Wellbeing Recovery Plan for Tāmaki Makaurau

A collaborative approach to wellbeing in the context of the 2023 weather events

September 2024

Te Kāwanatanga o Aotearoa New Zealand Government





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Wellbeing Recovery Plan summary

Outcomes

1

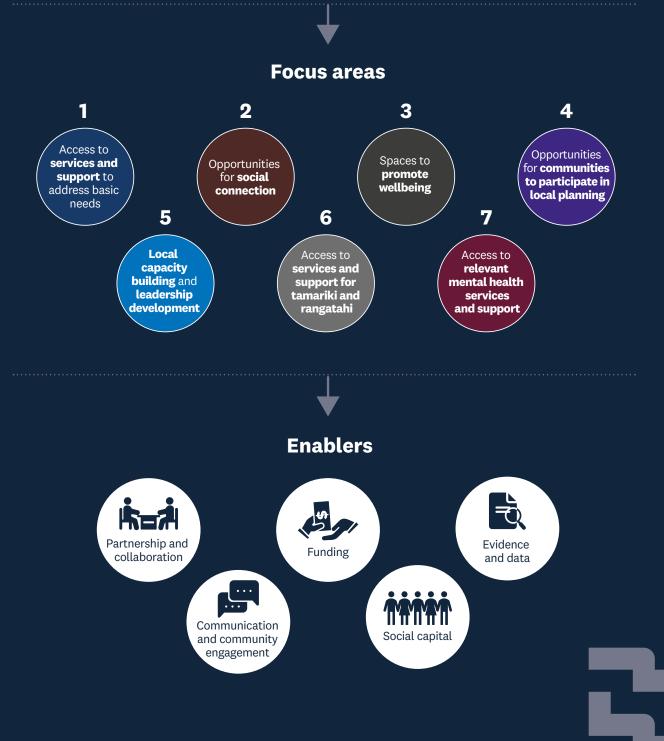
Individuals, families, whānau and communities have access to relevant services, support and opportunities to aid their wellbeing throughout their recovery journey, moving towards a more hopeful future.

2

Impacted whānau Māori feel culturally supported and empowered to navigate their recovery journey in a way that honours and enhances their unique Māori identity and wellbeing.

3

Key agencies and organisations set the foundations for working together to support wellbeing in anticipation of further weather events and the long-term impacts of climate change.



Purpose of the wellbeing recovery plan

To develop and deliver a collaborative long-term approach to supporting the wellbeing recovery of individuals, whānau and communities in Tāmaki Makaurau in the context of the 2023 weather events.

The plan aims to:

- create a shared understanding of what wellbeing recovery looks like for Tāmaki Makaurau
- coordinate the delivery of initiatives, support, and services across central and local government agencies, non-governmental organisations (NGOs) and service providers
- take a broad, long-term view of hauora (health and wellbeing) so that individuals, whānau and communities impacted by the 2023 weather events have access to the support they need to recover well.

Context

Five extreme weather events affected Tāmaki Makaurau within a four-month period in 2023, bringing significant hardship, suffering and challenges for many communities and thousands of residents.

Six people tragically lost their lives, approximately 40,000 households required assistance (based on MSD payments) and around 3,000 households were unable to return to their homes due to damage or land stability issues. There was extensive damage to essential infrastructure and facilities, commercial buildings, productive lands, and to parks and recreational areas.

We have not seen this scale of devastation in Tāmaki Makaurau before.

The Wellbeing Recovery Plan is a key deliverable of the Tāmaki Makaurau Recovery Plan which sets out the actions needed for Auckland's recovery.

I don't think I will ever stop considering what will happen the next time there is a big storm – my day to day life has recovered, but mentally it is still there.

Having a community hub/ centre of connection and having people reach out to whānau has helped reduce feelings of isolation, loneliness and helplessness.

...access to reliable information alleviated anxiety and empowered us to make informed decisions for our family.

Every time it rains we get so anxious as to whether it will flood again. Our community was hard hit with... loss of community spaces and facilities to use. (Recovery means) being able to access our favourite hikes, beaches and activities again.

Our beach was decimated and needed a huge community clean up.

