



NEW ZEALAND
RED CROSS
RIPEKA WHERO AOTEAROA

Disaster Risk Management
STRATEGY
2018 – 2023

Fundamental Principles

Humanity

Te Ngākau Atawhai

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours – in its international and national capacity – to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, co-operation and lasting peace among all people.

Impartiality

Te Tōkeketanga

The International Red Cross and Red Crescent Movement makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

Te Whakaraupapa

In order to continue to enjoy the confidence of all, the International Red Cross and Red Crescent Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence

Te Tū Motuhake

The International Red Cross and Red Crescent Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their government and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the Principles of the International Red Cross and Red Crescent Movement.

Voluntary Service

He Ratonga Tūao

The International Red Cross and Red Crescent Movement is a voluntary relief organisation not prompted in any manner by desire for gain.

Unity

Te Kotahitanga

There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

O te Ao

The International Red Cross and Red Crescent Movement is a world-wide institution in which all Societies have equal status and share equal responsibilities and duties in helping each other.

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Why this strategy is important

We live in a time of rapid change;

change that is unlikely to slow without major global disruption, and that is affecting the nature, frequency and severity of disasters we are faced with, our ability to prepare for them, and our capacity to cope with their impacts.

These changes include our growing and ageing populations, increased inequality, urbanisation, globalisation, digitalisation, climate change, migration and water scarcity. Advancing technologies mean that we are better connected than ever before, and yet social isolation and loneliness are widespread. This lack of social cohesion threatens to significantly reduce our ability to adapt to our new and emerging realities. In Aotearoa New Zealand, we are frequently reminded of the disaster-prone nature of our environment. Over the last decade, we have seen a dramatic increase in severe weather events and other disasters across the country and around the world.

New Zealand Red Cross' Disaster Risk Management (DRM) Strategy ("this strategy") intends to guide New Zealand Red Cross' members and staff ("New Zealand Red Cross people") and our work in Aotearoa before, during and after disasters, and other shocks and stresses.¹ It outlines our ways of working and the outcomes we seek to achieve in DRM, and how we support our people to work in an impactful and sustainable way to improve the lives of vulnerable people and enhance community resilience. This strategy builds on New Zealand Red Cross' DRM Strategy 2016-2018 and our experience in DRM, and aligns with the organisation's Strategy 2030 development.

This strategy enables New Zealand Red Cross to contribute not only domestically, but also to the global agenda. This includes honouring the principles of Te Tiriti o Waitangi (the Treaty of Waitangi), as well as supporting the Sendai Framework for Disaster Risk Reduction, and contributing to the Sustainable Development Goals, the Paris Climate Agreement and the One Billion Coalition for Resilience. As a member of the International Federation of Red Cross and Red Crescent Societies (IFRC) in the Asia Pacific region, we are further guided by the Federation's commitments and agenda, including the IFRC Framework for Community Resilience, the Asia Pacific National Societies DRM Strategy towards Community Resilience 2016-2020, and the Beijing Call for Innovation.

Jenny McMahon
Jenny McMahon
PRESIDENT

Niamh Lawless
Niamh Lawless
SECRETARY GENERAL

¹ 'Disaster' is used throughout this strategy to include disasters and shocks like earthquakes, fires and floods, as well as the stresses that can weaken the fabric of communities such as endemic violence, or food and water shortages

Our DRM approach in Aotearoa

DRM is what we do to support individuals, families, whānau, communities and organisations (“communities”) **before (disaster readiness), during (disaster response) and after (disaster recovery)** disasters, to strengthen community resilience.

Disaster readiness, response and recovery phases overlap, and their start and end points vary and shift depending on the nature, severity and frequency of a disaster. New Zealand Red Cross’ activities in each phase also vary, driven by the unique identity, vulnerabilities and needs of target communities, and the roles and capacity of New Zealand Red Cross and other organisations locally.

