

# Deep Dive Pre-Read Briefing Pack

Developing the Second National Action Plan  
to support the National Disaster Risk  
Reduction Framework

June 2022



**Disclaimer:**

The information in this pre-read briefing pack has been obtained from engagement with a diverse range of stakeholders from across Australia and sources that the authors believe to be reliable and accurate. The information in this pack is solely intended to provide a general understanding of the subject matter and is not intended to be a complete or comprehensive overview. The information contained within this pack reflects work-in-progress. It may not be representative of all audiences and appropriate to all situations. The concepts and knowledge contained in this report will improve as the ability to engage more comprehensively with audiences such as the Aboriginal and Torres Strait Islander populations matures and as knowledge about the underlying drivers of disaster risk broadens across society. The document and related graphics could include technical inaccuracies. No liability is accepted for any loss or damage arising from connection with the use of information in this pack.

# Overview

## Developing the Second National Action Plan

Thank you for your interest in these sessions.

These deep dives are one component of a broader engagement process to inform and develop the second National Action Plan under the National Disaster Risk Reduction Framework.

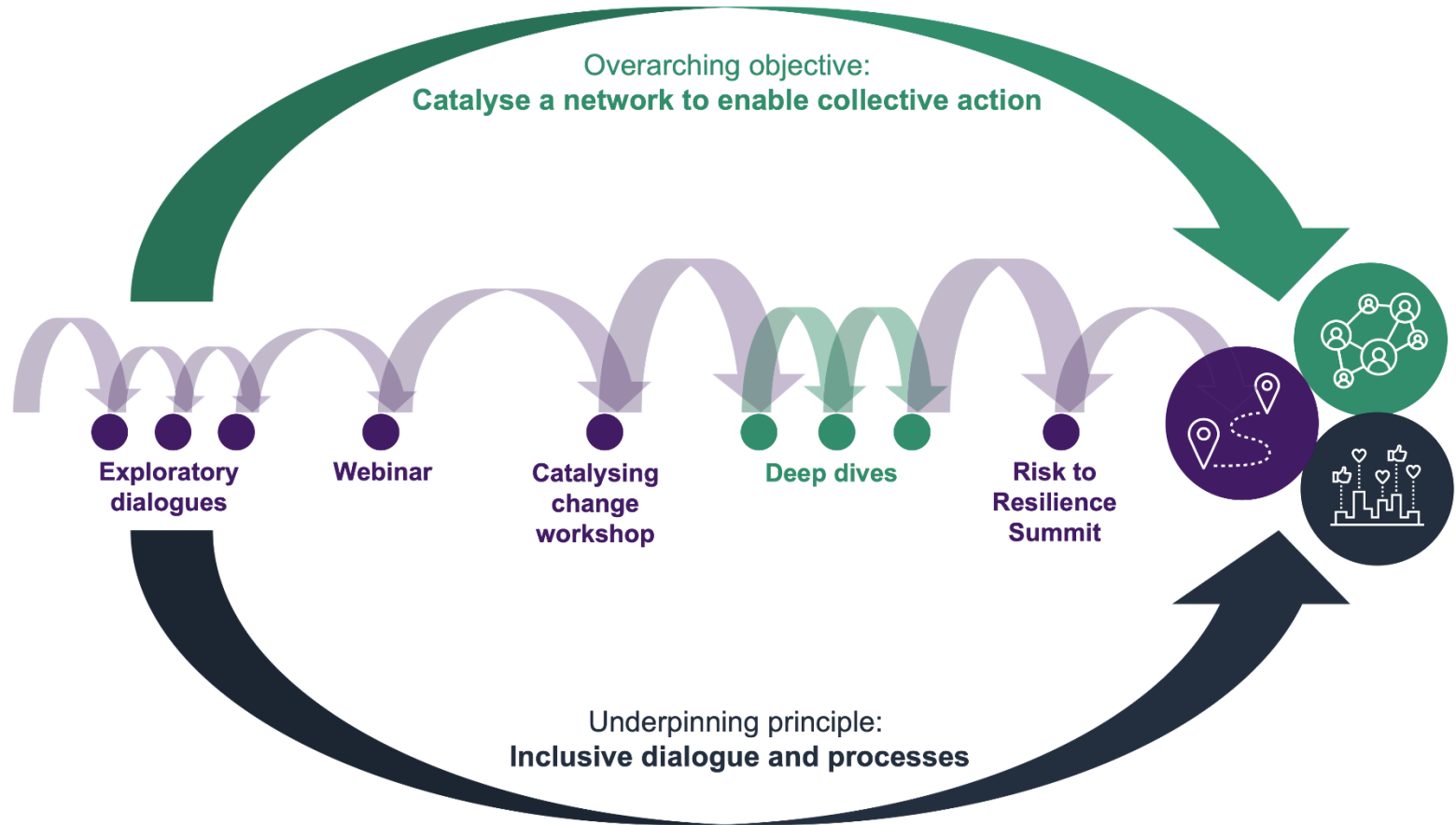
To date, several online exploratory dialogues, bi-lateral discussions, a public webinar and a face-to-face workshop have been held.

