Disaster Management and Recovery: Concepts, Models and Process

Prof Tan Ngoh Tiong
SIM University
tannt@unisim.edu.sg
Disaster management and recovery

- Vital social work’s concern: societal as well as human well-being.
- World has experienced an onslaught of floods, bush fires, earthquakes and tsunamis in Japan, Indonesia, Thailand, Philippines and China as well as Australia.
Famines and pandemics are also natural threats, whereas wars, bridges and buildings collapsing, air crashes and nuclear meltdowns are man-made disasters.
- Australia: Queensland experienced disaster and devastation that follows Tropical Cyclone Yasi.
- Victoria, Perth badly affected by natural disasters.
Why are some people or communities more affected by disasters than others?

Assessment of vulnerable people and communities:
- reduce disaster proneness
- enhance recovery.

Goal is to improve policies and measures to disaster management and recovery:
- changing the nature of risk and vulnerability
- building on the strengths of the community
Strengths Perspectives

Strengths

Resilience
Resilience and Strengths

- Resilience is the resourcefulness of people, families, and communities, along with the ability to bounce back from calamities.
- Strengths perspective emphasizes resilience which includes assessment of positive features and capabilities to disaster intervention.
Enhancing Resilience

- Enhancing resilience is a key process for community re-building.
- Study on vulnerability aims to reduce the negative consequences of disasters.
- Emphasis on resilience assesses positive features, capabilities and provides the strengths’ perspective to disaster intervention.
Strengths Approach

- Strengths’ approach provides a comprehensive and multi-dimensional perspective to coping with distress for effective and functional living.
- Enhances the potentials of the client system.

*Strengths’ approach: key to reducing vulnerability especially with minority and disadvantaged groups.*
Capacity

- A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster.
- *Capacity may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership and management.*
- *Capacity is also capability to recover.*
Capacity Building

- Efforts aimed to develop human skills or societal infrastructures within a community or organization needed to reduce the level of risk.

- *Capacity building also includes development of institutional, financial, political and other resources, such as technology at different levels and sectors of the society and community.*

- Community Asset building model.
Community Asset (ABCD) Map

Societal/Institutional Resources

Community Groups Resources

Individual skills and expertise: Children, Youth, Elderly, Special Populations

Cultural, religious, civic groups, NGOs

Businesses: Logistics, Communications and Transport companies

Schools, Libraries, Parks, Recreational facilities

Hospitals, Universities, Military Installations, Government Depts
Resilience – resourcefulness, cumulative "protective factors" and in opposition to "risk factors".

Need for integrated and coordinated services and a framework for collaboration.

Discover unique and indigenous ways of coping, utilizing culturally appropriate resources.
Social, political, and economic forces and practices channel and distribute disaster risk and susceptibility within a society, is the essence of vulnerability (Oliver-Smith, 2004). Vulnerability is the degree of internal risk and susceptibility of societies, as well as the level of resistance and resilience to disasters (McEntire, 2004). (Cited in Zachour)

Attitudinal/Motivational Vulnerability: people who have low confidence in their ability to affect change or who have “lost heart” and feel defeated by events they can not control (ADPC).
Vulnerability and Resiliency Theory and At-Risk Populations

- **Poverty and Social Exclusion** are Primary Causes of Vulnerability, Reduce Resilience

- **Community Theory**: Highly Functioning Local Government, Strong Disaster Agency Base, Coordinated System, Mitigation Projects Reduce Vulnerability

- **Human Ecology**: Segregation / Concentration in Inner City, Older Infrastructures, Lower Social Capital, Support Network Impoverished
Poverty and Disparities in Vulnerability

(Zachour)