Tāmaki Makaurau a year on

The effects are still being felt. Impacted communities, particularly those that have been affected multiple times in short succession, are deeply anxious about the future.

After having experienced the shock and effects of the weather events, communities are now dealing with ongoing recovery related issues such as damaged homes and housing insecurity, insurance claims and financial worries, and the loss of community facilities and infrastructure.

The weather events arrived after two years of COVID-19 lockdowns and uncertainties, a significant rise in the cost of living and amid food shortages.

Whilst individual and whānau wellbeing is impacted on a household level, wellbeing is also impacted on a community level. People are dealing with the changing shape of their communities and some fear they may not be able to stay within that community into the future.

Communities also have wider concerns around impacts on their children and the long-term consequences of climate change on future generations.

This is why we need to take a holistic long-term approach to wellbeing recovery, to understand the immediate wellbeing needs, as well as those that will become more apparent as connections to community and whenua are impacted, social networks and supports change, and communities adapt to their new normal.

While the weather events affected communities across Tāmaki Makaurau, the impacts will not be felt the same. The weather events have placed additional stresses on already disadvantaged communities and the challenging recovery journey is likely to further entrench the experience of disadvantage for these communities, leading to further social vulnerability.

Ethnicity	Percentage of total Civil Defence payments made [*]	
Māori	33%	
European	23%	
Pacific Peoples	37%	
Asian	5%	
MELAA	1%	
Other**	2%	
Unspecified**	11%	

Ministry of Social Development (MSD) Civil Defence Payments data demonstrates the disproportionate impacts for Māori and Pacific Peoples:

Three community and social recovery priority areas have been identified – **Henderson/Rānui, Mt Roskill/Wesley**, and **Māngere** – recognising that the pre-existing condition of these communities means they will take more time, effort and investment to recover well.

^{*} As ethnicity is self-identified, an individual with multiple ethnicities may be counted in more than one applicable ethnic group. This means the total percentage is not equal to 100 per cent.

^{** &#}x27;Unspecified' is where ethnicity is not recorded. 'Other' is where ethnicities fall outside the reported ethnicities.

What we've heard about impacts on individuals, families, whanau and communities:

The storm events have had significant impacts on individuals and whānau physically, spiritually and emotionally.

Impacted whānau are reporting increased levels of stress and anxiety caused by ongoing trauma, anxiety about future weather events, and stress in addressing the impacts of the events. Feelings of isolation, loneliness, grief and family and relationship stressors have left people exhausted and feeling a lack of hope.

The weather events have increased needs for those who have pre-existing physical and mental health conditions.

Communities are worried about the current and future impacts on our tamariki and rangatahi.

For some whānau, the financial toll of the weather events will be significant, ongoing and difficult to recover from.

Financial impacts stem from loss of income, loss of vehicles and home contents, costly repairs, accommodation and travel costs related to temporary accommodation, additional insurance costs in the future and reductions in values of homes.

For those who were already struggling or whose circumstances have changed, the financial impacts will be worse.

Communities are worried about the potential for intergenerational impacts.

Impacts are being felt across the housing system, many whānau are not having their basic housing needs met.

Some families have been forced to leave their homes and experience loss of familial ties, cultural connections and support networks.

Our housing system was already failing many Aucklanders. The events of this year will compound existing pressures, which will hit the most disadvantaged the hardest.

Current temporary accommodation solutions don't work for Tāmaki Makaurau. Key challenges relate to supply, access to cooking facilities and proximity to social and cultural networks, schools and workplaces.

Many whānau are being forced to live in overcrowded and/or unsafe or unhealthy homes.

Housing challenges are getting worse for those who were already experiencing housing insecurity.

Other recovery needs to include access to information and support, insurance issues, concerns regarding infrastructure and planning, and the future impacts of climate change.

Te Whare Tapa Whā - a model for wellbeing

We know from our communities that there are physical, spiritual, social, mental and emotional impacts on wellbeing caused by the weather events – impacts that will be felt now and impacts that will be felt into the future.

Taking this holistic view of wellbeing, this plan aligns with Te Whare Tapa Whā¹.

