

# Tasmanian Disaster Resilience Strategy 2020-2025

## Draft for public comment

Commented [RG1]: Is this document aimed at critical infrastructure businesses, the public / both? Need to define 'everyone'

v 0.3 22 August 2019

Please email comments to [sem@dpac.tas.gov.au](mailto:sem@dpac.tas.gov.au)

DRAFT



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**Commented [CO2]:** The document is general and does not spell out a strategy. It is written for a range of audiences which further dilutes the message.

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# 1 ~~Tasmanians are resilient~~ What is disaster resilience?

In recent years Tasmania has experienced several natural disasters. Tasmanians have always responded with tenacity and generosity. We support one another in times of need. Our emergency services, volunteers, community organisations, governments and businesses work tirelessly to respond to these events and help communities to recover.

~~The reality of climate change is that~~ Extreme weather events will be becoming more common. There will be more hot days and intense rainfall events. While we will continue to experience bushfires, floods and storms that put people at risk, destroy property and impact on communities, businesses, and the economy. ~~As well as bushfires, floods and storms,~~ Tasmanians also need to be think about:

- eOther natural hazards, such as earthquake, landslides and tsunamis;
- Ppandemics and bio-security hazards; and
- Intentional violence, cyber and other security hazards.

We learn from past events and put strategies in place to reduce risk and be better prepared. There is always more we can do to ensure we cope with and bounce back from disasters. This is what disaster resilience is about.

## 2 Why focus on disaster resilience?

Disaster resilience is about everyone working together, using the best available data information and evidence to understand and reduce disaster risks. Adequate understanding and preparation and prepare for disasters. ~~It~~ helps reduce the impacts of disasters such as deaths; injury and illness; the number of people affected; economic loss; and damage to property and the services and infrastructure that everyone relies on.

We need to focus on disaster resilience because:

- 1 Catastrophic disasters need a whole of society approach  
Severe or catastrophic disasters can include compounding events and have widespread or prolonged impacts. Responses to such disasters rely on a cross-sector and whole-of-society approach. If most people prepare and can look after themselves, help can get to those who need it most.
- 2 It is most governments' largest contingent liability  
In 2017 Australia's disaster recovery costs were \$13.2 billion. Experts predict this will increase by 3.4 per cent a year. This means disaster costs could triple by 2050. For Tasmania, the annual costs could increase to about \$600 million per year by 2050. These estimates do not include intangible social, health, employment and economic impacts.
- 3 Disaster resilience cost benefits add up  
Investing in reducing disaster risk mitigations now can be more cost-effective than spending on response and recovery. Disaster risk management can reduce response and recovery costs by 50 per cent.
- 4 Risks relying on post-disaster funding  
A focus on post-disaster funding may:

**Commented [C03]:** The target audience needs to be narrowed or separated so that the messages are better targeted. At present, the document tries to cater for too broad a range. Different audience segments therefore may find issues discussed that do not apply to them. The segments in the section

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**Commented [RG5]:** Add definition – disaster- everyone - resilient

**Commented [RG6]:** By?

**Commented [RG7]:** How do you get most people to prepare?  
Perhaps reword the last sentence

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- [C](#)reate a disincentive for people to [manage-reduce](#) their [disaster](#) risks and result in higher risk behaviours;
- [D](#)ivert funds from other public programs, such as other health and wellbeing programs that support resilience; and

- **I**mpact on investment and economic growth.

5 There are social and economic benefits even if a disaster does not happen

Reducing risks has benefits even if a disaster does not occur. It can:

- **I**nstill investor confidence, innovation, investment and economic growth;
- **H**elp reduce poverty and inequality; and
- **C**ontribute to fiscal stability.

Commented [RG10]: How?

6 There are disaster resilience co-benefits

Reducing disaster risks can leverage other everyday benefits. For example:

- **B**uilding for disaster resilience can mean lower maintenance costs;
- **T**ree planting to stabilise slopes can help the environment in other ways; and
- **F**lood mitigation measures, such as levees or dams, can provide stable and cleaner water supplies.