A discussion paper and survey is currently open for public comment [here](#) until 14 June 2022.

The outcomes from these deep dives will inform strategic conversations in the *From Risk to Resilience Summit* on 29-30 June 2022 and the first draft of the National Action Plan.

## Why should you participate?

The deep dives provide you with the opportunity to discuss how systems might be transformed to build resilience. It will also provide you opportunities to hear new insights, learn from other sectors and, to shape the transformational actions of the National Action Plan.



# Deep Dives: why the three questions?

Over the last three months NRRRA has heard rich conversations about what the National Action Plan needs to do and deliver. We know that new risks are being created faster than existing risks can be reduced. Despite commitments to build resilience, human action and choices are creating more dangerous risks. Doing more of the same is not enough. Now is the time to transform systems to build resilience, and to reduce the underlying drivers of disaster. Collectively, government, organisational, community and personal action can reverse trends, if risk reduction action is accelerated.

## The challenge for the next stage in the development of the Second National Action Plan, is to:

- identify a roadmap of transformational actions that speak to all levels, all sectors, and all communities enabling inclusivity, connection and collaboration, while also;
- including actions that could resonate with specific challenges to stop the creation of new risk and reduce existing risk, including and not limited to themes such as land-use planning, resilience investment, building back differently and insurance.



## Recommended pre-reading:

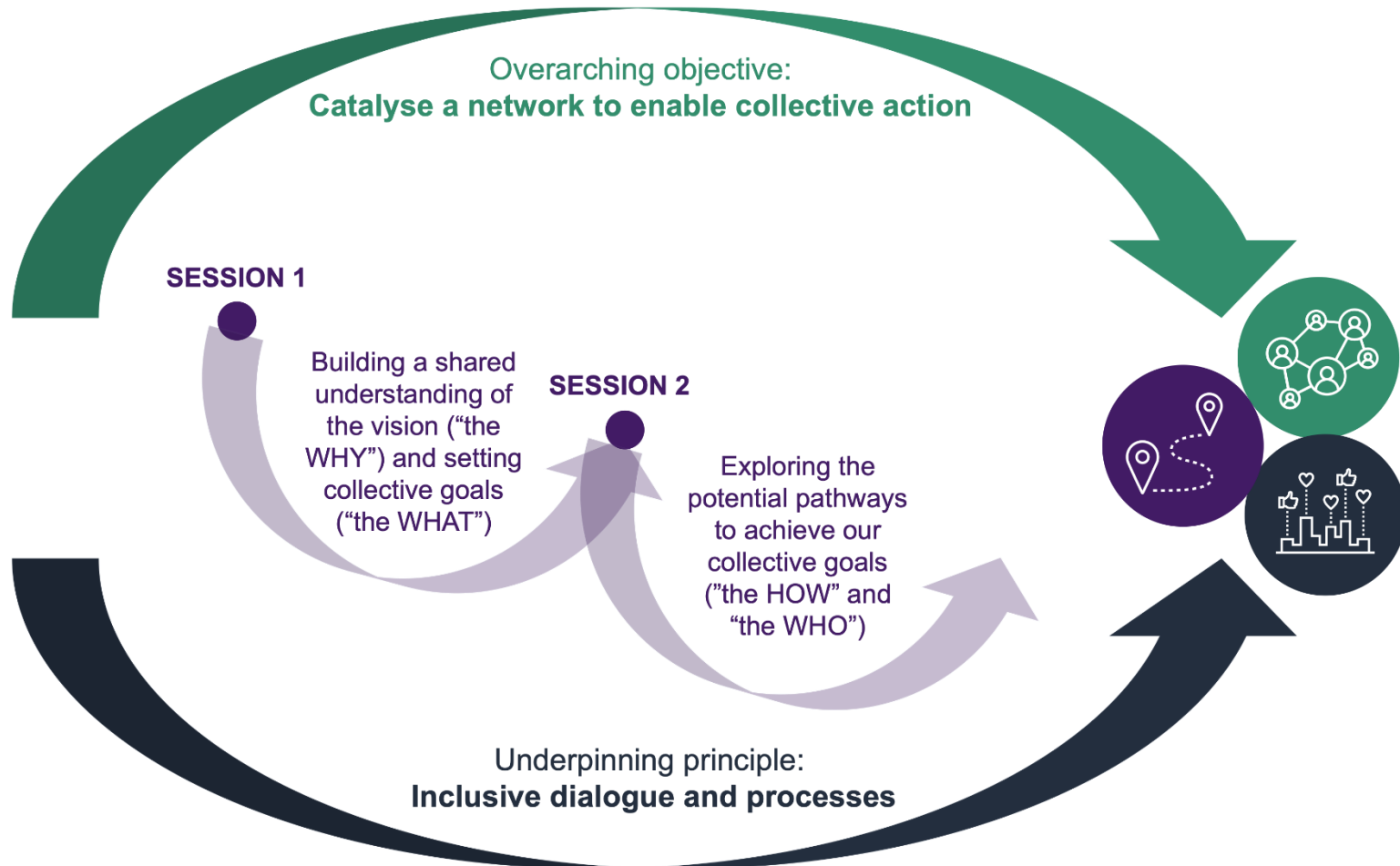
[Profiling Australia's Vulnerability: the interconnected causes and cascading effects of systemic disaster risk](#)

## Synthesis and sense-making of consultation data

- The [Catalysing Change Workshop](#) raised a new question: ***How we might begin to align and unify efforts in order to reduce disaster risk for the long term?***