Through this model, health and wellbeing is described as a wharenui (meeting house) with four walls (taha) representing different aspects of wellbeing; wairua (spiritual), hinengaro (mental and emotional), tinana (physical) and whānau (family and social).

Our connection with the whenua (land) forms the foundation of the whare.



Te Whare Tapa Whā is a model widely used in social, health and government sectors to understand, articulate and address wellbeing.

In recent research carried out by Mental Health Foundation² in weather impacted communities, Māori and Pacific respondents were more likely to articulate wellbeing as a holistic or balanced concept, often relating their answers to Te Whare Tapa Whā.

When all these aspects of wellbeing are in balance, we thrive. When one or more of these is out of balance our wellbeing is impacted.

The focus areas in the Wellbeing Recovery Plan for Tāmaki Makaurau reflect this holistic view of wellbeing, each responding to one or more taha.

¹ Durie, Mason. (1984). Te Whare Tapa Whā.

² Mental Health Foundation of New Zealand & SIL Research. (2024). 2024 MHF Community Wellbeing Survey: North Island Weather Events/Cyclone Gabrielle focus. Access at: https://allsorts.org.nz/community-wellbeing-research

Psychosocial recovery

Psychosocial is a term used within disaster response and recovery to define how individuals feel and how they relate to each other.

In the context of disaster management, the primary aims of psychosocial recovery are to improve mental wellbeing by:

a) minimising the physical, psychological and social consequences of an emergency

b) enhancing the emotional, social and physical wellbeing of individuals and communities.

An important aspect of psychosocial recovery is that it is not about returning to normality, but rather about supporting people and communities to adapt to a changed reality after their lives have been disrupted.

All those involved in an emergency are likely to experience some level of distress. Grief and distress are normal reactions to a disruptive and devastating event such as the severe weather events.

For many people, with support from whānau and friends, distress will reduce over time. For some, however, formal or professional intervention may be needed, and a small proportion of people will need specialised mental health and/or addiction services³.

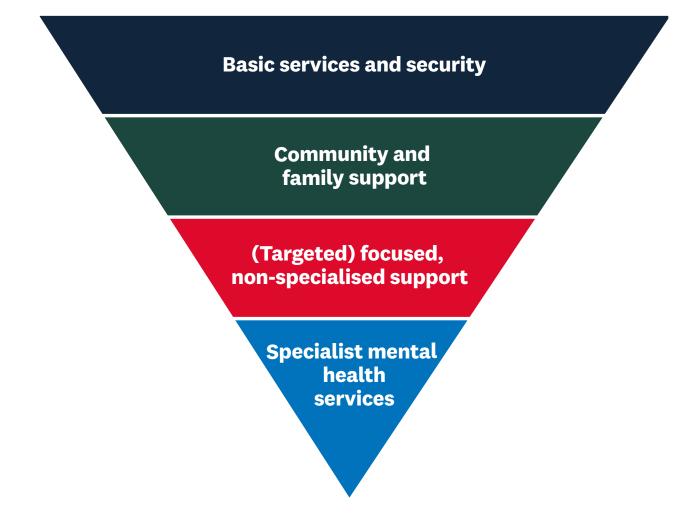
This pyramid is adapted from the tiered model of psychosocial interventions and mental health treatments that guides psychosocial recovery planning.

The inversion of the pyramid demonstrates that around 80 to 90 per cent of people impacted by a disaster will recover well with appropriate access to basic services and security (including housing and income support), as well as community and family supports (community networks, social groups and marae-based support).

Some people will require further focused, non-specialised supports or general mental health care such as psychologists, social workers or counsellors, and a small proportion of people will need specialised mental health services, such as specialist psychological or psychiatric care.

³ Ministry of Health. 2016. Framework for Psychosocial Support in Emergencies. Wellington: Ministry of Health.

Interventions and treatments that guide psychosocial planning



Wellbeing recovery

The concept of 'wellbeing' is used in a variety of contexts and incorporates the aspects of physical, psychological and social wellbeing of individuals and communities as expressed by the term 'psychosocial' in an emergency management context.

A holistic understanding of wellbeing, rather than 'psychosocial', is also more likely to be articulated within the existing priorities and work plans of key agencies and organisations that are critical to recovery.