In our disaster readiness, response and recovery roles, we aim to mobilise the power of humanity (people, partners and resources), to provide effective, appropriate and timely support to help communities to prepare for, cope with and recover from disasters. We aim to address the underlying causes of vulnerabilities, and to enhance the long-term prospects of those we work with.

With our DRM kaupapa² of connect, care, prepare, New Zealand Red Cross people will help to ensure that affected or at-risk communities have a greater sense of connection and belonging, that care of the most vulnerable is prioritised, and that the wider community is better prepared for future disasters.

² Kaupapa is principles and ideas that act as a foundation for action



The outcomes we seek to achieve through our DRM work are:

Outcome 1 (People):
Communities in Aotearoa, as well as in the DRM sector, are effectively supported and empowered to prepare for, cope with and recover from disasters.

Outcome 2 (Partners):
New Zealand Red Cross is a key partner in building the effectiveness, sustainability and efficiency of DRM approaches in Aotearoa. We collaborate, cooperate and connect with diverse stakeholders locally, nationally and internationally in disaster readiness, response and recovery.

Outcome 3 (Resources):
New Zealand Red Cross people are equipped with training, tools and strategies to look after themselves and those around them before, during and after disasters, in a way that strengthens community resilience and wellbeing.

Our ways of working

Me mahi tahi tatou mō te orange o te katoa
(Let's work together for the wellbeing of everyone)

The Fundamental Principles of the International Red Cross and Red Crescent Movement

Our ways of working are guided by our Fundamental Principles: Humanity (Te Ngākau Atawhai), Impartiality (Te Tōkeketanga), Neutrality (Te Whakaraupapa), Independence (Te Tū Motuhake), Voluntary Service (He Ratonga Tūao), Unity (Te Kotahitanga), and Universality (O te Ao).

As a member of the Movement, we have unique opportunities to support our communities before, during and after disasters. We can partner, facilitate, catalyse and advise, and we can tap into skills, resources and ideas not only locally, but regionally and internationally. As auxiliary to, and a trusted sounding board for, government in its humanitarian services, we are in a unique position to advocate for the needs of communities, to partner with local organisations, and to build bridges between the two.

Our people as our strength

“He aha te mea nui o tēnei ao?” Māku e kī atu, **“He tangata, he tangata, he tangata.”** (What is the greatest thing in the world? I say, ‘It is people, it is people, it is people.’)³

New Zealand Red Cross’ mission is to improve the lives of vulnerable people by mobilising the power of humanity and enhancing community resilience. We achieve this through our network of 15,000⁴ people, embedded in communities spanning the length and breadth of the country. Our skilled, connected and committed network of people is critical to our ability to achieve our mission. To deliver our programmes effectively and sustainably, and to remain relevant now and into the future, we must be flexible in the face of change, anticipate future trends, and build a membership that reflects the diversity of multicultural Aotearoa.

We ensure that all New Zealand Red Cross people have clarity about the roles they can play to support their communities before, during and after disasters, and are provided with the training and development, resources and information to take on these roles and to look after themselves and one another. Key to the success of this DRM Strategy is a happy, healthy, diverse, well-informed, well-trained and well-supported network of New Zealand Red Cross people.

A psychosocial support approach

Manaaki ki te tangata ahakoa ko wai te tangata
(Support people, whoever they are)

Well-timed and appropriately delivered psychosocial support helps people to manage and mitigate the impact of a disaster, and enables people and communities to adapt positively to the changed world around them. It helps to restore and maintain social cohesion and emotional well-being, in turn strengthening community resilience. ‘Psychosocial’ refers to the dynamic and fluid relationship between the psychological and social dimensions of a person; it is about how people think, feel and relate to each other.

“The primary objectives of psychosocial support activities are to minimise the physical, psychological, and social consequences of an emergency and to enhance the emotional, social and physical wellbeing of individuals, families, whānau and communities.”⁵ Psychosocial support is multi-layered, and has a role to play before, during and after a disaster. This holistic approach to wellbeing aligns with Māori and Pasifika models of health, Te Whare Tapa whā and Fonofale, that see the inextricable link between physical, spiritual, family and psychological health.