- Data collected during the consultation phase was considered against this question, with the emphasis on what kind of transformation system changes would need to be true, across themes, in order to significantly reduce disaster risk for the long term.
- Data was sorted to search for higher order strategic patterns and trends arising across the different time horizons and themes discussed. Other sources of data related to the National Disaster Risk Reduction Framework were also considered\* including the types of actions raised previously, that currently remain unfunded or where limited progress has been made.
- Several patterns in the calls to action were identified. Several interconnected system changes or critical connectors for system change were recognised and formulated, with the launch of the UNDRR 2022 Global Assessment Report validating these. Data was then progressively mapped against this higher-order framework (excel table), with good correlations.
- **Three of these critical connectors for system change are being tested in the deep dives through the three questions posed.**
- It is believed these questions may provide a useful framework for structuring content of the NAP in a way that meets the challenge for the next stage of NAP development. It is believed these questions will help to further elicit and describe proposed initiatives which put the “action back into action plan”.

\* These include the Guidance for Strategic Decisions on Climate and Disaster Risk, the program logic for the NDRRF Monitoring, Evaluation and Learning Framework, the Royal Commission into National Natural Disaster Arrangements Report, the 2022 UNDRR Global Assessment Report, areas of future work outlined in the First National Action Plan, CSIRO's Climate and Disaster Resilience Report to the Prime Minister, and a desktop review of progress made against the NDRRF 5 year outcomes.

# Deep Dives



## Deep Dive Overview

The three deep dive questions and sessions are interrelated and cumulative.

Session 1 (A+B+C) will inform Session 2 (A+B+C).

The Australian Vulnerability Profile showed that many things that people value are not explicitly acknowledged, or they are taken for granted, and not named or measured until they are threatened.

