

Meeting notes for the meeting of the CERA Community Forum
Thursday 17 April 2014, 6:00pm
Canterbury Club, Cambridge Terrace

Present:

Community Forum members:

Richard Ballantyne, Weng Kei Chen, Leanne Curtis, Jocelyn Papprell, Faye Parfitt,
John Peet, Patricia Siataga, Rachel Vogan, John Wong, Darren Wright

Apologies

Leah Carr, Martin Evans, Wendy Gilchrist, Maria Godinet-Watts, Lesley Murdoch,
Emma Twaddell, Brian Vieceli

Chair

Darren Wright

In Attendance

Professor Bruce Glavovic, EQC Fellow in Natural Hazards Planning, Massey
University

██████████ Advisor, Ministerial and Executive Services, CERA

Withheld under 9(2)(a)

Agenda

1. Presentation by Professor Bruce Glavovic

Professor Bruce Glavovic presented 'Reflections on Recovery: 3.5 Years On'. He reflected on the experiences of other communities around the world affected by disaster and discussed:

- normal/typical/patterns of behaviour for communities in the fourth year following a disaster
- the role of the Forum so far, and its potential role for the future.

Professor Glavovic's PowerPoint presentation is **Attachment A**.

Throughout his presentation Professor Glavovic suggested to the Forum a number of questions and issues it could consider including:

- what is the role of the Forum and what should its role be
- what does collaboration mean
- what role can the Forum play in enabling a flow of information between the Government and the public
- what is the Forum's accountability upwards and downwards
- how can the Forum realise its potential?

Discussion

- The Forum noted in regards to the diagram on slide 5, that it considers that Christchurch has not yet worked through its grief. Concerns were raised about this phase of the city's recovery.
- The Forum believes that the Christchurch City Council and the Government underestimated how much the community wanted to be involved in recovery and the expertise that exists in communities. Professor Glavovic commented about the Forum's important function in connecting the formal (Government/CCC) with the informal (the public).
- Community participation was discussed alongside how haste is managed – the pressure to be quick versus quality of public engagement. The Forum considered that generally people will accept haste over public engagement. The Forum noted that some opportunities for engagement have not been managed well or targeted to the best communities/organisations. It was suggested that engagement plans should be developed with communities, rather than engagement plans being imposed upon communities.
- The Forum asked Professor Glavovic for his suggestions on how it bring community issues to forum meetings. Professor Glavovic suggested that the Forum should aim to fulfil a strategic role – instead of thinking about 'bringing individual issues up' the Forum should consider how it can be an advocate for community ownership etc.

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9(2)(f)(iv)



- Professor Glavovic suggested that the Forum could engage an independent person to look at what the Forum has done so far and facilitate a discussion about what it needs to do in the future.
- It was noted that the Forum is important as it is the only legislated mechanism for connecting the formal (government) and informal (public) in Christchurch.

Next Meeting – 1 May 2014

Meeting closed 8:00pm

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Reflections on recovery:

3.5 years on

Bruce C. Glavovic

EQC Chair in Natural Hazards Planning
Associate Director Joint Centre for Disaster Research
Community Forum, Christchurch
17 April 2014



Concluding slide (20 Aug 2011): Building paradise ...

- ▶ For whom are you rebuilding & what should be rebuilt?
- ▶ What civic principles & moral values frame your choices?
- ▶ How can you give voice to those in recovery?
 - Empowering leadership + Community collaboration



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Reflections on recovery: Presentation on 20 August 2011

- ▶ An era of crises
- ▶ What is a disaster?
- ▶ What is recovery?
- ▶ One year on from Sept 4th

Reflections 3.5 years on

- ▶ Recovery as a social process
- ▶ What to expect 3-5 years after a disaster?
- ▶ What is your experience?
- ▶ Exploring the role of the Community Forum
 - Purpose
 - What has worked well?
 - What could be improved?
 - What should be the strategic priorities in short & longer term?



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Recovery as a social process



What to expect 3-5 years after a disaster?

