, was an example of a faith-based non-profit organisation taking the initiative to strengthen its community's disaster resilience. The presenters noted that emergency and government services tend to subsume religion into culture, but there are differences.

Because of the need for understanding of cultural and religious differences in emergency services, the Islamic Council in 2011 set up the Muslim Emergency Management Organisation, which became Emergency Assist. Migrant communities can be suspicious of authorities because of the circumstances in their country of origin. The organisation aims to bridge that difficulty.

The aim is to create resilient Muslim communities, and they offer Disaster Response Plans to assist emergency services and Muslim communities in times of disaster, and assistance to Muslim communities to prepare for emergencies.

Part of the Islamic Council's Emergency Assist program addresses response needs. They have 50 Muslims trained in psychological First Aid and are aiming to increase the numbers. They also aim to establish area coordinators, attached to councils that have significant Muslim populations; and have Community Networkers linking groups with emergency services. Emergency Services can then use their support.

Brent Phillips from Vicdeaf presented *Auslan In Emergencies – providing access for Deaf Victorians during times of emergency*. (Auslan is AUstralia Sign LANguage). Vicdeaf's Regional Resilience Project aims to develop resources and resilience in the deaf community. (Many deaf people have relatively poor literacy because growing up speaking Auslan becomes a disadvantage in the education system.) The project has created a website with videos, and a supporting information booklet. They also run community workshops.

Vicdeaf is working on formalising the commitments of emergency services and the Police to work with Vicdeaf. Having written documents would help ensure ongoing good practice in emergency response.

While the focus of CDEM planning for vulnerable people is to ensure their wellbeing in an emergency, groups considered vulnerable want to be able to contribute to their communities and be active citizens. Brent Phillips from Vicdeaf made the point that deaf people struggle to find information, but if that is provided in a way that they can access then they are not vulnerable. They can become part of the response to an emergency and support others.

A presentation from Jill Karena, Manager Community & Culture at the Macedon Ranges Shire Council, featured an example of addressing vulnerabilities in response and recovery.

*A local action plan to prevent violence against women in emergencies* was about a local action plan to prevent violence against women in emergencies that is being developed by the Council. She noted that relationship violence, child abuse and relationship breakdown all increased after disasters. She acknowledged that men can experience domestic violence, but the focus of this project is on male towards female violence in emergencies and disasters.

Two papers that have informed the work are<sup>13</sup> *The Way He Tells It: Relationships after Black Saturday*, and *Moving Beyond 'Women are the Problem': how can we better understand the gendered nature of bushfire in Australia?*<sup>14</sup>

Some of the responses that have been taken in Victoria include developing a Gender and Emergency Management Strategy, and setting up the Violence Prevention Advisory Group and the Victoria Government Gender & Disaster Taskforce.

Priorities are:

- Advocacy
- Culture change in emergency-related organisations.
- Engagement and recognition of women in voluntary emergency services and organisations.
- Building resilience and the capacity of communities.

Amongst the Council's planned actions is a review of the Emergency Relief Centre handbook. The full action plan will soon be on [www.mrsc.vic.gov.au](http://www.mrsc.vic.gov.au)

---

<sup>13</sup> *The Way He Tells It: Relationships after Black Saturday*, Women's Health Goulburn North East, 2012  
<http://www.whealth.com.au/documents/publications/whp-TheWayHeTellsIt.pdf>

<sup>14</sup> *Moving Beyond 'Women are the Problem': how can we better understand the gendered nature of bushfire in Australia?* Meagan Taylor & Peter Fairbrother, AFAC13 Shaping Tomorrow Together, Melbourne, 2-5 September 2013. <http://www.bushfirecrc.com/sites/default/files/managed/resource/moving-beyond-women-are-the-problem.pdf>

## The non-profit sector in disaster resilience

The experiences of Canterbury and the learnings from Victoria illustrate how non-profit organisations and groups contribute to all aspects of disaster resilience, and particularly to address vulnerability. This is recognised in Australia and slightly less so in New Zealand national CDEM planning, with Australia saying “*Non-government and community organisations are at the forefront of strengthening disaster resilience in Australia*”<sup>15</sup>. New Zealand acknowledges the sector’s role post-emergency, saying in its Guide to the CDEM Management Plan “*Non-governmental organisations (NGOs) are a vital component in the national and local response to, and recovery from, emergencies. ... their role is acknowledged and valued ...*”<sup>16</sup>

A closer look at the 4 R’s gives more insight to the contribution of the sector.