- Young Children & Older Adults are More Easily Injured, Traumatized, Disabled
- Fewer Mitigation Projects, Voluntary Organizations, and Volunteers
- Lower Family Wealth, Less Affluent or Less Materially Supportive Families and Neighbors
- Less Access to Automobiles and Public Transportation
- Less Insurance, Older Housing, Fewer Recovery Resources, Inability to Repay Loans,
- Older Infrastructures, Service Disruption
- Residence on Marginal Land (Low-lying, Coastal, or River Delta Areas)
Older Population ( > 75 years old) had lowest access to Evacuation Services

Organizational Evacuation Capacity:
- ability to receive **Referrals** for Evacuation
- **transportation** for Special Populations

Number of **Different Types** of Agencies Linked to the Focal Agency and Client

**Relationship–Centered** Service Delivery Best Predictor of Evacuation Capacity

(As cited by Zachour)
Emergency Preparedness/Volunteer Agencies

Service to Special Populations

Symbols

- US Census Block Groups
- High Service

% HHs with Income <$15,000

- 0 to 11%
- 11 to 20%
- 20 to 30%
- 30 to 47%
- 47 to 100%

Miles

0 2 4
Emergency Preparedness/Volunteer Agencies

1998 African American Population

Symbols

- US Census Block Groups
- Agencies

% of Pop. African-American

- 0 to 20%
- 20 to 40%
- 40 to 60%
- 60 to 80%
- 80 to 100%

Miles

0 2 4

(Cited in Zachour)
Evacuation Capacity and Resilience in Populations

Organizational Base With Adequate Capacity Increases Resilience

Evacuation Capacity is an Aspect of Sustainable Social Development

Low Development Levels are a Primary Cause of Disaster Vulnerability
Collaborative Approach

Dialogue and meaning– generating process.

Work in the reality.

Look for possibilities and potentials.
Model for Disaster Management

Stages
- Assessment
- Rescue
- Recovery
- Preparedness

Levels of Intervention
- Individual
- Community
- Societal

Focus on Community Recovery
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<th>Individual</th>
<th>Community</th>
<th>Society</th>
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<tbody>
<tr>
<td><strong>Assessment</strong></td>
<td>Individual safety and condition</td>
<td>Situation in Community</td>
<td>Impact on Society</td>
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<tr>
<td><strong>Rescue</strong></td>
<td>Removal from danger, safety of individuals</td>
<td>Mobilization for community rescue</td>
<td>Inter-organizational and structural provisions &amp; coordination</td>
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<td><strong>Recovery</strong></td>
<td>Interpersonal support</td>
<td>Family and network support</td>
<td>Organizational and institutional support</td>
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<td><strong>Preparedness</strong></td>
<td>Readiness and understanding of individuals</td>
<td>Community structure and network in place</td>
<td>Societal resources and protocols for emergencies</td>
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<td>Stages</td>
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<td><strong>Community</strong></td>
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Recent disaster that struck Japan in March 2011, volunteer centers have been placed in all cities, towns, prefectures of disaster affected areas by the Council of Social Welfare.

Importance of local community in disaster management and recovery.
Community Orientation

Community Assets

Physical assets – land, building, communication, transportation structures, businesses and buildings

People assets
- local residents’ skills, experiences, capabilities
- willingness to contribute

Community assets: organizations – voluntary assn, social cultural, faith-based organizations

Societal institutions – public institutions, schools, courts, hospitals
Many international organizations like Doctors Without Borders, have arisen to deal with cross border rescue and relief in disasters.

At the United Nations, international response is coordinated by the UN Office for Coordination of Humanitarian Affairs—deploys UN Disaster Assessment and Coordination (UNDAC) team.
Framework for Disaster Intervention

- Factors in the social recovery process.
- Strategies government and society taken together, is the model for governmental and NGOS network response in disaster management and social recovery.
- Rebuilding and recovery phase requires more coordination and action networks (Tan, 2009).
NGOs and Government

- NGOs in coordination with government for the recovery process
- NGOs role vis-à-vis government and international bodies.
- Issues of coordination, training and volunteer management and support

Communication among voluntary disaster agencies very limited and coordination of services was negligible.
Anglican Church arm.