It is generally accepted that wellbeing recovery after a disaster can take from 5 to 10 years, if not more.

Where we take a long-term and collaborative view of recovery, it is important that wellbeing can easily transition to business as usual, by building on the existing priorities of organisations that are key to taking wellbeing recovery into the future.

Focus areas for the Wellbeing Recovery Plan

To support wellbeing recovery through:



1. Access to services and support to address basic needs

Access to key services and supports that meet the basic needs of individuals and whānau, such as income, food and shelter, are foundational to wellbeing recovery. Until these needs are met, it is hard for whānau to move on with their lives into a more hopeful future.

It is important to recognise that the weather events have placed additional stresses on disadvantaged communities which are likely to exacerbate social and economic inequalities.

Mana whenua told us:

(...) need to ensure essential needs are met (this is the minimum) and the focus needs to be on addressing poverty, deprivation, and inequality, education, medical, housing etc.

The recovery effort therefore includes a focus on communities of greatest need and looks to address the underlying causes of inequity.

Secondary stressors

Secondary stressors are circumstances, events or policies that are indirectly related to, or are a consequence of, an emergency event.

These stressors relate to addressing the impacts of the weather events such as settling insurance claims, property repairs, and financial pressures.

For some people the secondary stressors relating to addressing the impacts of the weather events can cause ongoing anxiety and fatigue and may have a greater impact than the primary event.

It is important that the actions of agencies involved in recovery, and the processes people are required to engage in, do not result in further harm to individuals or their communities.

Success indicators



- Individuals, families and whānau have access to services and support to address basic needs and feel empowered to move forward with their lives.
- Māori have access to high quality programmes and initiatives, and culturally appropriate resources and practices to enable their wellbeing.





2. Opportunities for social connection

Research shows that communities that are more connected are more likely to adapt and recover quicker from a disaster. Therefore, opportunities for social connection not only support wellbeing on a neighbourhood and community level, they also help that community move forward and adapt together.

Impacted communities in Tāmaki Makaurau with strong existing relationships and social connections have been able to support each other in their recovery journeys so far by sharing information and resources, linking in with relevant agencies, and working together to deal with issues that come up.

According to Recovery Capital (ReCap) Guide to Disaster Recovery⁴, 'social capital' refers to the connections, reciprocity and trust among people and groups. There are three types of social capital: bonding (strong ties between similar people e.g. family and friends), bridging (looser ties between a broader range of people, often cutting across race, gender and class) and linking (ties connecting people with those in power, such as decision-makers).

Opportunities to build local connections may include new or existing community events and access to community spaces and facilities. Commemorations of anniversaries and milestones in recovery can be key times for communities to come together.

Displaced whānau

Around 6000 properties were affected by the weather events and many whānau had to move from their homes into alternative accommodation.

A year on, approximately 1000 households are still displaced.

Impacted whānau have been displaced from social infrastructure such as schools, businesses and faith groups, and also away from familial, social, and cultural networks, in some cases leading to isolation and loneliness.

Some whānau are temporarily displaced, whereas for others, such as impacted tenants and those unable to afford to stay, the move away from their community and familiar social connections could be permanent, requiring them to adapt and make new networks to support their wellbeing.

Success indicators



• Communities are well connected to support recovery and adaptation and feel more prepared to respond to future events.

⁴ Guide to Post-Disaster Recovery Capitals (ReCap) (Melbourne, Australia: Bushfire and Natural Hazards Cooperative Research Centre 2021).

3. Spaces to promote wellbeing

Te Taiao

Te Ao Māori models of wellbeing recognise that human wellbeing is inextricable from the wellbeing of Te Taiao (the natural world).

When a disaster has a negative impact on the environment, it has a negative impact on the wellbeing of communities, meaning the recovery journey of both people and place is interlinked.

Mana Whenua remind us that they have kaitiakitanga obligations to support the environment and the community, and that more emphasis needs to be placed on the wellbeing of the environment within recovery and adaptation. The importance of opportunities for mana whenua to meet these obligations is explicit within the Tāmaki Makaurau Recovery Plan.