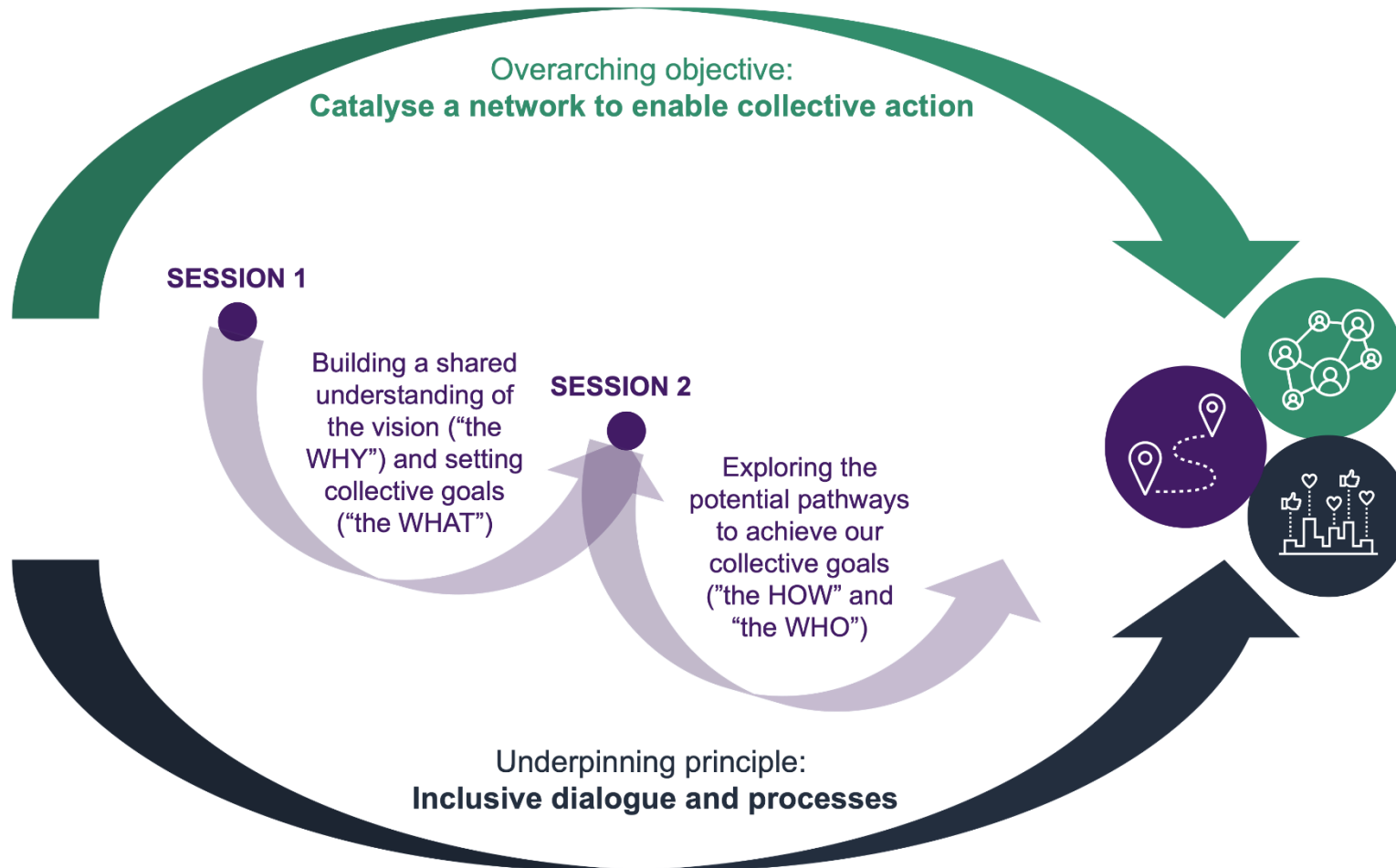
A relatively narrow range of values (often those held by those with more power) have been codified into the "rules" which drive the system, and therefore many decision-making processes.

Taking a broader range of values, held by a broader range of people into account, measuring them, and explicitly incorporating into decision making is imperative.