All New Zealand Red Cross people understand and are able to apply basic psychosocial support principles, including developing strategies to help themselves and those around them to cope with the impacts of disasters. Those providing psychosocial support are well supported themselves, and are offered opportunities to up-skill through additional training and exercising. New Zealand Red Cross people provide psychosocial support in a culturally appropriate way.

³ Sir Apirana Ngata
⁴ As at July 2018
⁵ Framework for Psychosocial Support in Emergencies, Ministry of Health, 2016

Strengthening partnerships and social capital

He waka eke noa (We're all in this together)

Social capital includes the networks and trust that people draw on to solve problems and function effectively; strong social capital contributes to individual and community resilience. New Zealand Red Cross has strong networks and relationships, enabling us to collaborate, cooperate and connect locally, nationally and internationally, across government, private and not-for-profit sectors, and academia. These partnerships build reciprocity and trust, open doors and promote the innovation that helps us to remain relevant in our shifting and changing world.

We build on the ontological security that New Zealand Red Cross and its recognised brand bring, that is the sense of trust, calm and continuity that communities feel knowing that we are there.⁶ The concept of ontological security can be likened to the Māori term *ahi kāroa*. Because of our long-standing and trusted name, New Zealand Red Cross 'keeps the home fires burning' in our communities.

We embrace our unique partnership with refugee background communities through our Migration Programmes, which enables us to support former refugees to prepare for, respond to and recover from disasters.

⁶ Canterbury Earthquake Appeal Recovery Programme Evaluation, Research First, 2017

Embracing diversity, fostering participation and inclusion

He aroha whakatō, he aroha puta mai (If kindness is sown, then kindness shall be received)

Our DRM programmes and services are developed and delivered in a way that ensures dignity, accessibility, participation, protection and safety for all.⁷ Our people represent the diversity of our communities, including meaningful representation of Māori, Pasifika, people living with disabilities, migrants and former refugees, a range of ages, ethnicities, sexuality and gender identities. We are committed to using Te Tiriti o Waitangi to guide our relationship with Māori as *tāngata whenua* and Treaty partners, including embracing the Treaty principles of partnership, participation and protection. We commit to delivering this strategy in an environment of cultural learning.

In disasters, we work to meet the needs of people with disabilities, and to reduce sexual and gender-based violence. We do this through building awareness and through education and training, working closely with organisations and our international colleagues with expertise in these areas. We build strong relationships with *mana whenua*, local *iwi* and *marae* through our networks. We actively involve young people in the development of our DRM activities, building on the success of our youth programmes. Drawing on the expertise of our Migration Programmes, we foster an environment of cross cultural learning and ensure our services are accessible to people from culturally and linguistically diverse (CALD) backgrounds. We actively involve CALD communities in the development of our DRM programmes and activities.

⁷ Minimum standard commitments to gender and diversity in emergency programming, IFRC, 2015



How we support the people of Aotearoa before, during and after disasters

Our DRM programmes are targeted and tailored based on an assessment of hazard and risk, and levels of vulnerability and need.

We identify and target the most vulnerable communities in the most vulnerable places, using local knowledge and plans, and demographic and hazard data. Vulnerability can be defined as diminished capacity to anticipate, cope with and recover from the impact of a disaster; disasters can increase vulnerability, and exacerbate inequality.

New Zealand Red Cross strengthens the adaptive capacity of people and communities (i.e. ability to cope with changing circumstances) through improved wellbeing, connection, knowledge and security.⁸ New Zealand Red Cross builds upon our people's local knowledge and relationships, which are critical to the successful and sustainable delivery of our DRM work.

We acknowledge and respect the experience, skills and resources of other organisations working in disaster readiness, response and recovery. We seek to complement and augment existing programmes and projects, and to identify and address gaps based on our community connections, lessons learned from our work and our capacity and capability. We work closely with our stakeholders to ensure that our roles are adequately funded and resourced.

