

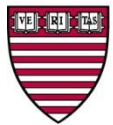


The Canon Institute for Global Studies



Perspectives on Disaster Recovery

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February 18, 2013

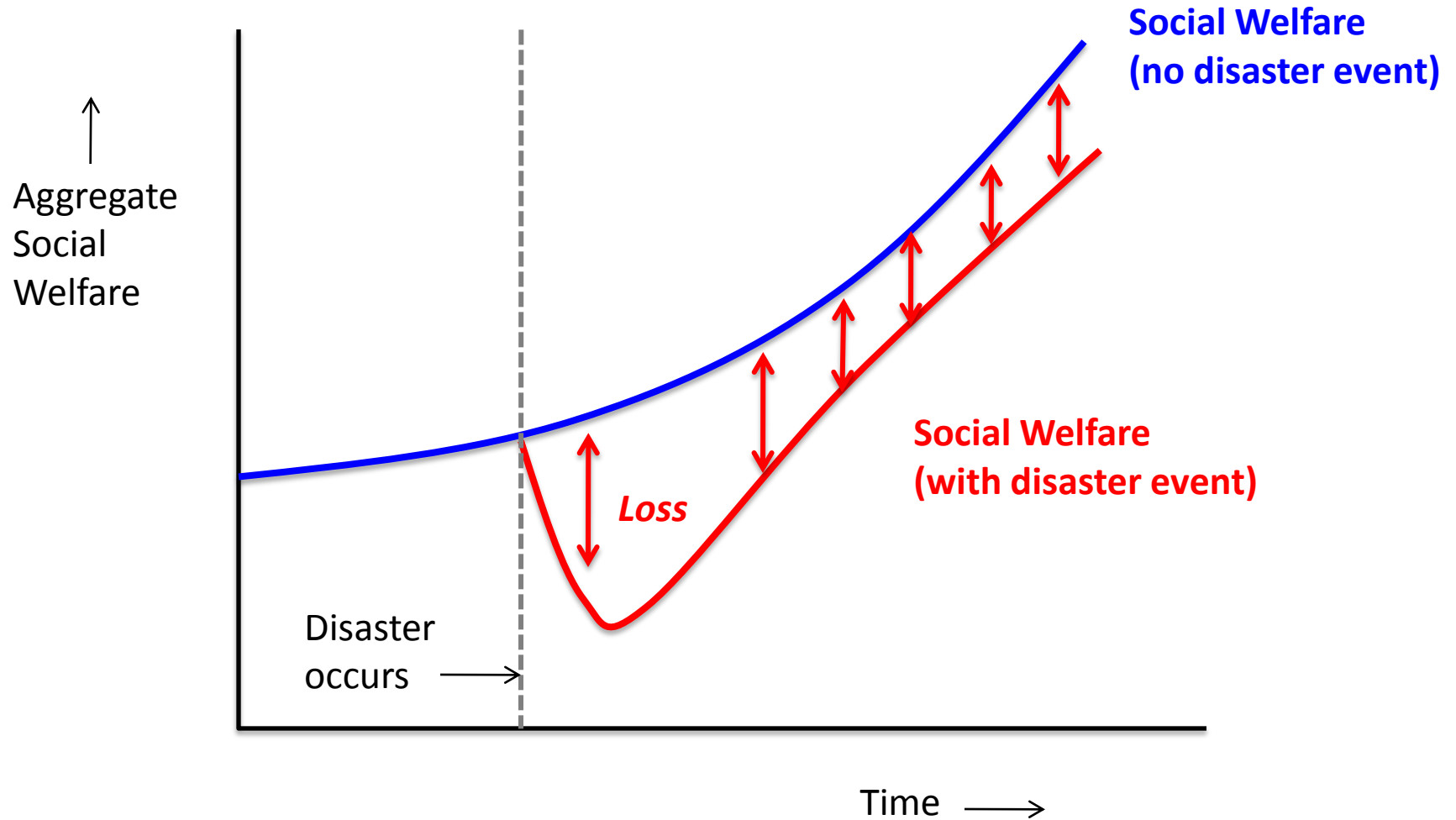
Presentation Outline

- Disaster loss and the benefits of accelerated recovery
- Individuals as decision makers in disaster recovery
- New demands on local and higher-level governments
- Inherent tensions in the recovery process
- “Advance recovery” as part of a comprehensive risk management framework

