

# Tasmanian Disaster Resilience Strategy 2020-2025 Draft for public comment

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DRAFT

# I Tasmanians are resilient

In recent years Tasmania has experienced 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 more common. There will be more hot days and intense rainfall. 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:

- other natural hazards, such as earthquake, landslides and tsunamis;
- pandemics 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 available data and evidence to understand and reduce disaster risks 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 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 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 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:

- create a disincentive for people to manage their risks and result in higher risk behaviours;
- divert funds from other public programs, such as other health and wellbeing programs that support resilience; and

Author:hcolvin Subject:Note Date:16/09/2019 2:46:07 PM

Just focusing on recent disasters dilutes the message of needing to be resilient because a disaster can happen any time / any place. Perhaps something like: "Tasmania has experienced the full range of disasters, from natural disasters such as fires, storms and earthquakes to human-caused events such as the Tasman Bridge collapse. Tasmanians have always responded ....."

Author:hcolvin Subject:Note Date:4/09/2019 11:43:58 AM

are becoming more common

Author:hcolvin Subject:Note Date:16/09/2019 2:46:33 PM

Needs an additional dot point to cover non-intentional human-caused events such as high impact transport disasters, infrastructure collapses or fires, chemical-biological-radiological-nuclear incidents, industrial explosions.

Author:hcolvin Subject:Note Date:16/09/2019 2:46:43 PM

The heading is why but the opening paragraph is all about how and what. Suggest instead something like:

"Disaster resilience is about everyone working together to ensure that we are well prepared to deal with a disaster. It is also about acting beforehand to reduce the social, economic, infrastructure and ecological impacts from disasters. We need to focus on ....."

Author:hcolvin Subject:Note Date:16/09/2019 2:47:43 PM

This omits explaining the intermediary step of how personal preparedness results in help getting to those who need it most. It only covers the EM triaging aspect and misses the aspect of prepared means less or better recovery. Suggest something like:

"..... and have widespread or prolonged impacts, where support services will be stretched very thin. Responses to such disasters rely on a cross-sector and whole of society approach. If most people prepare and can look after themselves, they will recover better and emergency management authorities can better focus resources on where the support is needed most."

Author:hcolvin Subject:Note Date:16/09/2019 2:47:51 PM

Resilience communities are also better placed to rebuild local economies after an event, and are likely to experience lower event-related health issues.

- impact 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:

- instill investor confidence, innovation, investment and economic growth;
- help reduce poverty and inequality; and
- contribute to fiscal stability.

### 6 There are disaster resilience co-benefits

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

- building for disaster resilience can mean lower maintenance costs;
- tree planting to stabilise slopes can help the environment in other ways; and
- flood mitigation measures, such as levees or dams, can provide stable and cleaner water supplies.



#### 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

Author:hcolvin Subject:Note Date:4/09/2019 4:05:42 PM

Social resilience enables communities to weather smaller emergencies such as industry closures or household level crises

Author:hcolvin Subject:Note Date:16/09/2019 2:51:39 PM

A very narrow interpretation that reads as if resilience is only about helping the ES agencies keep us safe. Resilience is much broader. Suggest instead:

"... Everyone needs to play their part, and not just leave it to emergency management staff and volunteers. We know that ..."

BTW it's currently considered poor form to refer to professionals as opposed to volunteers when the distinction is the employment relationship rather than an implied difference in expertise. You could just refer to EM personnel, or if you can't avoid making the distinction, refer to 'staff and volunteers'.

## 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 risks where possible and appropriate;
- is prepared for disasters; and
- knows what to do and what support is available in an emergency.

Other things can be specific for particular groups:

- For individuals and families, better disaster resilience can mean 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 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:
  - 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 emergency management focuses on response and recovery.



The 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 the Tasmanian Government's actions in relation to disaster resilience and emergency management.

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 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 outcomes; and economic growth, sustainability and diversity.

Author:hcolvin Subject:Note Date:4/09/2019 4:52:05 PM

Rather than connected per se, connected in the context of disaster prep, eg:

- For individuals and families, better disaster resilience comes from
- \* Making an emergency plan
  - \* Joining with others in the community to put your plans into action
  - \* supporting community organisations in your area - they will be relied on after a disaster

Author:hcolvin Subject:Note Date:16/09/2019 2:52:43 PM

This distinction highlights a governance hole in Tasmanian emergency management. Current governance structures are build around response and recovery and only typically only involve a 'Prevention / Preparedness' phase activity when it comes under a response agency remits (eg fuel reduction, critical infrastructure risk and agency capabilities and capacity). Does this strategy indicate how and where the broader scope of preparedness for all stakeholders is going to be led?

The 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 disaster risks and be prepared.

There is a '*Background and supporting information*' paper with 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 additional references. Access this paper at: <http://www.dpac.tas.gov.au/divisions/osfm>

## 5 A disaster resilient Tasmania - vision and goals

### The Vision

Using available data and evidence, everyone works together to reduce their disaster risk, to 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** - if 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.

Author:hcolvin Subject:Note Date:4/09/2019 5:03:17 PM  
adapt to the impacts arising from disasters?

Author:hcolvin Subject:Note Date:4/09/2019 5:05:09 PM  
What does 'action risk' mean here? is there a more descriptive plain language term availability?

<p><b>1. Understanding disaster risk</b>                  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>	Using available data and evidence
<p><b>2. Working together</b>                  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>	everyone works together to
<p><b>3. Reducing disaster risk</b>                  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>	reduce their disaster risks to
<p><b>4. Prepared for disasters</b>                  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>	prepare to withstand and adapt

Author:hcolvin Subject:Note Date:16/09/2019 2:53:37 PM

Who are the 'others' here? As this is meant to be Working Together, having named up the different levels of government shouldn't the 'others' (presumably private and community sectors) be also accorded similar treatment?

Disappointing also that there's no mention of the government working with the community sector to build collaborative emergency management capacity and capabilities.

Author:hcolvin Subject:Note Date:16/09/2019 2:55:34 PM

Point 1 only references the community sector. Wouldn't this goal also apply to the private and public sectors?

Point 2 refers to having plans in place, which is a very low bar to set. Better to have some requirement for effectiveness, as used the wording of point 3. Perhaps "... sector has plans and other arrangement in place able to capably respond to major disasters in Tasmania."

Point 4: relief and recovery support only occurs after the event. Perhaps ..... "Relief and recovery arrangements facilitate long term disaster resilience." ? or for 'facilitate' could instead use 'build'

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

Author:hcolvin Subject:Note Date:4/09/2019 5:24:40 PM

Why just government?




Author:hcolvin Subject:Note Date:4/09/2019 5:26:40 PM

Again, government is not the only player in resilience knowledge and practice improvement

	1. Understanding disaster risk				2. Working together			
What success looks like	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 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 Government 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.	lplan.tas.gov.au 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. State Fire Management Council, related 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.



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)

-  Author:hcolvin Subject:Note Date:4/09/2019 5:33:26 PM see comments in Section 5
-  Author:hcolvin Subject:Note Date:4/09/2019 5:37:39 PM Per comment in section 3 re 'professionals and volunteers'
-  Author:hcolvin Subject:Note Date:4/09/2019 5:43:58 PM Again, ignores the non-government players. What about Red Cross Rediplan, schools preparedness program, the Get Prepared app or training/workshops in evacuation centre management, communicating in recovery, disaster ready communities etc??

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

This page contains no comments

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