Nature is integral to wellbeing and spaces that promote physical and spiritual wellbeing may look different on a neighbourhood and wider community level.

For some Aucklanders, reconnecting with familiar environments that were impacted by the weather events, such as being able to access their favourite hikes, beaches and activities again would help them to feel 'recovered'. Community spaces where there are opportunities for healing might also include libraries and existing community hubs and facilities.

For those who regularly see the physical reminders of the weather events in their neighbourhoods, beautification projects might provide opportunities to collaborate, connect and heal as a community. Looting and anti-social behaviour is less likely to occur in a neighbourhood that looks well cared for.

Neighbourhood spaces to promote wellbeing include:

- collaborative beautification projects
- 'transitional' use (ways of using the space before future land use decisions are enacted).

Community spaces to promote wellbeing include:

- local parks and walkways
- libraries and community centres.

Creative healing

Creative projects enhance wellbeing within the recovery journey in a multitude of ways, not only for those who create and those who participate, but also those who witness the creativity.

Examples from Christchurch show that a 'social lab approach', the ability to try new things in a temporary space, can cultivate a feeling of agency and lead to ongoing innovation and community connection.

Healing through creativity can cultivate or reignite a feeling of pride in place and draws attention to local and region-wide stories of hope.

Success indicators



 Spaces to promote healing are supported on a local and neighbourhood level to aid physical, mental, social and spiritual wellbeing.

Vellbeing Recovery Plan 15



4. Opportunities for communities to participate in local planning

Community participation and genuine involvement in the processes and decisions that will shape the future of a community can help to promote a sense of self-agency and take back some of the control that has been lost during the weather events.

Participation can enhance spiritual wellbeing, where wairua relates to a person's relationship with the environment, people, and heritage in the past, present and future.

Community-led local recovery planning provides opportunities for communities to identify and prioritise what is important to them for the future of their community.

For some, preparedness would be a priority for local recovery plans to reduce weather related anxiety. Others might focus more on how adaptation plans and policies will change the landscape of their communities and identify ways in which they can influence outcomes.

In communities where there will be vacant spaces for a period of time, creative projects might be identified as a priority to promote a feeling of agency and support community wellbeing.

Collective problem solving, taking responsibility, and building upon existing social capital can help support individuals and communities to work towards a more hopeful, connected future.

Te Whare Tapa Wha is a useful tool to support communities to identify wellbeing priorities within local planning across the different dimensions.

Mana Whenua kaitiakitanga obligations to support the environment and the community are a critical component to local planning.

Success indicators



- Communities have access to a range of opportunities to participate in planning for the future of their community and feel heard and included in the decisions that are made.
- Mana Whenua have a voice and are provided with meaningful opportunities to partner, participate, and express rangatiratanga in the rebuilding of their communities through reciprocal partnerships, collaboration and decision-making opportunities.

5. Local capacity building and leadership development

We know that community leaders, facilitators and volunteers will appear during emergencies and are critical to response, recovery and resilience building. Identifying, acknowledging and supporting these leaders to build on the skills, networks and resources they already have, supports recovery and adaptation.

Local recovery planning is an important opportunity for communities and community leaders to identify ways to build capacity and leadership to support recovery and adaptation.

This may include building social infrastructure such as communication channels, or the ability to receive grant funding for community projects. Or it may be understanding more about how to support the mental and emotional wellbeing of their community.

Volunteer recognition

Many of those involved in the recovery of their communities and in the support of others will be giving their time voluntarily. Volunteers play a key role in advocating for their communities and sharing information to demystify processes for residents. It is important that this contribution is recognised, not only for the wellbeing of the volunteer, but also as an opportunity for the community to celebrate their unique journey. Anniversaries can be a good time to reflect and recognise others.

Success indicators



• Community leaders and volunteers are acknowledged and provided with relevant development opportunities to enable communities to lead their own solutions.





6. Access to services and support for tamariki and rangatahi

For children and young people, emergencies can undermine their basic assumptions about the world being a safe, stable and largely predictable place.

Some young people will be dealing with the loss of their homes or possessions, some will have been moved away from their neighbourhoods and schools, not knowing whether this is temporary or permanent.

