Keynote Speech

Learning from Disaster Recovery

Ian Davis
Visiting Professor, Cranfield, Coventry and Kyoto Universities
“The farther backward you look, the farther forward you are likely to see”

Winston Churchill
Fifteen requirements for effective disaster recovery
1. The need to learn lessons from the experience of recovery and apply them in new operations
Experience:
The active learning experience of Disaster Recovery

Action Plans:
Planning and preparing for future disaster recovery

Description:
Reflecting on this experience and sharing it with others

Analysis:
Interpretation, collecting data and making sense of the experience, finding relationships

Generalisation:
Applying the experience, developing recovery policies and guiding principles
Press Comments on progress with Tsunami Recovery after two years
WHERE DID THE TIDAL WAVE OF MONEY GO?

In Sri Lanka other problems are evident, including government bureaucracy, political meddling and the tragedy of the interminable civil war.

More than 30,000 Sri Lankans were killed in the tsunami and its aftermath. In one particularly devastating incident, all but a few of 1,500 passengers on the Queen of the Sea train from the capital, Colombo, to the resort town of Galle were killed when the waves smashed into the area. Aid agencies have been warned to leave; in others there is evidence of a hasty retreat.

In the town of Minneriya, an Italian-owned sugar mill stands largely unfinished. No work has been done since the NGO staff left when fighting erupted last summer.

New buildings stand with their doors blown open or their roofs destroyed by artillery. Although the fighting has since moved on, there is not a single foreign aid worker in shadow significant achievements made in the house construction programme.

However, it is not all bad news. Amid the chaos there are heartening examples of how well channelled aid and local initiatives can make swift improvements.

Just behind the coastal resort of Mirissa, on the west coast of Sri Lanka, are two new villages. A small Sri Lankan charity called “Lotus” has been helping to build houses for the victims of the tsunami.
TSUNAMI AID: MILLIONS UNSPENT TWO YEARS ON

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<tr>
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<th>Pledged</th>
<th>Spent</th>
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<tbody>
<tr>
<td>Worldwide total</td>
<td>£3.4bn</td>
<td>£1.7bn</td>
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<td>International Red Cross</td>
<td>£1.1bn</td>
<td>£0.5bn</td>
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<tr>
<td>UK Disasters Emergency Committee</td>
<td>£350m</td>
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INDIA 12,000 killed
Almost 750,000 people on India’s eastern and southern seaboard lost their homes. Only one third of homes destroyed have been repaired, although there has been greater success replacing schools. Disasters Emergency Committee (DEC) spend this year: £26m

SRI LANKA 35,000 killed
Most fishermen now back at sea with catches at 70% of pre-tsunami levels. 90% of affected hotels now refurbished. Government conflict with Tamil Tigers delaying reconstruction in north. DEC spend this year: £36m

MALDIVES 82 killed
Tourism industry was devastated, but visitor figures are recovering and expected to exceed pre-tsunami levels soon. DEC spend this year: £5m
Some £6.5 billion was given or pledged, yet schools have still to be rebuilt and thousands of homes are little more than rubble.
Survivors ‘are given wrong kind of homes’

By Peter Foster
in New Delhi

THE Indian government was severely criticised yesterday for the way in which it had re-housed thousands of tsunami victims in the Indian Ocean island archipelago of Andaman.
The proportion of people, at most, who have been rehoused after being made homeless in the 2004 disaster.
Of $6.7bn pledged, about $3.5bn has not been spent
Tens of thousands still homeless two years on
Tsunami victims still wait for promised billions

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Tens of thousands still homeless two years on

John Vidal
Environment editor

Two years after the tsunami struck, billions of pounds donated by governments and individuals around the world has still not been spent on reconstruction.

Tens of thousands of people have still not received nothing, major infrastructure repairs have not even begun and fewer than 35% of people have been rehoused.

Bureaucracy, poor planning and the cynical withholding of money by some governments and charities are believed to have caused the inordinate delays in the four countries most affected – Thailand, Sri Lanka, Indonesia and the Maldives.

According to UN data seen by the BBC’s Newsnight and the Guardian, about $6.7bn (£3.4bn) was committed by governments and charities to the four countries in the aftermath of the Boxing Day 2004 tsunami, which killed more than 220,000 people and left millions homeless. However, more than $3.5bn has not been spent.