## Recommended reading for the deep dives:

[Profiling Australia's Vulnerability: the interconnected causes and cascading effects of systemic disaster risk](#)

# Deep Dives cont'd



## Session 1

We will discuss the selected question together and hear different perspectives and insights. You will break out into small groups with similar participants, to explore goals, barriers and opportunities between now and 2030.

Groups of similar participants could include those representing first nations, youth, community, insurance, land use planning or disaster management for example.

## Session 2

We will explore the potential pathways to achieve collective goals. We'll test the following lenses as a prompts for actions required:

- Leadership, people and networks
- Information, decisions and learning
- Market, regulatory and policy incentives
- Environmental outcomes and nature-based solutions

For each action, we'll explore: Who is needed to make it happen? What is their role? E.g. Individuals, households, communities, the third sector, business and government.

# Topic Summary

Example of actions from consultations	Summary current state (i.e. what's broken)	Topic
<ul style="list-style-type: none"> <li>• “Embed First Nation value principles”</li> <li>• ”Protect what we have - nature capital metrics, environmental economic accounts and resilience metrics, international frameworks, TFND, CBD, Paris. Work with 3rd sectors”</li> <li>• “Focus on the co-benefits of nature based solutions (e.g. biodiversity, ecological well being, improved human health, quality of life”</li> <li>• “Transparency about how decisions were made of and what to measure, whose values are we measuring</li> </ul>	<p>Systemic vulnerability (social, economic, environmental) has been rapidly growing and awareness in systemic disaster risk reduction low. Things people value are increasingly becoming degraded or lost. Factors not measured are excluded from decision making and learning opportunities are missed. Accounting for factors such as sustainability, the value of ecosystems and future climate change impacts would reveal imbalances in existing systems.</p>	<p><b>1. How might we expand and measure the range of values considered in decision making and learning?</b></p>
<ul style="list-style-type: none"> <li>• “Cannot keep labelling events as 1:100 year etc. It inappropriately suggests the community might have respite after the disaster, in reality the big event may be next season”</li> <li>• “Research to understand human behaviour and the development of resources as a result”</li> <li>• “Planning decisions - stay away from hazard zones”</li> <li>• “Recognition of First Nations knowledge - science and environment”</li> <li>• “Mandatory disclosure of natural hazard risks to prospective purchasers”</li> <li>• “Statutory indemnity for local governments for decisions made in good faith”</li> </ul>	<p>There is more data than ever, yet risk is growing. Conventional approaches to multi-scale risk management are no longer fit for purpose. The way risk information is communicated influences decisions. Human biases influence decision-making and risk reduction outcomes. People, and the institutions they work for can resist making good decisions about risk, even with good scientific data. Other forms of knowledge and ways of knowing are undervalued, indigenous and local knowledge, community feedback, working across disciplines, or methods such as knowledge brokering, foresight, megatrends and scenarios analysis.</p>	<p><b>2. How might we connect the complexity of disaster risk reduction with how people perceive risk and make decisions?</b></p>
<ul style="list-style-type: none"> <li>• “Guidance/tools to assess costs/benefits and acceptable risks to facilitate government and community debate about what resilience investment needs to be funded”</li> <li>• “consolidated commitment across all sectors to long term thinking which enables risk informed decision making, investment and action”</li> <li>• “Create new models that meet future needs (i.e. role of directors in the boardroom, local government/community-led models)”</li> <li>• “Build capability to better cope with uncertainty”</li> </ul>	<p>Risk governance systems are ineffective as new risks are being created faster than they are being reduced. Transdisciplinary approaches are not considered, and top-down approaches are entrenched. The financial industry (and governments) are not yet able to account for the extent of financial assets at risk under various future climate scenarios. They do not account for real costs of risk (over the long term, across life spans, and across different values).</p>	<p><b>3. How might we account for the real costs of risk in financial systems and incentivize opportunities for risk reduction?</b></p>

# Topic 1

How might we expand and measure the range of values considered in decision making and learning?

Despite good intentions to build resilience, the current societal, political and economic choices seem to be doing the reverse. The choices people make are driving vulnerability and increasing losses. Valuing more of the same will increase harm and suffering.