The ideas presented today are the product of close collaboration with and borrowing from my Harvard colleagues, Doug C. Ahlers and Herman B. “Dutch” Leonard

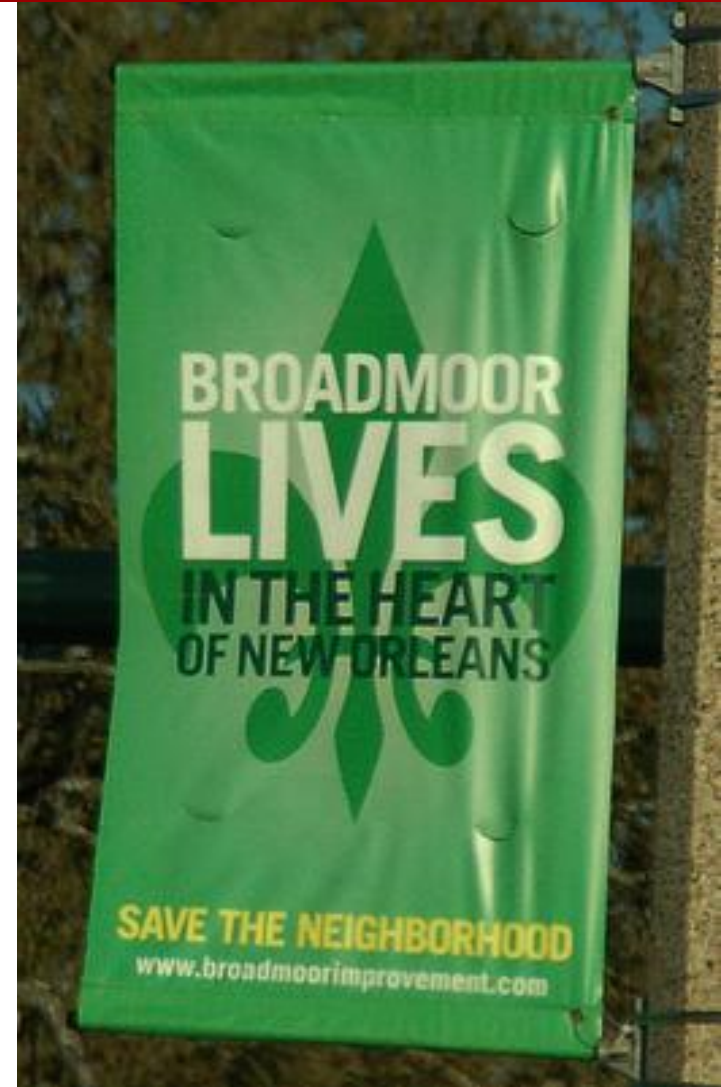
Disaster Loss and the Benefits of Accelerated Recovery