School is often central to tamariki and rangatahi relationships and wellbeing support outside of their whānau, so when whānau are displaced, they lose those relationships and connections, which can have lasting impact on their lives beyond the initial event and associated trauma.

Tamariki and rangatahi need to be supported to attend, engage and achieve in school within their communities wherever possible – understanding that a break in the relationship between ākonga and schools in a critical or traumatic time can have lasting impact of their engagement with school, and educational outcomes.

Schools need to have mental health and wellbeing services that can be mobilised within communities when there are disasters, as well as providing opportunities for students to develop their skills relevant to recovery and preparedness.

In some instances, young people have left education in order to work and support the family due to increased financial strain. Disruption to education and every day routines may have implications for wellbeing now and into the future.

The availability of youth friendly tools, programmes and resources within the community is essential to ensure wellbeing support is accessible and relevant for young people. Specialised tools and resources are also required to support wellbeing for under 12s.

Much like adults, most children and young people will experience some form of distress from a disaster. This is usually short-lived, but for some these experiences become more significant.

In the context of ongoing uncertainty and stress from the impacts of the weather events, it is important that young people and their whānau know where to go for trusted advice and access to appropriate services when they need it.

Success indicators



Tamariki and rangatahi have access to relevant wellbeing services and support.

7. Access to relevant mental health services and support

It is a natural and reasonable reaction to experience distress in the aftermath of a disaster – mental illness is not an inevitable outcome. Research shows that, on average, 80 to 90 per cent of those who experience some level of distress tend to return to their regular or usual emotional range, with time, help and the use of effective coping strategies.

In complex or recurrent emergencies, the risk of developing a mental health disorder may increase to one in three people. We know that some Aucklanders were impacted by weather events prior to 2023, as well as more than once in the first four months of 2023 – the cumulative effects of these experiences further intensified by the residual uncertainties and stressors caused by COVID-19 and a significant rise in the cost of living. Pre-existing mental and physical health conditions are likely to have been exacerbated.

Although there are reasons to think that cumulative impacts will have caused some to become more psychologically vulnerable, many show great resilience, particularly where a sense of community is strong.

It is important to normalise emotional responses to significant events and to understand the importance of social and community-based supports, whilst ensuring specialist services are accessible to those who need them.

Access to timely, relevant, and culturally appropriate mental health services and support is essential to recovery.

In Tāmaki Makaurau, identified needs were linked to a range of issues including ongoing trauma from the events; anxiety and concerns about future adverse weather events; isolation, loneliness, and grief; family and relationship stressors.

Mental health impacts on recovery workers and support service providers tend to be less intense than they are on people who were directly affected but can still be significant. Appropriate wellbeing provision for recovery workers enables them to continue to support impacted communities now and into the future.

Success indicators



Individuals, families and whānau are supported to achieve wellbeing through accessible, equitable mental health resources and services in their local communities.



What does success look like?

Purpose statement: To develop and deliver a collaborative long-term approach to supporting the wellbeing recovery of individuals, whānau and communities in Tāmaki Makaurau in the context of the 2023 weather events.

Collective goals	Success indicators	Outcomes
 To support wellbeing recovery through: 1. Access to services and support to address basic needs. 2. Opportunities for social connection. 3. Spaces to promote wellbeing. 4. Opportunities for communities to participate in local planning. 5. Local capacity building and leadership development. 6. Access to services and support for tamariki and rangatahi. 7. Access to relevant mental health services and support. 	 Individuals, families and whānau have access to services and support to address basic needs and feel empowered to move forward with their lives. Māori have access to high quality programmes and initiatives, and culturally appropriate resources and practices to enable their wellbeing. Communities are well connected to support recovery and adaptation and feel more prepared to respond to future events. Spaces to promote healing are supported on a local and neighbourhood level to aid physical, mental, social and spiritual wellbeing. Communities have access to a range of opportunities to participate in planning for the future of their community and feel heard and included in the decisions that are made. Mana whenua have a voice and are provided with meaningful opportunities to partner, participate, and express rangatiratanga in the rebuilding of their communities through reciprocal partnerships, collaboration and decision-making opportunities. Community leaders and volunteers are acknowledged and provided with relevant development opportunities to enable communities to lead their own solutions. Tamariki and rangatahi have access to relevant wellbeing services and support. 	Individuals, families, whānau and communities have access to relevant services, support and opportunities to aid their wellbeing throughout their recovery journey, moving towards a more hopeful future. Impacted whānau Māori feel culturally supported, and empowered to navigate their recovery journey in a way that honours and enhances their unique Māori identity and wellbeing. Key agencies and organisations set the foundations for working together to support wellbeing in anticipation of further weather events and the long-term impacts of climate change.

local communities.