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#### Example: Risk reduction measures pay off in an emergency

*Fire fighters and TasNetwork crews have been praised for a remarkable job minimising the impact on the state's power network during the bushfire crisis.*

*As few as 100 power poles have been damaged so far, despite several large blazes burning through almost 3 per cent of the state.*

*Tas Networks spokesman Josh Bradshaw said only a small number of customers had suffered outages due to downed poles and wires...*

*"Our electricity network is very resilient," Mr Bradshaw said. "Contingencies were in place to provide enough reserve should any large transmission assets have been impacted."...*

*TFS Station Officer Darren Gye said TasNetworks, the National Broadband Network and telecommunications companies put in a lot of effort before a bushfire event to prepare their sites.*

*"When we come along it's just a matter of attacking the fire at front or flank," he said. "If you do the work before it gets bad, it makes our life easier."*

*He said the same rule applied for preparing a house prior to a major fire.*

- Jack Paynter, Praise for keeping the lights on during bushfire drama, The Mercury, 10 February 2019

Commented [CO12]: Need context for the lay reader who is likely unaware of the preparation and prevention measures that were in place.

Commented [RG13]: Higher maintenance costs

### 3 How can we become more disaster resilient?

We've learned from our own experiences, plus the latest thinking from others nationally and internationally. Everyone can help emergency management professionals and volunteers keep us all safe. We know that response and recovery efforts are more successful when everyone:

- Understands their **natural** disaster risks;
- Reduces **disaster** risks where possible and appropriate;
- Is prepared for disasters; and
- Knows what to do and what support is available in an **ee**mergency.

Other things can be specific for particular groups:

- For individuals and families, better disaster resilience can ~~mean be as simple as~~ being connected to your community. This can help you understand and prepare for events.
- For businesses and other organisations, better disaster resilience can mean thinking about how your organisation can cope with disruption and continue key operations under stress.
- For local community organisations and councils, better disaster resilience can mean
  - o ~~Understanding local businesses and forging partnerships; Local partnerships;~~
  - o Thinking about how we use land and where we build; and
  - o Building relationships with emergency services.
- For Tasmanian Government agencies, better disaster resilience ~~can mean includes:~~
  - o ~~Providing early information and guidance; and~~
  - o ~~Greater coordination, collaboration and integrated service delivery.~~

More information on how to know your risks, connect with others, get ready and act is in Section 7 of this Strategy.

## 4 Strategy aims and context

Disaster resilience underpins the Prevention, Preparation, Response, Recovery (PPRR) spectrum for emergency management. ~~While both disaster resilience and emergency management cover the PPRR spectrum, Disaster resilience focuses on prevention and preparedness, and while emergency management focuses on response and recovery.~~



~~The Tasmanian~~ Disaster Resilience Strategy complements ~~the~~ Tasmanian emergency management arrangements, which operationalise the formal arrangements under the *Emergency Management Act 2006*.

A separate State Emergency Management Committee Strategic Directions Framework ~~will drive and structure provides structure for~~ the Tasmanian Government's ~~actions in relation to~~ disaster resilience and emergency management ~~actions~~.

This Strategy aligns with the international *Sendai Framework for Disaster Risk Reduction* and related national frameworks such as National Strategy for Disaster Resilience and the National Disaster Risk Reduction Framework. All reflect ~~the following~~ common principles of disaster resilience:

- Shared and defined responsibilities;
- Reducing risk is everybody's business;
- Integrated action;
- Inclusive engagement;
- Continual improvement;
- Data-driven decision-making; and
- Leadership commitment at all levels.

~~People are more likely to be disaster resilient if they are healthy, literate, socially connected and financially secure. These areas are outside the scope of this Strategy, but do impact on it. This Strategy complements other programs supporting community development and social engagement; preventive health; environmental and cultural values protection; educational~~

**Commented [CO14]:** Prefer the concept in the first part of this statement that both Resilience and EM cover PPRR. For example, Resilience is also about Recovery (eg Recovery centres, Blaze Aid, etc) and EM is also about Preventing (eg fire containment lines) and Preparing (eg assembling resources in strategic locations based on shorter term forecasts).