We use a human rights-based approach when supporting communities before, during and after disasters. We work locally, through New Zealand Red Cross' people and their networks, as One New Zealand Red Cross Team. We connect and share DRM information across our branches, groups and individual members, Red Cross shops, Education and Training (E&T), Migration Programmes, Community Programmes, International Programmes and DRM teams.

New Zealand Red Cross people are supported through training, resources and communication to contribute to the DRM agenda and to the outcomes that we are seeking to achieve in our DRM work.

⁸ Richardson, J., *Beyond Vulnerability: Developing Disaster Resilience Capacities*, 2014

Before (disaster readiness)

New Zealand Red Cross uses a Disaster Risk Reduction (DRR) approach to disaster readiness, prioritising “reducing disaster risks through efforts to reduce the causal factors of disasters, lessening vulnerability of people and property and improving preparedness”⁹.

Our disaster readiness activities focus on practical and psychosocial preparedness and risk reduction, building resilience to disasters and in turn contributing to broader community resilience.

As a member of the IFRC’s One Billion Coalition for Resilience, New Zealand Red Cross is committed to “connecting individuals, communities, organisations, businesses and government to build on, strengthen and expand initiatives for community resilience”. New Zealand Red Cross uses the IFRC definition of resilience, “the ability of individuals, communities, organisations or countries exposed to disasters, crises and underlying vulnerabilities to anticipate, prepare for, reduce the impact of, cope with and recover from the effects of shocks and stresses without compromising their long-term prospects”.

To strengthen disaster resilience across Aotearoa, we start with ourselves. New Zealand Red Cross’ people are well prepared for disasters, and take steps to support one another to both reduce the impacts, and strengthen our ability to cope. Our people are empowered to understand local hazards, vulnerabilities and capacities, know where to get information, prepare emergency kits, make emergency plans, take steps to protect what matters most, and are connected with those around them.

We work in a way that is inclusive, strengths-based, risk-informed, people-centred, and prevents suffering. We undertake first aid and psychological first aid training as needed, through our E&T team. We play a key role in preparing the community to cope with the impact of disasters, including through training and resources, and mobile applications like the First Aid App and Hazard App. We use existing programmes like Pathways to Settlement to engage CALD communities in readiness activities.

⁹ Adapted from United Nations Office for Disaster Risk Reduction (UNISDR) definition of DRR

During (disaster response)

New Zealand Red Cross is a support agency during disasters, tasked by our emergency management partners with specific roles: “New Zealand Red Cross can mobilise and provide assistance and support during emergencies at a national and local level including the deployment of Red Cross Response Teams”.¹⁰

Our response teams are located around Aotearoa, and are trained, equipped and supported to meet our local and national responsibilities, and to work in a way that respects the skills, capacities and connections of the communities they are supporting.

During a disaster, our local members will often be the first to respond in their communities. Our members put their emergency plans into action and check on their friends, family, neighbours and broader community, using their psychological first aid and first aid skills as needed. New Zealand Red Cross checks on the safety and wellbeing of our people, partners and clients immediately after a disaster and ensures, through clear and consistent communication, that our people in affected communities are aware of, and if appropriate offered opportunities to contribute to, the disaster response.

During large scale disasters, we know that the broader community will want to help. Spontaneous volunteers are people who offer their time after a disaster, and are not currently connected with the organisation. New Zealand Red Cross is prepared for spontaneous volunteer influxes after disasters with effective systems and processes to manage these offers of support. New Zealand Red Cross may also run programmes providing basic training to the general public to enable them to respond in the event of a disaster. Utilising both approaches serves to strengthen community resilience.

New Zealand Red Cross responds in a way that enhances individual and community recovery. We work in partnership with the community and with local organisations in disaster response, and in planning for response. We communicate regularly with our partners at all levels regarding our activities, community wellbeing, and any unmet needs or emerging issues. We discourage the donation of goods in a disaster as they serve to distract from the immediate relief effort. We will promote the message during a disaster that cash is best.