- Integrated into NSW disaster recovery planning alongside red cross (see website [http://www.anglicare.org.au/our-services/disaster-recovery](http://www.anglicare.org.au/our-services/disaster-recovery)).
Focus of both these NGOs in national disasters is personal support ie crisis response, outreach, community development, as opposed to concrete material aid or money.

NGO partners in the disaster recovery plan have responsibility for food, accommodation, clothing and personal support, and representatives of the insurance industry.
High levels of emotional distress and disruption to their lives identified as “vulnerable” within the recovery plan:
- given priority for the provision of support
- restore wellbeing and build capacity, preparedness and confidence for future events.

Locations which were highly impacted were also identified as a priority.
National Response Framework: state and local public health planning groups create new disaster planning policy and practice guides (Field Operations Guides).

Community workers from both the public and private sectors can help planning agencies meet their goal of public/private collaboration.

Community social workers can be especially effective in working with planning groups tasked with creating field operations guidelines for behavioural health, emergency assistance and housing that require the intentional involvement of local human service agencies and neighbourhood organisations.
Medical and public health social workers can help to create field operations guidelines for medical and public health responses.

Private/NGO agents, social workers can play a critical role in the development and implementation of humanitarian responses to disasters that leverage current resources and capacities located at the local level within current and potential networks of agencies and organisations.
Social workers help to design the critical link between the governmental structures responsible for disaster management and multiple systems at community or neighbourhood level (Pyles, 2007).

Community members bring assets to both the planning and recovery phases of disaster management.

Eg study on the effects of Hurricane Katrina: … temporary psychological distress.

Emergency planning and response is beneficial for both individual and community

Identify vulnerability
Current LSSDR Programs

- The following are the programs currently offering disaster assistance through LSSDR:

**Hurricane Relief:**
Farm Aid is working with LSS to distribute aid to farmers in hurricane-affected areas. Aid for working family farms is available. 
[Click here for more information.](http://www.lsss.org/page.aspx?pid=318)

**Drought Relief:**
Farm Aid is working with LSS to distribute aid to farmers in drought-affected areas. Aid for working family farms and ranches is available. 
[Click here for more information.](http://www.lsss.org/page.aspx?pid=318)

**Hurricane Ike Recovery:**
RISE is a disaster case management program operated by LSSDR designed to provide help, support and advocacy for survivors of Hurricane Ike as they recover from the disaster. RISE disaster case management is available in 16 counties of southeast Texas through a network of local agencies.
PREPARING FOR FLOODS

With forecasts for flooding throughout the spring... time to prepare.

Easy steps you can take at home and at church to be ready:
http://www.ldr.org/prepare/
Agencies (NGO) created specifically to coordinate services during a disaster.


- mission to support and coordinate disaster services.
- national group, but also many states have their own group.
- Minnesota has MNVOAD: two different approaches or models used during a disaster.
National Voluntary Organizations Active in Disaster (National VOAD) is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response and recovery—to help disaster survivors and their communities.

Members of National VOAD form a coalition of nonprofit organizations that respond to disasters as part of their overall mission.
History VOAD/VOAD

- National VOAD founded in 1970
  - response to the challenges many disaster organizations –
  - Hit Gulf Coast in 969.
- Prior – the organizations served disaster victims independently of one another.
- Unnecessary duplication of effort occurred,
  - People who wanted to volunteer to help their neighbours affected by disaster were often frustrated
  - lack of opportunities to serve other needs.
- Today VOAD is a leader and voice for nonprofit organizations and volunteers that work in all phases of
- National VOAD is the primary point of contact for voluntary organization in National Response Coordination Center at FEMA headquarters.
VOAD Values