**Commented [CO15]:** May inadvertently alienate particular demographics in the Tasmanian community. Suggest deletion of these two sentences.

outcomes; and economic growth, sustainability and diversity.

## 5 Context

The Tasmanian Disaster Resilience Strategy is the first such Strategy for the State and focuses on strategically linking existing initiatives. It encourages all Tasmanians, including government, the private sector, non-government organisations and community members, to consider disaster resilience in their decision making. It aims to bring together sectors and communities to:

- Build on current actions that support disaster resilience;
- Help everyone to work together for individual and community safety and wellbeing; and
- Make the best use of people's efforts and available resources.

The *Tasmanian Disaster Resilience Strategy 2020-2025* outlines:

1. A vision of a disaster resilient Tasmania;
2. The four goals that underpin that vision;
3. What success looks like in achieving the goals;
4. Strategies to achieve the goals;
5. How the Tasmanian Government will work with others to achieve the goals;
6. Examples of current actions to achieve the goals; and
7. How Tasmanians can reduce their disaster risks and be prepared.

There is a 'Background and supporting information' paper with containing more details. This includes more information on the scope and rationale for focusing on each goal, current actions, challenges and opportunities identified through preparation of the draft Strategy; and plus additional references. Access this paper at: <http://www.dpac.tas.gov.au/divisions/osem>

## 5.6 A disaster resilient Tasmania - vision and goals

The Vision

Using best available data information and evidence, everyone works together to reduce acknowledge and understand their disaster risk, to reduce and prepare to withstand and adapt to disasters.

The Goals

There are four goals that underpin this vision

- 1 Understanding disaster risk - everyone understands the disaster risks affecting them.
- 2 Working together - everyone plays their part in reducing and preparing for disaster risks.
- 3 Reducing disaster risk - where possible, everyone reduces action risk in ways that have everyday benefits, even if a disaster does not happen.
- 4 Prepared for disasters - if a disaster does occur, everyone knows what to do and can do it.

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Commented [RG17]: Action risk?

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<p><b>1. Understanding disaster risk</b></p> <p>Goal: Everyone understands disaster risks affecting them.</p> <p>What success looks like:</p> <ul style="list-style-type: none"> <li>• There is relevant, accessible and useful data and research.</li> <li>• Everyone is aware of the risks affecting them.</li> <li>• Tasmanians are supported and empowered to manage disaster risk.</li> <li>• Everyone prioritises and manages risk affecting them based on evidence.</li> </ul>	<p>evidence</p> <p>Using available data and</p>
<p><b>2. Working together</b></p> <p>Goal: Everyone plays their part in reducing and preparing for disaster risks.</p> <p>What success looks like:</p> <ul style="list-style-type: none"> <li>• Everyone plays their part in reducing and preparing for disaster risks.</li> <li>• All parties collaborate to ensure cohesive action.</li> <li>• All levels of government work together and with others for continual improvement.</li> <li>• Available resources are strategically allocated in line with risk based priorities.</li> </ul>	<p>everyone works together to</p>
<p><b>3. Reducing disaster risk</b></p> <p>Goal: If possible, everyone reduces disaster risk in ways that have everyday benefits, even if a disaster does not happen.</p> <p>What success looks like:</p> <ul style="list-style-type: none"> <li>• Land use and the development of the built environment manages long-term vulnerabilities.</li> <li>• Critical infrastructure and services are reliable and operational during and after disasters.</li> <li>• Everyone mainstreams disaster risk reduction to leverage everyday well-being and economic benefits where possible.</li> <li>• Prioritised key industry, economic, social, natural and cultural asset protection.</li> </ul>	<p>reduce their disaster risks to</p>
<p><b>4. Prepared for disasters</b></p> <p>Goal: If a disaster does occur, everyone knows what to do and can do it.</p> <p>What success looks like:</p> <ul style="list-style-type: none"> <li>• Individuals, organisations and communities are prepared for disasters.</li> <li>• Tasmania's emergency management sector has plans and other arrangements ready to respond.</li> <li>• Tasmania's emergency management sector can capably respond and enable relief and recovery.</li> <li>• Relief and recovery support facilitates long-term disaster resilience.</li> </ul>	<p>prepare to withstand and adapt</p>