We know people value different things, and that the things people value changes with context, time, experience, motivation and wisdom. The things people value change when their lives are disrupted. Values influence decisions. A range of values are already considered in decision making. These decisions are leading to the creation of vulnerability rather than the reduction of vulnerability. Over time, this has been strongly influenced by whose values are included, and by assumptions of 'stability' and continued national prosperity. The range of people included in defining the values, and the ways that these are measured and included in decision making needs to be expanded, and re-balanced.

There are societal benefits to risk reduction efforts, and universal values that contribute to wellbeing and happiness, such as caring for country, being able to fulfill dreams and not experiencing harm. There are questions about whose values are prioritised, and whose are traded off. Current risk assessment methods and processes do not yet consider how to manage risks, to protect what is valued by people the most.

There is a saying that "what gets measured gets managed". Factors not measured are excluded from decision making and learning opportunities are missed. How might we account for factors such as sustainability, the value of ecosystems and future climate change impacts to reveal imbalances in existing systems? What is known about the rights of nature? How are the rights of nature considered in decision making?

# Topic 2

## How might we connect the complexity of disaster risk reduction with how people perceive risk and make decisions?

There is more data than ever before. Yet disaster risk is growing. Conventional approaches to multi-scale risk management are no longer fit for purpose. People make decisions on information and knowledge that is relevant to their context. How risk information is communicated influences decisions. Human biases influence decision-making and risk reduction outcomes. How much that is communicated to the public about risk influences decisions.

Risk information products can undervalue how risk perceptions influence decision making, such as the framing used to policies and products (e.g. consider 1 in 100yrs, compared to one in five chance over the next 25yrs). The way people interpret and make sense of information is usually through narrative, and the stories they tell themselves and the language they use is critical to perception of concept. The use of the term 'natural disaster' can also mislead people to think the devastating results are inevitable, out of our control and are simply part of a natural process. There is also the 'she'll be right' mentality across many Australians, and a sense of stoicism in disaster that undermines the needs of many (e.g. disasters lead to PTSD, unemployment, housing crisis etc). Reframing narratives in an evidence-based way that reflects many perspectives is critical.

Data needs will never be completely met. There are limitations in risk analytics in situations with high levels of ambiguity and uncertainty. Technocratic solutions are appealing. However, people make decisions. People, and the institutions they work for can resist making good decisions about risk, even with good scientific data – especially if there are mismatches in values and rules which prevent making fit-for-purpose decisions despite availability of data.

Silo-approaches are abundant. Cross-scale aspects of disaster risk confound existing silos (organisations, sectors, jurisdictions). Other forms of knowledge and ways of knowing to communicate risk are undervalued. Including indigenous knowledge, working across disciplines, or methods such as knowledge brokering, foresight, megatrends, scenarios analysis. Imagining all the different ways the future could unfold is also a challenge for the mind. This is a challenge in personal lives, the tension between the present self, and future self - knowing how much to spend and how much to save – to minimize future regret.

Decisions are currently influenced by short term thinking and historical experience. There is contestation about the problem and solutions. Existing risk management approaches are inadequate. Decision making processes are also slow and struggle to keep pace with the changing environment. How might participation, transparency and dialogue be stepped up in risk decision making to speed up learning and system changes (including engaging culturally and linguistically diverse (CALD), first nations, disability, women, youth).



# Topic 3

How might we account for the real costs of risk in financial systems and incentivize opportunities for risk reduction?

Currently, the financial industry (and governments) are not able to account for the extent of financial assets at risk under various future climate scenarios.

They do not account for real costs of risk (over the long term, across life spans, and across different values). Currently there are limited incentives for fully understanding and assessing the systemic (cross-scale and uncertain) nature of risks and risk reduction which means the magnitude and possibility of disasters are always underestimated and mitigation is underinvested in.

Financial (and governance) systems are not yet embracing transdisciplinary approaches and tend to take siloed and top-down approaches principally focused on a single (monetized) value.

Absence of clarity about the roles and responsibilities for assessing, raising awareness, and managing risks between public and private sector actors leading to situations where investors can create and transfer risks to others and substantial missed opportunities for coordinated and collaborative investments across government, business and community to invest in activities that create or realise values that all benefit from.