**Risk Reduction:** (*Identifying and analysing long-term risks; eliminating or reducing the impact of these risks.*)

*“Disasters operate as a kind of lens, allowing society to perceive what was before its eyes all along. The best way to prevent social disadvantage from becoming deadly during disasters is to eliminate the disadvantage, rather than merely focusing on the disaster situation. The social disadvantages our society treats as ordinary and unremarkable (can) become deadly in dramatic ways during the course of a disaster.”*

<sup>17</sup>

The non-profit sector has a prominent role in addressing social disadvantage, from working with disadvantaged people to tackling the social structures that create disadvantage and marginalise groups of people from society. It also builds social capital, connects people to their communities and breaks down social isolation.

Research has found that a critical factor in reducing the impact of a disaster is the level of social capital in communities<sup>18</sup>. For instance, research by Daniel Aldrich in Japan after the

---

<sup>15</sup> *National Strategy for Disaster Resilience Building our nation’s resilience to disasters*, Council of Australian Governments, 2011, <https://www.coag.gov.au/node/81>, p.v.

<sup>16</sup> *Guide to the National Civil Defence Emergency Management Plan, 2006*, p.4

<http://www.civildefence.govt.nz/assets/Uploads/publications/the-guide-v1.2-section-4-general-roles.pdf>

<sup>17</sup> DA Farber, ‘Disaster Law and Inequality’, 25 *Journal of Law & Inequality*, 297, University of California, USA, 2007. Quoted in *Disaster and disadvantage: Social vulnerability in emergency management* :

[http://vcoss.org.au/documents/2014/06/VCOSS\\_Disadvantage-and-disaster\\_2014.pdf](http://vcoss.org.au/documents/2014/06/VCOSS_Disadvantage-and-disaster_2014.pdf)

<sup>18</sup> E.g. Daniel P Aldrich, *Building Resilience: Social Capital in Post Disaster Recovery*, 2012; Yuko Nagakawa & Rajib Shaw, *Social Capital: A Missing Link to Disaster Recovery*, 2004.

2011 earthquake and tsunami showed that there was little correlation between the height of the tsunami in different locations and the percentage of people killed in those communities. He concluded that it was community resilience, social capital and connectedness that made the difference. In communities with a lower death rate vulnerable people (such as aged, disabled or deaf) were evacuated by neighbours or others in their communities who knew them.

Social capital can't be put in place after disasters. It is built in communities over years, and non-profit or community groups have a large part to play in building it. In Australia, this is recognised in the National Strategy for Disaster Resilience<sup>19</sup>, which includes the priorities of improving the resilience of vulnerable sections of society, and increased engagement with the private and non-profit sectors.

The role of the non-profit, or NGO sector, also gets a nod in New Zealand's national CDEM framework<sup>20</sup>:

Hazard risk reduction can take many forms ranging from an individual's personal actions to look after themselves, their family, business and property, through to collective actions undertaken on behalf of communities and society by the public sector, NGOs and private organisations operating across the local, regional and national levels.

**Readiness:** *(Developing operational systems and capabilities before a civil defence emergency happens).*

*“To increase resilience in New Zealand communities it is vital that during pre-event recovery planning, vulnerable groups within local communities are identified, and where possible strategies for reducing susceptibility to disasters implemented.”<sup>21</sup>*

With its deep involvement in all parts of our communities, the non-profit sector has a unique ability to connect and work with marginalised and hard-to-reach communities. Because they know the needs of their communities so well and are trusted, sector groups and organisations can raise awareness of emergency preparedness in these communities

---

<sup>19</sup> National Strategy for Disaster Resilience: Building our nation's resilience to disasters, Council of Australian Governments, <https://www.coag.gov.au/node/81>

<sup>20</sup> <http://www.civildefence.govt.nz/cdem-sector/cdem-framework/the-4rs/>

<sup>21</sup> Ministry of Civil Defence and Emergency Management, *Focus on Recovery: A holistic framework for recovery in New Zealand*, p.7.

and help develop appropriate responses. While some organisations and groups in New Zealand have recognised the role they can play and have been proactive in developing initiatives (e.g. Blind Foundation<sup>22</sup>) other groups may not be so aware of the opportunity to do this.

**Response:** *(Actions taken immediately before, during or directly after a civil defence emergency to save lives and protect property, and to help communities recover.)*

The major immediate response to and provision of emergency relief in a civil emergency or disaster is the domain of specialist emergency services and agencies formally mandated by government. Complementing their work is a range of non-profit effort. This was acknowledged in the Victorian Emergency Management Reform White Paper, where it noted that alongside groups such as Red Cross and the Salvation Army:

*“Other local, more grass-roots community organisations are equally important to support relief and recovery in their own communities. People and organisations working at the local level can often best identify the most vulnerable individuals or groups, particularly those who may need extra planning support, and relief and recovery assistance.”<sup>23</sup>*

This was true of the Canterbury earthquakes, where a range of local organisations and groups played a vital role in connecting vulnerable individuals and groups with essential support and assistance.