**Commented [RG19]:** Everyone needs to be defined

**Commented [RG20]:** Seek to maximise / are resilient / give consideration to

**Commented [CO21]:** Understand this is in the context of what success looks like. However, it sets a 'counter resilient' expectation that CI services are available all the time even during and after disasters. See also comment against table in Section 6 "3. – Reducing disaster risk".

The next section outlines the strategies to achieve the goals, how the Tasmanian Government is working with others to achieve the goals and gives examples of related current actions.

## 6 Towards a disaster resilient Tasmania

	1. Understanding disaster risk				2. Working together			
What success	There is relevant, accessible and useful data and research.	Everyone is aware of the risks affecting them.	Tasmanians are supported and empowered to manage disaster risk.	Everyone prioritises and manages risk affecting them based on evidence.	Everyone plays their part in reducing and preparing for disaster risks.	All parties collaborate to ensure cohesive action.	All levels of government work together and with others for continual improvement.	Available resources are strategically allocated in line with risk based priorities.
Strategies	Improve the quality, scope, usefulness and accessibility of risk and hazard information and analysis.	Enable and encourage Tasmanians to access and use risk and hazard information and support.	Enable inclusive community capacity building programs across all hazards to suit local and individual needs.	Encourage all parties to reduce their risks and vulnerabilities based on sound evidence and clear priorities.	Ensure there are agreed shared roles and responsibilities across all sectors.	Facilitate and support collaborative cross-sector networks and governance structures.	Tasmanian, Australian and local Governments collaborate to facilitate state, national and local disaster resilience continual improvement.	Encourage risk reduction investment, insurance uptake and other means to reduce risk exposure and maximise broad benefits.
The Tasmanian Government will work with others to...	Continue to fill priority data and knowledge gaps. Improve prioritisation measures for risks and vulnerabilities across all hazards. Continue to improve integrated access to natural disaster information.	Improve the accessibility of risk data and analysis for non-specialists and their diverse needs. Link local risk information to practical guidance on how to manage risk and prepare. Promote risk awareness in ways that suit individual, community and group diverse needs.	Facilitate inclusive policies and programs based on community engagement, awareness and local or individual needs to ensure broad understanding of disaster risks and risk management across all hazards.	Ensure decision-makers have access to relevant risk information to inform decision making. Support councils to manage local risks through local plans, operations and policies.	Clarify and communicate responsibilities for individuals, landowners, businesses and other organisations to reduce risks and be prepared for disasters. Clarify responsibilities for slow onset disasters.	Renew and maintain effective committees and other collaborative networks across sectors and levels of government to facilitate continual improvement. Encourage private/public partnerships for community disaster resilience benefits.	Contribute to local, national and international strategic directions and initiatives. Support local councils in managing risks, disaster preparation and recovery. Enable continuous improvement mechanisms and reporting on disaster resilience actions and outcomes.	Ensure project governance and oversight across funding pools enables clear outcome realisation and the best use of available resources. Continue to encourage uptake of appropriate insurance. Continue to consider disaster risks in major investment decisions.
Example related current actions (see background paper for further details)	Tasmanian State Natural Disaster Risk Assessment (TSNDRA). Ongoing specific hazard assessments. Climate Futures report The LIST/COP mapping data. Research support.	<a href="http://plan.tas.gov.au">plan.tas.gov.au</a> interactive maps including some hazard types, Risk Ready pilot. Disaster resilience curriculum resources.	Hazard-related support for household risk reduction. Business Tasmania advice and workshops. SES Flood Policy Unit.	Regional and municipal risk treatment plans. Climate Change Action Plan. Councils' risk assessment guidelines. ANZCTC Crowded Places Strategy	Tasmanian Emergency Management Arrangements (TEMA). Regional and Municipal Emergency Management (EM) plans.	State Emergency Management Committee and linked collaborative structures. Regional and Municipal EM Committees	National Partnership Agreement and related programs. Recovery Partners Network. State involvement in national initiatives. Review of Fire Services Act 1979.	National Partnership Agreement and linked grants programs. Tasmanian Risk Management Fund. Insurance schemes and awareness programs.