Bricks are made to reconstruct homes destroyed by the tsunami near Chennai, south India

Photograph: Parth Sanyal/Reuters

Poland, Portugal, Switzerland, Iceland, Ireland, Malaysia and New Zealand have the IRC defended its actions yesterday. A spokesman said it was impossible to
$1bn Katrina aid handed to firms of party cronies

JACQUI GODDARD

A BILLION dollars of aid for areas hit by Hurricane Katrina have both created lucrative government contracts and exposed massive fraud. Government watchdogs claim that aid has been a windfall for party cronies and friends of President Bush.

A New Orleans resident claims he was offered $30,000 to rig a contract with the City of New Orleans in 2005.
2. The need to secure the Goals of the Hyogo Framework for Action
International Forum on Tsunami and Earthquake  15 -16 January 2007

Progress of the Implementation of the Hyogo Framework for Action and Recovery from Tsunami and Earthquake
Goal 1. ‘The integration of disaster risk reduction into sustainable policies and planning’
Application of Goal 1 in Disaster Recovery:

• A commitment of all the stakeholders in the recovery process to give the highest priority concern to safety in all their planning and implementation.

• Sustainable policies for recovery are only possible when risks have been addressed and reduced.
3. The need for an integrated and comprehensive risk reduction strategy, made up of structural and non-structural measures
Unsafe New Building in Cayman Island

• Dangerous siting of condominiums on a beach
• Lack of safe design of buildings
• Inadequate land use planning controls
• Poor enforcement of existing regulations
4. The need for business continuity planning (BCP) to ensure that economic recovery is both rapid and effective
Morgan Stanley and 9/11

- Following the 1993 attack on the World Trade Centre, Morgan Stanley, the famous investment bank, introduced business continuity planning. This included:

- staff preparedness training including regular evacuation drills.
Morgan Stanley and 9/11

- All told, the company lost only seven employees, despite receiving an almost direct hit. Their success also related to their business continuity plan with three, recovery sites where employees could congregate and business could take place if work places were ever disrupted.

- “Multiple backup sites seemed like an incredible extravagance on September 10,” concedes the CEO of Morgan Stanley. Robert Scott. “But on September 12, they seemed like genius.”
Morgan Stanley and 9/11

• The company was the largest tenant in the World Trade Center with 2,700 employees working in the south tower on 22 floors between the 43rd and 74th.

• When the first plane hit the north tower at 8.46 am, Morgan Stanley started evacuating within a minute of the explosion. When the second plane crashed into the south tower 15 minutes later, Morgan Stanley’s offices were largely empty.
5. The need to build a ‘safety culture’ that relates to all aspects of a given society
The Development of a Safety Culture starting from the disaster

- Stage 1: Inception
- Stage 2: Rhetoric
- Stage 3: Logic
- Stage 4: Laws
- Stage 5: Safety Culture
Relevance to Governments

What stage have you reached in building a national safety plan?

- Inception, Public Outcry *(with media pressure)*
- Rhetoric *(political promises after a disaster)*
- Logic *(risk assessments/ cost benefit)*
- Laws *(overall legal framework)*
- Safety Culture *(commitment from the Prime Minister downwards with budget support ensured)*
Hyogo Framework for Action

• Goal 2.

‘Development and strengthening of institutions, mechanisms and capacities to build resilience to hazards’
Application of Goal 2 in Disaster Recovery:

- **resilience** as an overarching concept of all aspects
- **organisation and resource** requirements
- **reconstruction strategies** – with a prime concern for safe buildings and infrastructure
- **building capacity**, as part of an assessment of Damage and Needs
- strengthening **women’s capacities**
6. The need to create:
resilient communities
resilient environments
resilient economies
RESILIENCE TO HAZARD PRESSURES
Earthquake
Flood
Cyclone
Volcanic
Drought

RESILIENCE TO ORGANISATIONAL PRESSURES
Neglect by Authorities
Organisational Change
Changing Priorities of Donors
Political Instability
Dependency Relationships

RESILIENT COMMUNITIES
WITHIN
RESILIENT SETTLEMENTS
* Able to resist pressures
   (Safe buildings/ Education/ Insurance, etc)
* Able to bounce back rapidly following disaster
  (Effective disaster plans/ Preparedness/ Business continuity)
* Able to adapt and change
  ("Build back better"/ Improved governance)

FOUNDATION BLOCKS
Resourcefulness
Rapid Actions
Redundancy
Robustness

CREATING RESILIENT COMMUNITIES
7. The need to build capacities at all levels of society
What do ‘Capacities’ consist of?