Disaster Loss

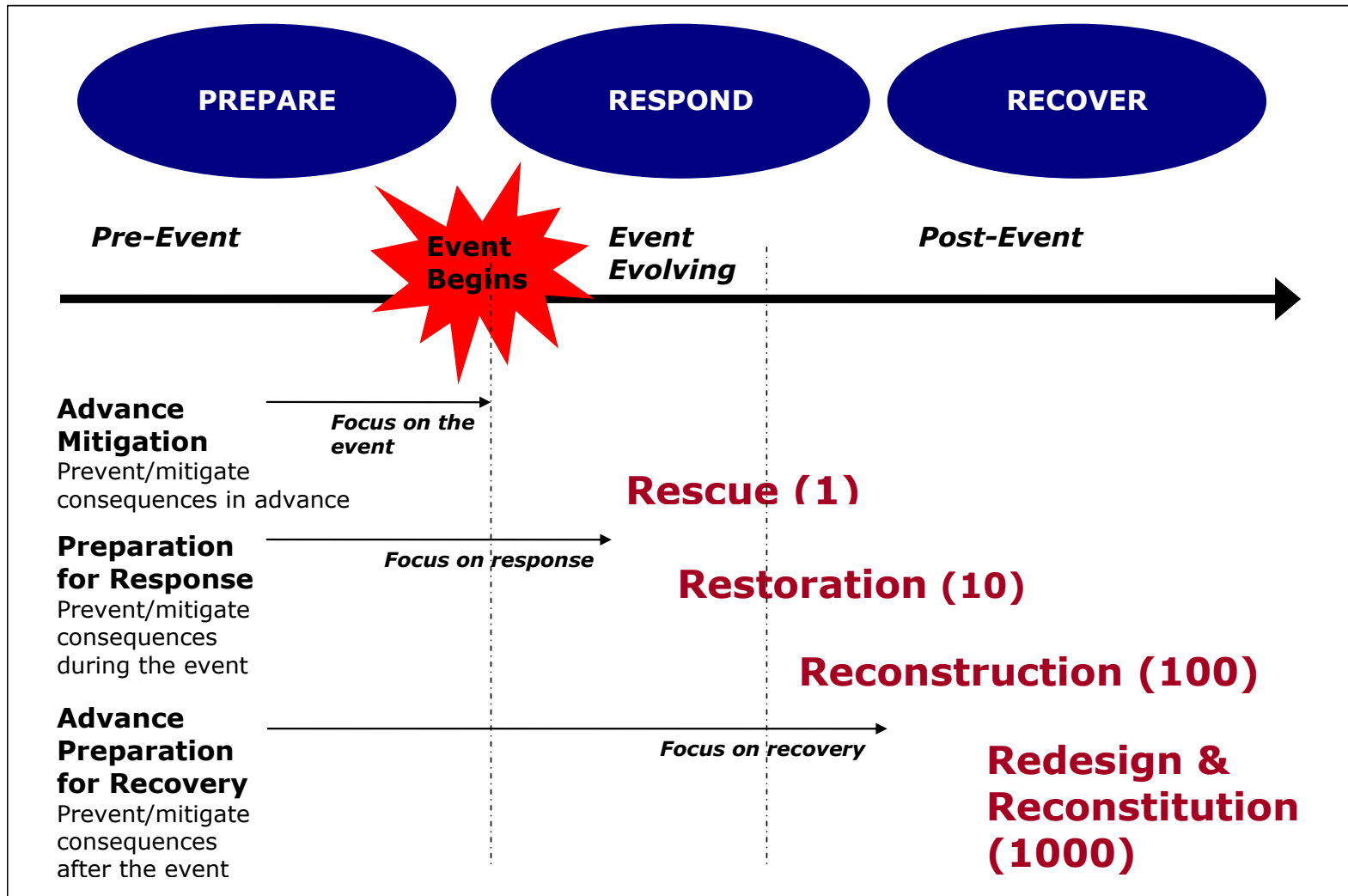


What Does Recovery Mean?

- At a minimum, recovery requires establishing viability in the post-event environment for individuals, households, businesses, local government, and the community or nation as a whole.
- It is an ***ongoing process*** rather than an end point.