- ▶ From recovery planning to recovery in action
- ▶ Katrina: 5 years on
- ▶ Issues in 'governing' recovery
- ▶ Role(s) of the community & community representatives

Recovery as a social process

▶ Research on disaster recovery has moved beyond earlier unidimensional, stage-oriented, and linear conceptualizations and toward approaches that recognize variability, social inequality and diversity, and disparities in recovery processes and outcomes. ... Recovery theories should take into account a range of factors that include

- (1) pre-disaster factors that shape vulnerabilities and exposures at multiple scales, such as indicators of social and economic well-being and governmental capacity;
- (2) disaster impacts and their implications for recovery;
- (3) immediate post-impact responses; and
- (4) post-disaster variables such as the quality of governance systems; institutional capacity; civil society-state relationships; systems of social provision; the appropriateness, coverage, and equity of recovery aid; and post-disaster conditions, trends and events that occur independently of disasters but that also shape recovery processes and outcomes (Tierney & Oliver-Smith, 2012)

From recovery planning to recovery in action

- ▶ Connecting the formal & informal



Katrina: 5 years on

- ▶ Recovery takes longer than expected
 - Difficult to align & coordinate spheres & agencies of government; & other recovery actors. The lack of a 'recovery plan' hampers coordination.
 - Effective use of information difficult in practice
 - Competing priorities: Short vs long term; basic needs vs long-term resilience; economy vs community vs environment, etc.
 - Building community resilience takes time
- ▶ Disasters accelerate pre-event trends
- ▶ Expect surprises (Katrina; Financial crisis; BP oil spill; climate change)

Issues in 'governing' recovery (IRP / UNDP / UNISDR 2010)

- ▶ Ownership
- ▶ Participation
- ▶ Communication
- ▶ Capacity
- ▶ Accountability



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Katrina: 5 years on

- ▶ Key issues in governing recovery:
 - Contested agendas: Restoration vs reform vs radical social change (reduce vulnerability; build resilient, sustainable communities)
 - Money / resources / capabilities (institutional, social, etc.),
 - Information (from knowledge to action)
 - Time (speed vs deliberation dilemma)
 - Conflict resolution & collaboration

Ownership

- ▶ Ownership – whose recovery?
 - A national imperative; local government imperative; a community imperative
 - Who leads recovery and how can you build shared ownership? Leadership is key: top-down vs lateral leadership
- ▶ What should be the role of the Community Forum?

Participation (incl. conflict resolution; collaboration)

- ▶ Participation for empowerment
 - Empower individuals and groups to take control over decisions that affect their ability to recover;
 - Ensure that recovery efforts are equitable; particularly benefitting those in greatest need; and
 - Address the many social, political, and economic vulnerabilities that expose people to greater disaster risk.

Participation

▶ Managing haste

- Most NGOs and government agencies reported that, due to time and resource constraints, they 'shortened' the consultative process and relied on formal political leaders to convey municipal or local needs. In Honduras, most decision-making about housing resettlement took place at meetings between mayors and elected shelter leaders, who were almost exclusively male. In Nicaragua, organizations claimed that they lacked the capacity to reach local communities and relied on mayors as "interlocutors" of their needs. This resulted in an observed decrease in participation in general, and in women's participation in particular. All of these actors reported a constant pressure to act more quickly (Delaney & Shrader, 2001).

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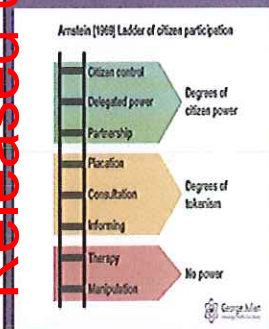
Participation

1. Align policies and programs with the actual needs and priorities of those they intend to serve.
2. Engage a broader array of skills, knowledge and experience to address development challenges.
3. Increase the beneficiaries' sense of ownership of an initiative, thus enabling greater sustainability.
4. Identify, engage, and develop local capacity to design and implement recovery initiatives.
5. Make policies and initiatives more accountable to those whom they intend to benefit.

Participation

▶ Participation in practice

- A ladder / spectrum
- Create a participation strategy tailored for local communities
- Understand how to strengthen the linkages between formal and informal institutions



Participation

- ▶ The reason for employing a participatory approach is clearly defined and aligned with an appropriate level of participation, facilitation, and support.
- ▶ The commitment to participation is valued and uncompromised; ensuring that the extent of participation is mutually agreed upon and respected throughout the initiative, in spite of other pressures such as time.
- ▶ The initiative is willing to adapt and alter its objectives and processes based on the input of participating populations.
- ▶ The flow of information is transparent, accessible by all, and multi-directional.
- ▶ The local skills, knowledge and capacities are actively sought after, recognized, engaged, and built upon.