¹⁰ Guide to the National Civil Defence Emergency Management Plan 2015, Appendix 3, page 19

After (disaster recovery)

Disasters have far reaching and varied impacts on people and their communities. Disasters affect people’s social environment (gathering places closed, social connections disrupted), economic environment (damaged or closed businesses, disrupted workforces), built environment (damaged roads and buildings), natural environment (damaged or destroyed landmarks or waterways) and cultural environment (damaged culturally significant meeting places or resources). It is important that all New Zealand Red Cross people understand the interplay between each of these environments, and the impact of each on a person’s health and wellbeing, not only after disasters but in working with people to prepare them.

Major disasters can threaten people’s livelihoods and futures, increase short-term economic and social vulnerabilities, and erode the ability to cope with future shocks. Recovery from a disaster can be a long, challenging, non-linear and complex process, and is experienced uniquely by each person, whānau, community and organisation.

New Zealand Red Cross works to strengthen self-efficacy, enabling communities to lead their own recovery. Our recovery programmes are firmly grounded in our psychosocial support approach, and build on the lessons we have learned from our 2010/2011 Canterbury Earthquake Appeal Recovery Programme and responses to other events.

The look and feel of our recovery programmes vary depending on factors like the scale and nature of the event, community impacts, time passed since the disaster, what the community has identified that it needs at the time, and the capacity of other local organisations.¹¹ Our recovery programmes are built into local resourcing, and embedded in the way that we work. New Zealand Red Cross people are supported to provide recovery services in their communities, with specialist advice and guidance from the DRM team.

New Zealand Red Cross will not always be the most appropriate organisation to deliver specific recovery programmes and services; local relationships are key to understanding which organisations are best placed to address an emerging need. We do not provide clinical, legal, insurance, housing, infrastructure or reconstruction services, or specialist services such as those for older people, children or animals.

¹¹ Examples include winter warmer packs, Community Transport, Recovery Matters workshops

Special appeals:¹²

When New Zealand Red Cross launches a special appeal in response to a disaster, every effort is made to develop a whole of fund strategy from the outset, detailing how the funds will be spent. This may include allocating funds for cash grants, appointment of additional staff to ensure effective coordination and support, and/or contracting other organisations that may be better placed to deliver services. Where specialist recovery programmes are delivered or funded by New Zealand Red Cross, we build sustainability and/or exit strategies into our planning, to strengthen local communities and organisations.

¹² See New Zealand Red Cross Special Appeals Policy (2017 at time of writing) for more detailed information



How we will make sure this works

DRM at the heart of what we do

At New Zealand Red Cross, DRM is everyone's business.

As with all New Zealand Red Cross programmes, enhancing community resilience lies at the core of our DRM work. Our DRM structure is designed to support our people locally, and to strengthen organisational knowledge and expertise in psychosocial support, and across disaster readiness, response and recovery. Our structure and approach remains flexible to the context, expanding or contracting based on need.

Titiro whakamuri, whakarite inaiānei, hei hāngai whakamua (Embrace the past, prepare now to shape the future)

New Zealand Red Cross has significant experience of supporting communities to prepare for, respond to and recover from disasters, both in Aotearoa and internationally. We have expertise in a range of DRM activities including outreach; needs assessment and reporting; management and distribution of cash grants; psychosocial support; psychological first aid and first aid training and delivery; working with migrants and former refugees; and Restoring Family Links (RFL).

To remain relevant now and in the future, we adapt and develop based on experience, best practice and evidence from our national and international networks. We are a learning organisation, building Planning, Monitoring, Evaluation and Reporting (PMER) approaches into our DRM programming. We maintain strong relationships with universities and research institutions, to ensure that our work is evidence-based and contributes to a culture of continuous improvement across the DRM sector.