Enablers

The ways in which we work together as agencies and organisations now benefits our communities into the future, establishing the foundations for how we approach future weather events.



Partnership and collaboration

It takes the collaborative efforts of communities, agencies and organisations to recover well, pooling knowledge, resources and capability.

A key element of the Wellbeing Recovery Plan is to establish a working group to coordinate and monitor the delivery of initiatives, support, and services across central and local government agencies, NGOs and service providers.

The working group will collaborate on short, medium, and long objectives, relating to the focus areas of the Wellbeing Recovery Plan, and will support transition into business as usual.



Funding

Wellbeing funding needs to be short term and long term in its outlook, starting with immediate wellbeing recovery needs and then integrated into business as usual budgets, recognising that recovery could take up to 10 years or more.



Evidence and data (quantitative and qualitative)

A measurable understanding of the experience of impacted individuals, families, whānau and communities gives us a clearer idea of how to support the wellbeing recovery journey.



Communication and community engagement

Effective communication approaches, channels, and conversations are essential to support recovery through accurate and timely information and to ensure wellbeing services and support get to those who need it most. Consideration of cultural and linguistic barriers, and communication reach is key.



Social capital

Communities possess a number of resources, social connections, knowledge and information, skills and abilities, cultures and languages that are key to wellbeing recovery.

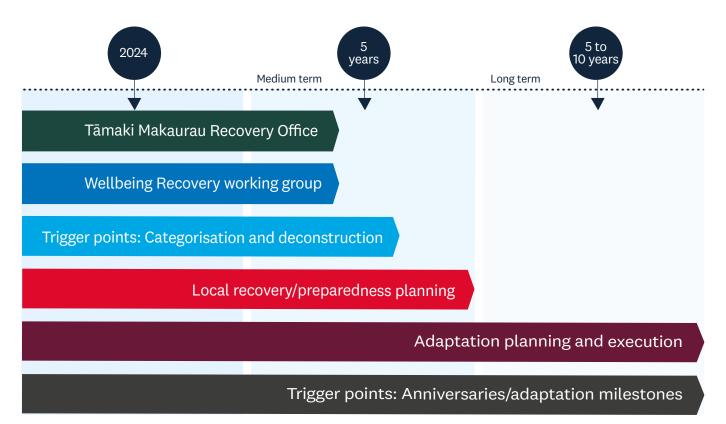
Timeline

It is generally accepted that wellbeing recovery after a disaster can take from 5 to 10 years, if not more. The recovery journey will be different for everyone, dependent on pre-existing circumstances and changing situations.

Wellbeing may begin to improve when people feel able to move forwards with their lives, when some of the impacts of the weather events have been resolved, including housing and financial strains.

For some, dealing with the trauma of the event itself may be delayed, or re-triggered at certain points in the recovery journey, such as anniversaries or decisions relating to processes such as property categorisation. Subsequent harsh weather or MetService warnings might be experienced like aftershocks, resetting the clock of recovery. Where others may have moved on from the weather events after time, impacted communities will still be recovering.

The aim of the Wellbeing Recovery Plan is to support individuals, families, whānau and communities past the life of the Tāmaki Makaurau Recovery Office by ensuring wellbeing recovery is acknowledged within the long-term priorities of agencies and organisations to support effective adaptation.



Implementation

The Wellbeing Recovery Working Group will develop an action plan and priorities to sit alongside the Wellbeing Recovery Plan. The purpose of this shared action plan is to actively monitor progress against each of the focus areas and identify gaps and opportunities going forward.



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