Phases of Major Disasters



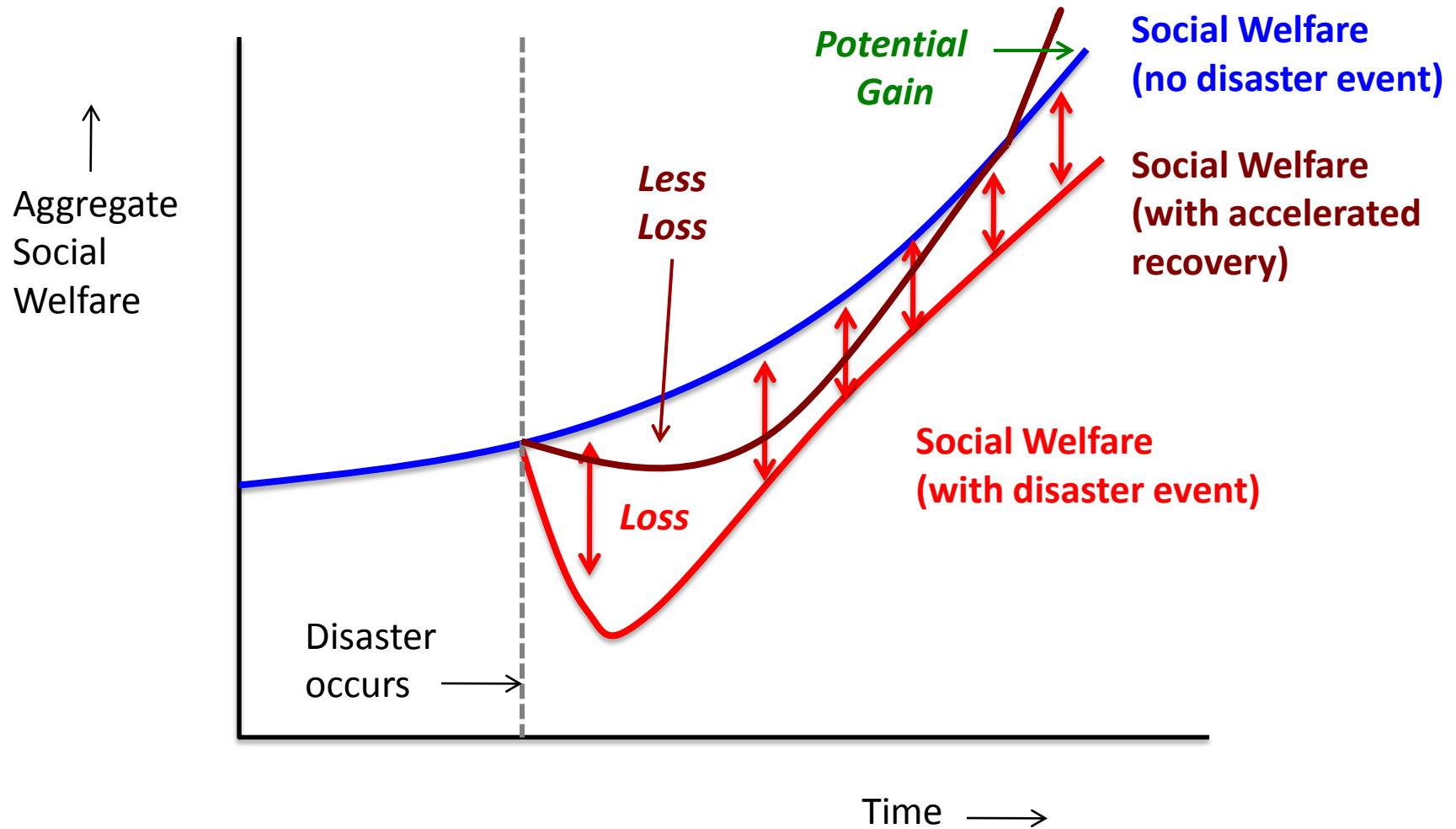
An Illustration: Great San Francisco Earthquake (1906)



Great San Francisco Earthquake (1906)

- **Rescue** from building collapses and fires (a few days)
- **Restoration** (20-30 weeks)
 - Utility restoration outside burned area
 - Resumption of retail trade
 - Debris removal
 - Street railroads re-established
 - Population in refugee camps starts to fall
- **Reconstruction** (300 weeks)
 - Building boom
 - Bank and office buildings completed
 - Temporary city hall
- **Reconstitution** (1000 weeks)
 - New developments
 - New civic center

Accelerated Recovery Can Make a Difference



Multiple Perspectives

- While the recovery process stirs desires for patriotic commitment to a common good, it inherently involves multiple perspectives that are often at odds or only partially reconcilable.
- Disaster recovery is not a unified process involving a single or centralized decision maker and a comprehensive, coherent, cohesive, prioritized set of interests and goals.
- Let's look at:
 - The decision context for individuals and businesses
 - The policy and operational demands on government
 - The inherent tensions that arise in recovery

Individual Decision Makers: Residents and Businesses

Decision Matrix for Returnees

		Access to Resources	
		Low	High
Intrinsic Desire to Return to the Disaster Area	Low	Unlikely to return and rebuild	Needs to be persuaded to return and rebuild
	High	May need additional resources to return and rebuild	Likely to return and rebuild

Individuals facing massive uncertainty must bet on the future!

Key Issues for Residents



- For residents of badly damaged areas:
 - Do they own their homes, or are they renters?
 - How long have they lived in the area?
 - How old are they?
 - Do they have children – of what ages?
 - Can they afford to return?
 - Will there be jobs?
 - Will family, friends, and neighbors return?
 - Are community institutions – e.g., schools – likely to reopen and recover?
 - How long will recovery take?