**Commented [CO22]:** This table is difficult to assimilate, especially for the diverse audience. Lots of good information in the table, perhaps a different layout at the risk of making the document longer. Perhaps targeting the audience may simplify.

Resilience for each segment of the audience and individuals is increased if the risks associated with the reliance on CI services is understood and treated, say with a Business Continuity Plan or a household Preparedness plan. CI providers or Govt Departments may be able to provide information and data of the vulnerabilities of the supply chain for these services. A key Tasmanian vulnerability is the supply of liquid fuels.

**Commented [RG23]:** This table is so hard to read. Suggest resorting in order of 1-4 down the page

**Commented [CO24]:** Tasmania Emergency Risk Assessment Guidelines is another example.

3. Reducing disaster risk				4. Prepared for disasters				
Land use and development of the built environment manage long-term vulnerabilities.	Critical infrastructure/ services are reliable and operational during/ after disasters.	Everyone mainstreams disaster risk reduction to leverage everyday benefits.	Prioritised key industry, economic, social, natural and cultural asset protection.	Tasmanian individuals, households, organisations, communities are prepared for disasters.	Tasmania's EM sector has plans and other arrangements ready to respond.	Tasmania's EM sector can capably respond to disasters and enable relief and recovery.	Relief and recovery support facilitates long-term disaster resilience.	What success looks like
Address vulnerabilities through land use planning schemes, building and other regulations and natural resource management plans.	Enhance collaboration to manage vulnerabilities relating to critical infrastructure and services (CI&S).	Encourage all parties to manage disaster risk within normal operations to leverage other benefits where possible.	Prioritise risk prevention, preparedness, protection and recovery for key assets of significant community value.	Tasmanians have access to practical guidance. All levels of government and others support and encourage Tasmanians to prepare for disasters.	Regularly update and improve EM plans and other arrangements based on lessons learnt and other evidence.	Pursue measures to ensure professional staff and volunteers are valued, supported and developed.	Continually improve Relief and Recovery Arrangements to enable quick escalation, community leadership and long-term resilience.	Strategies
Develop strategic policy on managing vulnerabilities through EM experts, planners and others collaboration. Include risk considerations in land use and natural resource management plans, policies, strategies, and use and development controls when developed or reviewed.	Further define Tasmania's vital services and assets. Collaborate to address vulnerabilities and local participation in national initiatives. Support CI&S providers to enhance their physical and organisational resilience. Continue to develop Tasmania's health services resilience.	Support and encourage all organisations and individuals to - include disaster risk management in their normal activities; - develop and maintain contingency and continuity plans; and - leverage everyday benefits where possible.	Prioritise risk reduction and preparedness for: - key state or local community economic and social assets; - crowded places; - educational institutions; and -irreplaceable State natural and cultural heritage assets.	Ensure consistency and clarity of preparedness information and support. Facilitate the uptake of preparedness information and support. Recognise, encourage and promote excellent risk management/ preparedness actions.	Continue to review Tasmania's EM plans, information mechanisms and other arrangements. Use lessons learnt from events and exercises, ongoing risk assessments and other evidence and evaluation to inform improvements	Continue to develop EM sector capabilities. Develop lessons learnt capabilities. Enhance inter-operability arrangements. Further enable and recognise volunteer contributions.	Continually improve the Tasmanian Relief and Recovery Arrangements based on evidence such as lessons learnt. Coordinate support across service providers. Collaborate to strengthen community capacity for locally-led recovery.	The Tasmanian government will work with others to...
Draft State Planning Provisions and Building Act/ Regulations incorporate restrictions/ requirements for hazardous areas.	Service provider risk management. State Special EM Plans. National networks and support mechanisms. Health sector EM plans and procedures.	Local council, Tasmanian Government and other organisations' internal disaster risk management.	Rural and other business support. Crowded places supporting guidelines. Bushfire Ready Schools. EM plans for key natural and cultural assets.	Tools for household preparedness (hazard-based). Bushfire Ready Programs. Business Tasmania guides for businesses.	TEMA, State Special, Regional and Municipal EM Plans. Community Protection Plans. TasALERT hazard specific information mechanisms.	DPFEM staff and volunteer training and development initiatives. Interoperability arrangements.	Tasmanian Relief and Recovery Arrangements and associated support programs. Tasmanian Recovery Partners Network.	Examples of related current initiatives (see background paper for further details)