- Safe ‘Critical Facilities’
- Cash Reserves
- Disaster Preparedness
- Local Institutions
- Ethical Standards
- Contingency Plans
- Trained Staff
- Volunteers
- Responsible Governments
- Local Leadership
- External Support
- Diversified Local Economy
- Coping Abilities
- Memory of Past Events
- Trained Staff
- Coping Abilities
- Local Leadership
- Diversified Local Economy
Hyogo Framework for Action

• Goal 3.

‘The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes’
Application of Goal 3 in Disaster Recovery:

- **logical planning**, 
  - **full integration** and close attention to ensure that one safety measure relates to any other on which its effectiveness depends. 
  - for example a new building byelaw to improve seismic protection will only be effective if it is built into the education of engineers and into the training of building masons.
8. The need for a recovery organisation to be close to the apex of political power, without removing responsibility from key line departments.
9. The need for all bodies assisting in recovery to become accountable, in both ‘downward’ and ‘upward’ directions
strands of ‘upward’ and ‘downward’ accountability are firmly in place there is a greater chance that recovery projects will be successful.
10. The need for rapid housing recovery that minimises discomfort and avoids wasting resources
A two or three stage housing recovery programme?

Stage 1
POST-DISASTER SHELTER

Stage 2
TEMPORARY DWELLINGS

Stage 3
DWELLINGS RECONSTRUCTED

DO NOT SURVIVE HAZARD IMPACT
2 Stage Recovery
Mexico City 1985

3 Stage Recovery Kobe 1995
“Recognizing what we have done in the past is a recognition of ourselves. By conducting a dialogue with our past, we are searching how to go forward”

Kiyoko Takeda
11. The need to resolve key dilemmas faced in recovery management, such as speed vs. many conflicting factors.
SAFETY OF RECONSTRUCTION

QUALITY OF RECONSTRUCTION

CAREFUL PLANNING

PARTICIPATION WITH AFFECTED COMMUNITIES

SPEED OF RECONSTRUCTION
12. The need to understand the different elements of disaster management and how these expand and contract in different phases of a typical time line.
The Disaster Time-Line

Prevention and Mitigation Strand

Preparedness Strand

Relief and Response Strand

Recovery, Rehabilitation and Reconstruction Strand

Time
13. The need to recognise the importance of gender factors in recovery management.
Tsunami survivors in Ache

The recovery of these widows has been helped by:

• community support assisted by an NGO,
• Building their new homes- with legal titles,
• Livelihood recovery programmes
* house as work-place
* responsibilities for care of children and elderly family members
* women as decision makers in recovery process
14. The need to establish a ‘Disaster Recovery Management Information System’ (DRMIS)
DISASTER RECOVERY MANAGEMENT INFORMATION SYSTEM

- Access to WWW
- Access to Media
- Access to International Networks

- Post-Disaster Assessment Damage, Needs Capacities
- Data concerning Recovery/Reconstruction Management
- Public Information About Disaster Recovery

Information to schools, work-places, homes
15. The need to recognise the way different groups regard recovery in a different light
Just as the same subject looks very different when seen in different lights.

...so, disaster recovery can be seen in very different lights—when considered by varied stakeholders.
For example….

- **Survivors** want safe homes and jobs -fast
- **Planners** want to create long-term plans
- **Private Sector** wants to make lots of money from recovery projects
- **Recovery managers** want a fast recovery
- **Disaster officials** want improved safety
- **Reformers** want major improvements
Summary

• **Lessons** must be identified in recovery operations and applied
• The over-arching aim of recovery is to create resilience
• **Safety** is a vital element in any recovery plan to avoid future repeat disasters.
“Experience is a good school. But the fees are high”

Heinrich Heine