Existing often entrenched organizational policies and cultures and disciplinary practices incentivize short-term priorities focused on narrow sets of beneficiaries (shareholders not stakeholders) and values (largely on monetized values and assets, with non-monetized values very much secondary) which misdirects efforts into 'pricing risk' and value extraction (i.e., annual revenue streams to shareholders) instead of creating longer-term diverse values for wider beneficiaries in place.

# Session 2: Cross-cutting actions

Lenses	Description	Prompting questions
Leadership, people and networks	All sectors of society must work together to reduce systemic disaster risk. This requires collaboration and cooperation from people across all tiers of government, academia, industry and non-government sectors and importantly communities.	<ul style="list-style-type: none"> <li>• How might we step up participation, transparency and citizen dialogue in risk decision-making to accelerate learning and necessary adjustments?</li> <li>• How might the priority actions create, enable and empower partnerships to strengthen strategic risk reduction action at the local, subnational and national levels?</li> <li>• How might new or emerging initiatives be developed to support partnerships in reducing systemic disaster risk?</li> <li>• How might all stakeholders understand their shared responsibility for disaster risk reduction and collaborate to act accordingly?</li> </ul>
Information, decisions and learning	Taking effective action to reduce systemic disaster risk and to create the future we want requires new forms of data and knowledge that is openly exchanged and is fit for purpose.	<ul style="list-style-type: none"> <li>• How might we enhance multi-scale risk management?</li> <li>• How might we embrace a new 'risk language' that cuts across multiple disciplines?</li> <li>• How might we combine risk analytics with methods to draw on local knowledge, community feedback, expert opinion?</li> <li>• How might systemic risk knowledge and insight, including the interconnected nature of risk, be improved?</li> <li>• How might systemic disaster risk reduction be systemically applied across all sectors and integrated into decision making?</li> </ul>
Market regulatory and policy incentives	Addressing underlying systemic disaster risks through risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery. Preventing the creation of new risks and vulnerabilities through post disaster recovery, rehabilitation and recovery is critical.	<ul style="list-style-type: none"> <li>• How might greater 'investment' in resilience (i.e. not just funding) be enhanced at the local, subnational and national levels (e.g. including NbS)?</li> <li>• How might the resilience of business and industry sectors to systemic disaster risk be strengthened?</li> <li>• How might we rework financial systems to account for the real costs of risk, particularly long-term risks, and rework investment and insurance systems to incentivise risk reduction?</li> <li>• How might national fiscal planning and risk financing consider risk and uncertainty?</li> </ul>
Environmental outcomes and nature-based solutions (NbS)	Human wellbeing is underpinned by environmental wellbeing. Healthy ecosystems are the bedrock of resilient societies. Current systems undervalue environmental outcomes.	<ul style="list-style-type: none"> <li>• How might we scale up nature based solutions (NbS)?</li> <li>• How might we mainstream NbS into existing national development programs with established budgets?</li> <li>• How might financial systems take into account the importance of nature in supporting planetary systems?</li> </ul>

# Additional Reading

- [United Nations Office of Disaster Risk Reduction 2022 Global Assessment Report](#)
- [Catalysing Change Workshop](#) - Summary Report
- [Catalysing Change Workshop](#) - Image.
- [National Disaster Risk Reduction Framework](#)

Other ways to contribute your insights and ideas (by 14 June 2022):

- [Developing the Second National Action Plan Discussion Paper](#)
- [Reducing Disaster Risk in Australia Survey](#)

Links to other resources available to inform the topics for the deep dives

- [Profiling Australia's Vulnerability: the interconnected causes and cascading effects of systemic disaster risk](#)
- [Guidance for Strategic Decisions on Climate and Disaster Risk](#)
- [CSIRO Report on Climate and Disaster Resilience](#)
- NDRRF Monitoring, Evaluation and Learning Framework

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To stay up to date on the development of the NAP, visit:

**<https://knowledge.aidr.org.au/resources/second-national-action-plan-for-disaster-risk-reduction/>**