Key Issues for Economic Recovery



- For a **local** business trading with **local** customers
 - Can it recover lost assets – physical and otherwise?
 - Are there severe adverse effects on suppliers, employees, customers?
 - Do a critical mass of customers remain in the community?
 - Can it supply what customers want?
 - Can it rapidly adapt to post-event realities?

Key Issues for Economic Recovery (2)

- For a business engaged in **external** trade
 - Has it suffered massive damage?
 - Was the pre-event economy weak?
 - Does it have non-local or local ownership?
 - Does it have adequate access to appropriate employees?
 - Does it have adequate infrastructure?
 - Does it face increased costs of doing business?
 - Has its competitive advantage eroded?

New Demands on Local and Higher-Level Governments

Government Roles and Capabilities

- Can government policies reduce the uncertainty of individual residents and business decision makers and/or provide incentives – and thereby increase the likelihood that they will return and prosper?
- Can government meet new or enhanced demands for performance that the recovery process produces?

Requirements for Accelerated Recovery

- Central and local capacities – and the ability to coordinate them
- Mechanisms for developing broader goals, mobilizing and aligning support for these goals, and managing conflicts about priorities
- Key substantive resources – not just money but also organizations and leaders
- Mechanisms for building positive perceptions and expectations among potentially returning residents and businesses – and potential new investors.

Recovery Context for Local Government

- Local government is likely to face a sharp increase in workload:
 - Building and health inspections
 - Contractor licensing
 - Permits and construction inspections
 - Requests for exemptions, waivers, and variances
- Local government must manage:
 - Much more complex and intensive intergovernmental relations
 - Much greater amounts of internal political conflict
 - More complex community projects and stakeholder relationships

The Politics of Recovery

- Disasters and recovery are *inherently political* events, but with different dynamics at each level of government
- Recovery reflects a changed political landscape
 - Key citywide stakeholders have changed relationships
 - External stakeholders often are more important than before
 - Intergovernmental relations have heightened importance
 - New issues dominate the political landscape