**Commented [CO25]:** CI should not be assumed to be reliable and operational during and after disasters. Certainly, the aim is to provide high CI reliability but this statement implies the service will be there when the individual needs it. The community is likely unwilling to pay for such a high level of reliability.

## 7 Know your risk, connect with others, get ready, act

All Tasmanians can assist emergency management professionals and volunteers before, during and after disasters.

<p><b>Individuals and families</b></p> <ul style="list-style-type: none"> <li>• Understand your risks.</li> <li>• Reduce your risks.</li> <li>• Consider future risks when buying items or property.</li> <li>• Prepare yourself and your household.</li> <li>• Plan for disruption (for example, no power/ water/ communications).</li> <li>• Know where to find key information and use it.</li> <li>• Know your neighbours - you are each others' front line.</li> <li>• Be involved. Volunteering helps you and your community.</li> </ul> <p>More information: <a href="http://TasALERT.tas.gov.au">TasALERT.tas.gov.au</a></p>	<p><b>Businesses and organisations</b></p> <ul style="list-style-type: none"> <li>• Understand and manage your risks.</li> <li>• Make resilience a strategic objective. Include it in plans and strategies.</li> <li>• Invest in organisational resilience. Plan for disruptions. Consider business continuity.</li> <li>• Practice plans and arrangements.</li> <li>• Try to find solutions with everyday benefits.</li> <li>• Consider your social impact.</li> <li>• Keep the long-term in mind.</li> <li>• Collaborate.</li> <li>• Learn about response and recovery.</li> </ul> <p>More information: <a href="http://www.business.tas.gov.au">www.business.tas.gov.au</a></p>
<p><b>Local governments and community organisations</b></p> <ul style="list-style-type: none"> <li>• Understand your local risks.</li> <li>• Make resilience a strategic objective.</li> <li>• Lead, promote and champion community disaster resilience.</li> <li>• Plan for disruption – the community will rely on you during these times.</li> <li>• Aim for resilient urban development and safeguard natural buffers.</li> <li>• Champion investment in resilience.</li> <li>• Understand your collective strengths and assets.</li> <li>• Plan using expert advice from Tasmania's emergency services.</li> <li>• Try to find solutions with everyday benefits.</li> <li>• Help build skills and capacity for response and recovery.</li> </ul>	<p><b>Tasmanian Government agencies</b></p> <ul style="list-style-type: none"> <li>• Organise for resilience.</li> <li>• Check, assess and publicly report on disaster resilience actions.</li> <li>• Champion resilience.</li> <li>• Make resilience easy through supporting guidance and information.</li> <li>• Invest in organisational resilience.</li> <li>• Ensure inclusive approaches and support.</li> <li>• Aim for multi-purpose investments.</li> <li>• Embed disaster resilience across services.</li> <li>• Work together.</li> <li>• Tackle complex risks.</li> <li>• Build skills and capacity for response and recovery.</li> </ul>

Adapted from New Zealand's Strategy for Disaster Resilience and the National Strategy for Disaster Resilience

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Commented [CO27]: This table is easier to read and assimilate than above. The segmentation of audience adds to its readability.

Commented [RG28]: Implement lessons learned