**Recovery:** *(The coordinated efforts and processes to bring about the immediate, medium-term and long-term holistic regeneration of a community following a civil defence emergency.)*

During short- and long-term recovery efforts, NGOs facilitate disaster recovery and are uniquely positioned to advocate for changes that may improve the resilience of communities to withstand future disasters. .... NGOs, because they are a permanent part of a given community, are more focused on community development and,

---

<sup>22</sup> <http://blindfoundation.org.nz/members/useful-resources/civil-defence-information>

<sup>23</sup> VCOSS: Disaster and disadvantage: Social vulnerability in emergency management, 2014

consequently, on resilience-building during disaster response and recovery.<sup>24</sup>

Recovery closes the circle of the 'four R's' and merges into risk reduction, by building and strengthening community resilience. This is the fundamental purpose of much of the non-profit sector, and why it is an essential partner in CDEM planning.

## Where to in Aotearoa?

The range of initiatives presented at the Victorian forum showed how central and local government and the non-profit sector can work together to address vulnerability and contribute to CDEM planning. At the South Island Civil Defence Emergency Management Conference *Beyond our Fault* in August 2015, CDEM professionals here were interested to learn how they could connect with communities more effectively, given the signalled changes. There was little evidence at the conference of an awareness of the non-profit sector and the contribution that it makes to disaster recovery and community resilience.

There is a similar lack of awareness in the non-profit sector of the role of Civil Defence and Emergency Management (CDEM) sector beyond immediate disaster response. Many in the non-profit sector also appear to have little opportunity to fully appreciate the threats that its communities face or to prepare to take on key roles in the social aspect of risk reduction and community recovery, and readiness and response.

The importance of us all working together is highlighted in the Sendai Framework:

States should encourage the following actions on the part of all public and private stakeholders:

(a) Civil society, volunteers, organized voluntary work organizations and community-based organizations to participate, in collaboration with public institutions, to, inter alia, provide specific knowledge and pragmatic guidance in the context of the development and implementation of normative frameworks, standards and plans for disaster risk reduction; engage in the implementation of local, national, regional and global plans and strategies; contribute to and support public awareness, a culture of prevention and education on disaster risk; and advocate for re-

---

<sup>24</sup> Chandra, Anita & Acosta, Joie, *The role of nongovernmental organizations in long-term human recovery after disaster : reflections from Louisiana four years after Hurricane Katrina*. 2009, RAND Corporation [http://www.rand.org/content/dam/rand/pubs/occasional\\_papers/2009/RAND\\_OP277.pdf](http://www.rand.org/content/dam/rand/pubs/occasional_papers/2009/RAND_OP277.pdf)

silient communities and an inclusive and all-of-society disaster risk management that strengthen synergies across groups, as appropriate.<sup>25</sup>

This report suggests the need for a strategy to encourage and facilitate the contribution of the non-profit sector to civil defence and emergency management, as per the Sendai Framework. This might include the following actions:

1. National and regional CDEM and government departments to recognise the broad and integral role of non-profits in all aspects of CDEM.
2. Non-profit national umbrella groups work to raise awareness and support participation in regional CDEM planning by their members.
3. National CDEM to engage formally with non-profit sector umbrella organisations.
4. Regional CDEM to engage formally with regional and local non-profit groups and organisations through local networks.
5. CDEM and government recognise the limited capacity of the sector to engage, and ensure support to enable meaningful engagement.
6. Non-profit national umbrella groups work to support members in developing their own capacity to survive a disaster and contribute to community response and recovery.
7. Local non-profits ready themselves to survive and respond to a disaster as appropriate to their role in their community.
8. Funders recognise the importance of non-profit engagement in CDEM planning and their own disaster preparedness, and support such initiatives.
9. All stakeholders recognise the value of and facilitate further learnings and exchanges of information relating to the role of the non-profit sector in CDEM between New Zealand and other countries.

Sharon Torstonson  
Social Equity & Wellbeing Network  
Christchurch Community House  
301 Tuam St, Christchurch  
Ph 03: 366 2050  
Email: sharon@ccoss.org.nz

---

<sup>25</sup> [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf) Role of Stakeholders: para 36, p.23.

## **'Thank you' to the Lottery Grants Board**

The Social Equity and Wellbeing Network acknowledges the support of the Lottery Grants Board which enabled attendance at the *Vulnerable people in emergencies: issues and initiatives* forum in Melbourne.