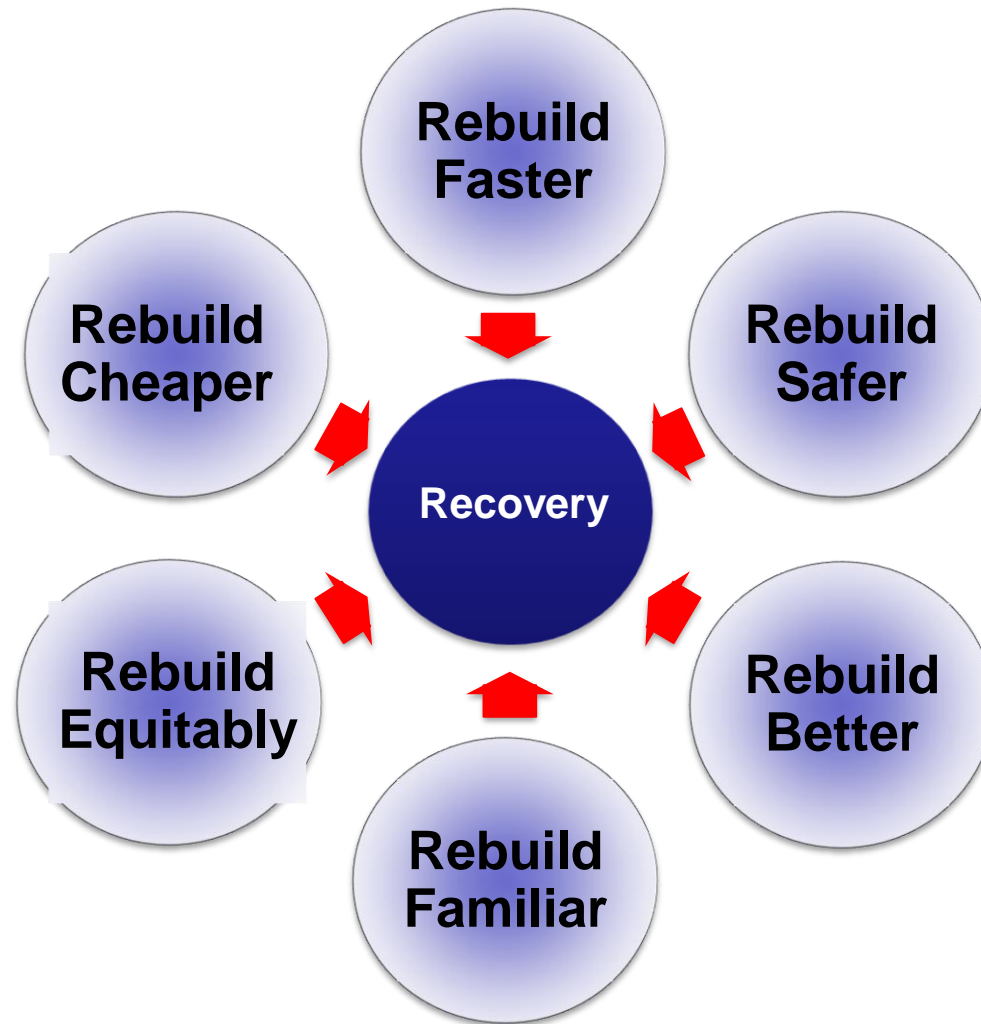


Does Disaster Require Rethinking Intergovernmental Relationships?

- Disasters thus inevitably place strains on the usual division of responsibility and effort among different levels of government.
 - Local governments struggle to fulfill extraordinary demands – but they often resent outside constraints or intervention
 - Higher-level governments have or can raise resources – but they want to ensure performance below. And they want their own heightened responsibility for local problems to return to “normal” as soon as possible.
 - Each side is likely to perceive shortcomings on the other.

Tensions in the Recovery Process

Competing Goals of Recovery



Is Government Enough?

The Role of Community Organizations

- Public intervention and support – whether by a central or prefectural government or by local government – may be an insufficient engine for recovery.
- Community-based, essentially self-organized initiative by residents has been crucial for recovery in many settings.
 - Are such organizations encouraged?
 - Are barriers to their formation and operation blocking effective action?
 - Does business-as-usual government create some of these barriers?