Communication

- ▶ Encouraging dialogue with affected people
 - Distinguish one-way vs two-way communication
 - Choose communication medium most appropriate for those one is communicating with and purpose of communication
- ▶ Communication as means to facilitate coordination of actions
- ▶ What should be the role of the Community Forum?

Communication

- ▶ Conducting sound assessments,
- ▶ Developing relevant policies and programs,
- ▶ Engaging and coordinating the assistance of recovery actors,
- ▶ Building trust and support,
- ▶ Curbing corruption,
- ▶ Learning and improving practice,
- ▶ Promoting sustainability, and
- ▶ Reducing future risk.

Capacity

- ▶ Role of planning to build capacity
- ▶ Increasing & mobilising capacity through partnerships
- ▶ Building institutional capacity
- ▶ Unlocking community capabilities – critical infrastructures and capitals
- ▶ Capacity to meet short and longer term needs
- ▶ Capacity to mitigate risks and build long-term resilience and sustainability; and reduce vulnerabilities

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Accountability

- ▶ The duty to provide an account (not necessarily a financial account) or reckoning of those actions for which one is held responsible'.
- ▶ Thus accountability involves two responsibilities or duties:
 - the responsibility to undertake certain actions (or forbear from taking actions) and
 - the responsibility to provide an account of those actions.

Building community resilience

- ▶ Community resilience stems from four primary sets of adaptive capacities—Economic Development, Social Capital, Information and Communication, and Community Competence—that together provide a strategy for disaster readiness.
- ▶ To build collective resilience, communities must reduce risk and resource inequities, engage local people in mitigation, create organizational linkages, boost and protect social supports, and plan for not having a plan, which requires flexibility, decision-making skills, and trusted sources of information that function in the face of unknowns (Norris et al., 2008)

Accountability

- ▶ Clarify roles and responsibilities
 - Accountable for what?
 - Accountable to whom? Upward and downward accountability
- ▶ Accountability in the face of change, uncertainty and surprise
- ▶ Social accountability
 - Improve transparency
 - Mechanisms to deal with concerns / complaints / conflict

What is your experience?

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Exploring the role of the Community Forum

- ▶ Purpose
- ▶ What has worked well?
- ▶ What could be improved?
- ▶ What should be the strategic priorities in short & longer term?
 - From recovery planning to implementation
 - Accountability to Minister; CERA; Local Govt; community (inward and outward facing)
 - Working together

What has worked well?

Purpose: Community Forum TOR

1. The Minister must arrange for a community forum to be held for the purpose of providing him or her with information or advice in relation to the operation of this Act.
2. The Minister must invite at least 20 persons who are suitably qualified to participate in the forum.
3. The Minister must ensure that the forum meets at least 6 times a year.
4. The Minister and the chief executive must have regard to any information or advice he or she is given by the forum.

What could be improved?

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What should be the strategic priorities in short & longer term?

- ▶ From recovery planning to implementation
- ▶ Accountability (upward and downward) to:
 - Minister;
 - CERA;
 - Local Govt;
 - Community ...
- ▶ Working together
- ▶ What needs to be done to realise the potential of the Community Forum?

References

- ▶ Norris et al., (2008). Community resilience as a metaphor, theory, set of capacities, and strategy for disaster readiness, *American Journal of Community Psychology*, 41: 127-150.
- ▶ Tierney, K. & A. Oliver-Smith (2012). Social dimensions of disaster recovery, *International Journal of Mass Emergencies and Disasters*, 30(2): 123-146.

References

- ▶ Arnstein, S.R. (1969). A ladder of citizen participation, *Journal of the American Institute of Planners*, 35(4): 216-224.
- ▶ Delaney, P. L., & Shrader, E. (2001). *Gender and Post-Disaster Reconstruction: the Case of Hurricane Mitch in Honduras and Nicaragua*. Retrieved from: http://www.gdnonline.org/sourcebook/chapt/doc_view.php?id=7&docid=646
- ▶ IRP / UNDP / UNISDR (2010). *Guidance Note on Recovery: Governance*, 77 pages. Retrieved from: <http://www.unisdr.org/we/inform/publications/16774>

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