- Our commitment to caring and compassion for all people is the foundation for all we do.
- A coordinated, inclusive approach provides the basis for a nurturing environment in which disaster response agencies will flourish.
- The quest for excellence in National VOAD programs by encouraging best practices and mutual accountability results in operational synergy.
- Our work will be accomplished in a respectful, non-judgmental, and non-discriminatory manner.
- Trust, mutual respect, and equal partnerships of community service providers are essential elements of our work.
- Providing hope – making a difference – offering opportunities for true collaboration – are the lifeblood and soul of the organization.
Various agencies involved and lead agency in coordination – federal organizations, regional and local structures for emergency response Government of Japan (prevention, recovery)

Cabinet Office Ministry of Land, Infrastructure, Transport and Tourism Fire Defense Agency Ministry of Agriculture, Forestry and Fisheries Ministry of Education, Culture, Sports, Science and Technology each regional government

International Cooperation Agency (international cooperation in disaster prevention and recovery)
Many organizations including LGUs and NGOs are collaborating in the scheme of the National Council of Social Welfare (see: http://www.shakyo.or.jp/index.htm).

SVA is one of the most active NGO, http://sva.or.jp/global/ and CLC (Community Life Support Center) is NGO in the field of community care.

Disaster response activities for the persons who needs car (see: http://www.clc-japan.com/).
CBOs in Japan includes:

- Chuetsu Fukkou Network
- Toshi–seikatsu Community Center
- Tochigi Volunteer Network
- Nippon Volunteer Network Active in Disaster and others
- Other research agencies

National Research Institute for Earth Science and Disaster Prevention Meteorological Research Institute, Meteorological Agency Earthquake Research Institute,

Capability building process of a community with the Hanshin Earthquake:

- Mano district case shows that enhancing the capability of a local community is essential for disaster management and recovery at the time of a disaster.
Japan Nigataa–Chuetsu (Yamakoshi)Earthquake
Community evacuation by helicopter
– systematic by villages.
Temporary housing in Nagaoka
Evacuation management – city government.

Process of recovery – partnership with different organizations develop in the process.

Support for collaborating agencies.

Self help approach – local participation in planning
Housing: elderly and vulnerability move to group homes and continue.

Remove barriers for elderly, elderly and those with wheelchairs – elderly service available.
CLC (Community Life Support Center) is NGO in the field of community care. Started disaster response activities for the persons who needs care. 
http://www.clc-japan.com/

SW: 3 life support social workers in each local government participate in rehabilitation
Policy to return to own community – support residents, home visits, social activities.

Rehabilitation of life, autonomous management (organize activities by themselves)

Vulnerable people – come together, build community ties, eg. elderly move to ‘final house’.

Social workers visit people – case conference on support network of people.
Rebuilding and returning to Yamakoshi in 3 years

Self-help and Community planning:

Dreams:
• To return to Yamakoshii
• Keep culture of Yamakoshi
• Rebuild lives and community
Accumulation of activities builds self-organizing ability, that is, the ability to spontaneously reorganise the existing pattern of resource acquisition, utilization and management into a new, alternative one so as to maintain a sustainable basis for daily activities, by way of selectively accommodating specific factors in changes.

Ability is sustained also in times of disaster, local citizens are in a better position to cope themselves with developments.

This could be regarded as the disaster preparedness process already present in normal times.
Evaluation of effectiveness of the response structure and operations

- Need to train local groups for ground rescue and emergency response.
- Coordination in the government rescue departments is often a big problem – need to enhance inter-agency coordination.
- Better collaboration between NGOs and the government.
- Government has focused on effectiveness and efficiency of the disaster management, review of the government’s operation and policy, including planning, and implementation processes, are in order.
NGO and Government’s roles

- In China’s post-Wenchuan Earthquake recovery, NGOs play various key roles in post-disaster recovery (DCASP & SWUFE, 2009).
- They contribute to supporting the vulnerable groups such as children, helping prepare organizations for response to the victims, providing therapeutic interventions, improving the community and addressing unmet needs of the victims of earthquake.
NGO and Government’s roles

Theme emphasized:
* coordination and cooperation among government, NGOs, and local people.
* community work.
* importance of coordination among different professionals.