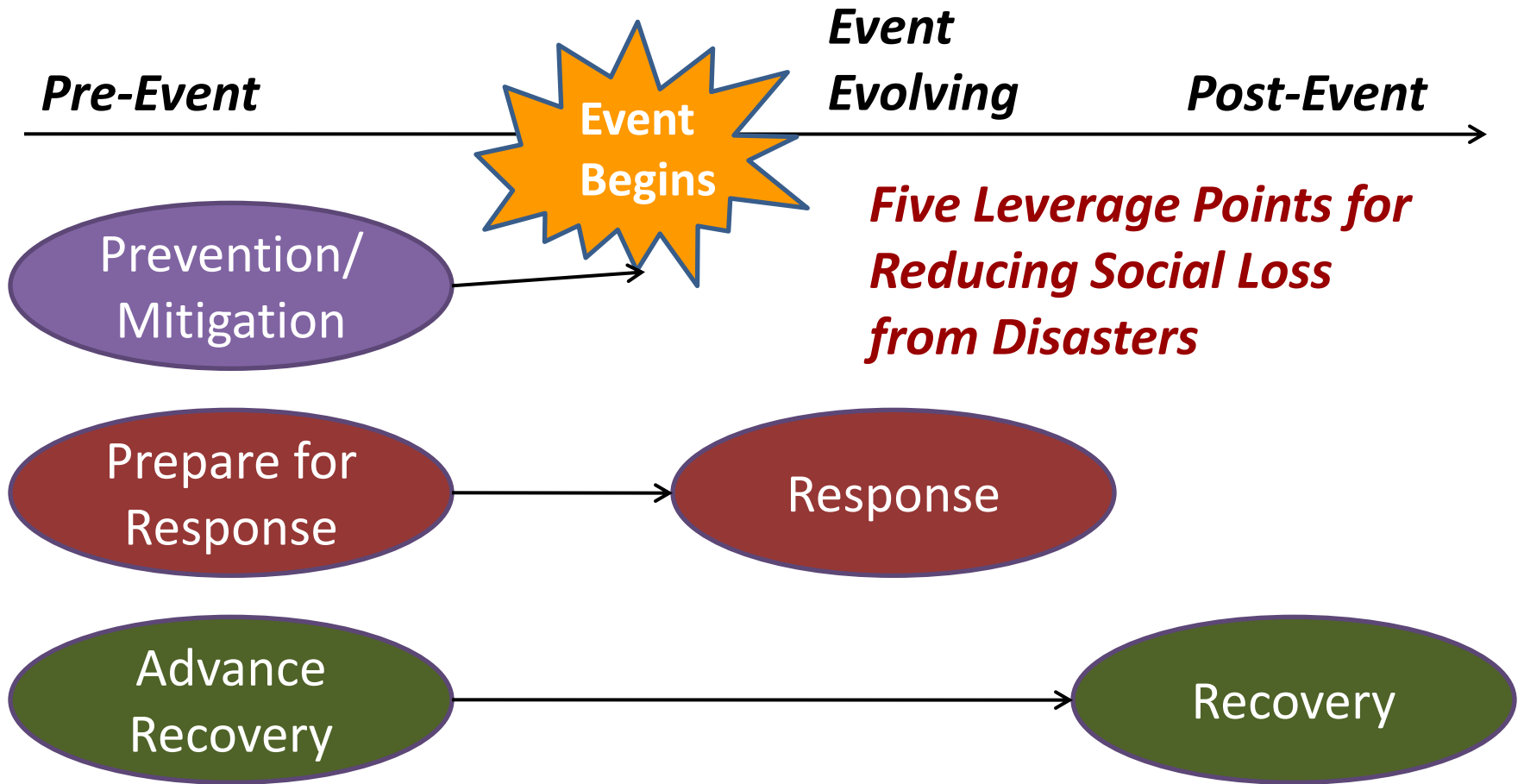
Divisive Issues

- ***Property rights*** – The right to rebuild, but with what regulatory restrictions?
- ***Social class relations*** – Does “rebuild better” create burdens for low income people?
- ***Inter-group tensions*** – Do repatriation and/or relocation policies affect some groups disadvantageously or disproportionately?
- ***Financing of recovery*** – Who pays for recovery?
- ***Jurisdictional authority*** – Which jurisdictions make policy?
- ***Planning vs. market forces*** – Should the market operate freely? Or should planning for coherent, “built better” outcomes trump the market?
- ***Leadership*** – Are the government leaders in office at the time of the disaster well-matched for the demands of recovery?

“Advance Recovery” as Part of a Comprehensive Risk Management Framework –

**Thinking Ahead to the Next
Major Disaster Even While
Recovery from 3.11 Continues**

A Comprehensive Risk Management Framework



The Possibilities of “Advance Recovery”

- ***Advance recovery*** steps are taken ***before a disaster strikes*** to make the process of recovery faster, less expensive, and more effective than it would otherwise be.
 - Should not be confused with prevention or mitigation measures, which are those that work either to avert the disaster event itself or minimize its impacts.
 - Such measures need to have high benefit-cost ratios since in any particular place such preparation may not prove necessary within the useful lifetime of the measure.

Examples of Advance Recovery Measures

- A process for coordinating joint public statements and actions by area leaders in order to show unified leadership
- A pre-designed template for a marketing campaign to promote the city/region's recovery prospects – the “new” city
- Availability of financial resources – “survivable” letter of credit, rainy day fund, mutual assistance funds
- A pre-prepared (and annually updated) post-disaster “road show” to persuade sources of capital and grants that the city will be able to recover

Advance Recovery Measures (2)

- A framework for a post-disaster city budget, revised organizational chart, and a continuity of operations plan extending into the recovery period
- A plan for a post-disaster administrative structure of government institutions
- Stand-by authority to relax regulatory standards under emergency conditions
- Authority for stream-lined emergency powers for purchasing, building permitting, environmental reviews, and construction inspections
- Use of regular review, budgeting, and planning activities to consider post-disaster recovery options and plans

Advance Recovery Measures (3)

- Establishment and maintenance of key external relationships across levels of government, among sectors
- Use of “modest” events to build general awareness of hazards in high-risk areas and readiness
- Development of community leadership in advance
- Help for neighborhood groups in building organizational relationships within and outside of the community
- Infrastructure for central communications, with support for coordination with and among neighborhood groups

Thank you!

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