The right people in the right roles at the right time and in the right places

Our work with communities looks and feels different before, during and after disasters, and requires different knowledge and skill sets, and the capacity to adapt to changing circumstances. Our recruitment is fair and transparent, and matches skills with roles. We commit to recognition and

reward, we look after health, safety and wellbeing, and we hear and value our people.

We encourage employers to release their staff to participate in New Zealand Red Cross activities, particularly during a disaster. We advocate for improved legislation for members seeking release from their paid roles to respond.

Training and development pathways

We identify, utilise and build upon the skills and strengths that our people bring to the organisation.

We provide competency-based training pathways that build organisational capacity to support communities before, during and after disasters. We offer leadership development, exposure to our international work, opportunities to learn from other areas of the organisation, and inter-agency training and exercises.

Use of technology

New Zealand Red Cross makes best use of technology to ensure that our people and communities are supported to be better prepared for and able to cope with and recover from the impacts of disasters. This includes leveraging the work of our International Programmes to ensure minimal disruption to connectivity and communication during a disaster, strengthening use of tools such as the Hazard App and First Aid App across Aotearoa to enhance disaster readiness, and enabling efficient deployment of resources to meet the needs of communities affected by disasters.

How we will know we have succeeded

We consistently hold ourselves to account, and strive to improve the way that we work. We will measure our success based on the following outcomes:

Outcome 1 (People):

Communities in Aotearoa, as well as in the DRM sector, are effectively supported and empowered to prepare for, cope with and recover from disasters.

- Communities report increased levels of personal and community resilience, as a result of New Zealand Red Cross and partners' DRM activities.
- The most at-risk communities are supported by New Zealand Red Cross to reduce risks and prepare for disasters.
- The needs of vulnerable and affected people are met using psychosocial support principles.

Outcome 2 (Partners):

New Zealand Red Cross is a key partner in building the effectiveness, sustainability and efficiency of DRM approaches in Aotearoa. We collaborate, cooperate and connect with diverse stakeholders locally, nationally and internationally in disaster readiness, response and recovery.

- The effectiveness, sustainability and efficiency of DRM activities is enhanced through collaboration, cooperation and connection with a diverse range of stakeholders.
- New Zealand Red Cross provides accessible DRM training and other resources.

Outcome 3 (Resources):

New Zealand Red Cross people are equipped with training, tools and strategies to look after themselves and those around them before, during and after disasters, in a way that strengthens community resilience and wellbeing.

- New Zealand Red Cross has agile systems, processes, resources and training that enable effective, appropriate and timely support to communities before, during and after disasters.
- New Zealand Red Cross people are personally prepared for future disasters and understand their role in supporting communities to be better prepared for, and able to respond to and recover from disasters.
- New Zealand Red Cross people reflect and embrace the diversity of the communities we support through our DRM work.

Enhancing Community Resilience – before, during and after disasters, shocks and stresses

The outcomes we seek to achieve:

- 1. People:** Communities in Aotearoa, as well as in the DRM sector, are effectively supported and empowered to prepare for, cope with and recover from disasters;
- 2. Partners:** New Zealand Red Cross is a key partner in building the effectiveness, sustainability and efficiency of DRM approaches in Aotearoa. We collaborate, cooperate and connect with diverse stakeholders locally, nationally and internationally in disaster readiness, response and recovery; and
- 3. Resources:** New Zealand Red Cross' people are equipped with training, tools and strategies to look after themselves and those around them before, during and after disasters in a way that strengthens community resilience and wellbeing.

Our Fundamental Principles:

Humanity, Impartiality, Neutrality, Independence, Voluntary Service, Unity, Universality

Te Ngākau Atawhai, Te Tōkeketanga, Te Whakaraupapa, Te Tū Motuhake, He Ratonga Tūao, Te Kotahitanga, O te Ao

* When a Special Appeal is launched

DWST: Disaster Welfare and Support Team
CRT: Community Relief Team





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