* government contracting for purchase of social services.
Structures

- Structural intervention including the enactment of appropriate laws.
- Laws and institutional structures are necessary to provide mandates and resources:
  - "broadening the scope of existing disaster relief programs; encouraging the development of comprehensive disaster preparedness and assistance plans, programmes, capabilities, and organisations;"
  - active policy for individuals, corporations and governments to protect themselves by securing insurance coverage to supplement or replace governmental compensation and assistance.
Policy Implications

- Provide training support to community volunteers and front line responders.
  - within first 48 hours, many communities are on their own.
  - improvement of the community’s first response and training and equipping volunteers.
  - empowering immediate response at ground zero
Vulnerability to hazards and occurrence of disasters

- risks and concerns as contamination of nuclear plant wastes and chemical safety.
- social stratification by class, in emergency situations the minority tends to be managed more, as exemplified in the aftermath of Katrina.
- policy makers must be mindful of unjust and inequitable expenditures and response.
Policy should be directed to building resilience of communities to positively adapt to adversities and function within the context of adversity. Risks and use protective factors that contribute to resilience, ameliorate these risks. Fosters the strengths and capacity building.
Values and Principles

Systematic, long term social development approach to disaster reconstruction:

- effectively organize and plan to for an impact that endures.

- be involved from the onset of rescue and support, through the disaster planning to longer term housing and social construction.

- continuity in the services and programmes that caters to longer term needs such as the social emotional support to the survivors and the social development of family and community after the trauma.
Values and key elements associated with disaster management:

- awareness, access, autonomy, affordability, adaptability, efficiency, equity and sustainability.
- effective and just approach that provides for viable long term solutions.
- redistributive policy, using public resources, to meet needs of specific communities affected by disasters.
Partnership for disaster rebuilding and social recovery must be based on an effective system that delivers positive outcomes.

Partnership effectively creates a platform for meaningful work.

Public private partnership between the government and private bodies may have uneven power and resource sharing.

development of a more equal relationship is desirable
Partnership between NGOs and the community may be one of “cooperating, enhancing, guiding or collaborating,” depending on the state of the community and the resources it can command (Shinya).
Various levels of collaboration such as networking, cooperation, coordination or coalition serve different purposes and the appropriate structure facilitates optimal strategies for policy goal accomplishments.

Collaboration in building community resilience and social capital.
Collaboration provides the strategy for social change and involves the collective interests of various parties.

Coordination is based on different strengths of the parties so resources could be distributed and consumed effectively.

Effective collaborations are characterized by building and sustaining relationships with clear roles and expectations.
A framework for “Community Linkages” provides focus and clarity in the relationships: “recognizing and strengthening the interrelatedness” that contributes to the outcome of the collaboration.
Levels of governments eg. national, sub regional, and at community level – “bridge the gap between the particular and the whole”, between the local communities and the larger society.
International intervention and collaboration

- opening the boundaries and accepting international rescue and resources for long term recovery.
- assessment of vulnerability global risk, as international level collaboration
- linking research with policy and practice
- effective intervention is based on accurate assessment
Conclusions

Emergence of new groups in resident empowerment after disaster focusing on victim or neighbours as well as the community’s needs:

- increase in social cohesion, volunteerism and material resources;
- Greater coordination of resources and responsiveness of disaster rescue, preparedness and relief programmes.
Policy concerns the long term preparedness as well as the development of sustainable structure for disaster intervention and recovery.

Structural cooperation between the parties includes the government, non-profit groups and local communities.

For accountability the guidelines for allocation of resources must be clear and precise.

With sound planning the community is more able to creatively navigate the crisis.

Disaster recovery and social development provide a platform for social work intervention towards achieving social justice and human rights, especially for the vulnerable and oppressed communities.
References

- Zachour, M. (undated) Disaster Vulnerability and Resilience Theory, Tulane University.
THANK YOU for your work of SOCIAL RECOVERY
tannt@unisim.edu.sg