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RECOVERY CAPITALS (RECAP): APPLYING A COMMUNITY CAPITALS FRAMEWORK TO DISASTER RECOVERY

ANNUAL REPORT 2018-2019

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ACKNOWLEDGEMENTS

Some of the documentation in this report includes background information from the original project agreement which was generated by staff from the BNHCRC and previous project leads from the University of New England and Massey University. This material has been retained because it reflects the project origins and framing.



EXECUTIVE SUMMARY

The Recovery Capitals (ReCap) project applies a Community Capitals lens to disaster recovery to increase understanding about the interacting influences of social, built, financial, political, human, cultural and natural capital on mental health and wellbeing outcomes. It will address the missing link between existing community resilience indicators and disaster resilience frameworks by providing evidence and resources to guide decision making customised to the community context.

ReCap has shown marked progress in the first year of operation under the current academic team by engaging a large team of end-user and stakeholder organisations who are actively involved in progressive decision making. Detailed evidence mapping against the community capitals framework has been undertaken using previous research conducted by the academic teams and collaborators.

The ReCap activity has enabled new collaborations, including the invitation to Professor Aldrich from Northeastern University and BNHCRC colleagues, Professor Mehmet Ulubasoglu and Farah Beani from Deakin University to join ReCap to address gaps in the evidence for cultural, political and financial capital. It has also enabled new collaborations and initiatives in Aotearoa New Zealand with Massey University, in partnership with the Wellington Emergency Management Office, Fire and Emergency New Zealand and the New Zealand Red Cross.



END-USER PROJECT IMPACT STATEMENT

Kate Brady, *Australian Red Cross*

The project is progressing well, and the new research project team is now well established. All project milestones are being completed and there is great enthusiasm for the project amongst the end users. The research team has done particularly well at ensuring a broad range of end users are included to ensure that the later stages of the project will meet the practice needs. There has also been good engagement with other researchers and research projects, which will enhance the outcomes for the project.



INTRODUCTION

Since the advent of the Hyogo Framework for Action (HFA) in 2005, nations have been prioritising investments in more targeted preparedness, relief and mitigation policies in an attempt to reduce the financial and human costs of disasters. Regardless of the effectiveness of the response during the event, the recovery process is complex, multidimensional and continues over an extended period of time. However, rarely is there a concerted long-term dimension for plans particularly from the perspective of enabling disaster impacted communities to direct the recovery goals and processes.

Reconstruction policies frequently focus on the restoration of the built environment with little attention to the restoration of social assets and community networks. However, disaster recovery is more than simply rebuilding infrastructure and assets or providing welfare and rehabilitation. Recovery is about providing opportunities to further social, cultural and economic systems as well as natural and built environments. To do this though, it must be recognised that people and communities have complex and interrelated needs which have to be understood, respected and addressed. It is important that people, communities, organisations and government agencies play complementary roles in this process and understand the interrelations between the social, cultural, human, political and the natural, financial and built environment. The manner in which recovery activities are planned and undertaken is critical and can require appropriate enablers to be present to optimise the effectiveness of any recovery intervention. Conversely some activities fail to reach their potential due to the presence of various barriers. There is a need to be able to assess and understand the enablers and barriers present within a recovering community so as to ensure that the appropriate actions are taken at the right time.

Further, there is a significant deficit in knowledge and understanding of the demographic issues influencing temporary displacements, relocation and migration, and resettlement after disasters. Post disaster movement occurs after every major disaster. Many disaster-prone places are bound to reproduce their long-established settlement patterns, but the demographic characteristics of residents often change. Studies in Indonesia after the 2004 Tsunami and post Hurricane Katrina in the USA, show significant differences in the make-up of the community and fundamental changes of demography, families, marriages, birth, social psychology and social conventions creating a transformation of these communities. Understanding more about how these changes occur and how they matter will provide valuable insight into guiding long term recovery processes that are culturally response and inclusive, and improve the resilience of communities.



BACKGROUND

The original phase of this project began in July 2017 under the leadership of Dr Phil Morley from University New England and Associate Professor Sarb Johal, Massey University. However, both leads subsequently shifted to other positions and relinquished responsibility for the project. The project was re-started in September 2018 with Professor Lisa Gibbs, University of Melbourne and Professor David Johnston and Dr Denise Blake, Massey University as academic leads, and Kate Brady continuing to represent Australian Red Cross as lead end-user of the project. The full team of academic and end-users then renamed the project - Recovery Capitals (ReCap).

RESEARCH APPROACH

ReCap will address two complementary areas of research relating to the long term recovery of communities after a disaster.

Firstly, the University of Melbourne is leading an examination of the enablers and barriers to successful recovery using the Community Capitals Framework (Emery and Flora 2006). This will look at multiple forms of capital (natural, built, political, cultural, human, social, financial), their interconnectedness and interactions in disaster recovery..

Examination of these recovery capitals through existing evidence and datasets and working with end users will identify both potential areas for improvements as well as recognise what has worked well in recovering communities. This process will provide feedback and a guide for the planning of recovery activities in different community contexts.

Secondly, Massey University will lead an investigation into how a person's history of residential mobility influences the likelihood of dissolving social ties. This question will be addressed by considering 1) Why do people move 2) How does their history of mobility play out in a disaster situation? 3) How does it affect the social capital of the community that is left behind? 4) How does it impact on the social capital of the community that is moved into? 5) What can we learn from this in order to increase the social capital in these communities, since we know that connectedness plays a big part in social recovery after disaster? This work builds on recent experience from the 2010-2011 (Canterbury) (Potter, Becker et al. 2015) and 2016 (Kaikōura) (Stevenson, Becker et al. 2017) earthquakes in Aotearoa New Zealand and ongoing research around the recovery pathways of impacted communities.

ALIGNMENT WITH BNHCRC RECOVERY WORKSHOP PRIORITIES

To varying degrees, this project will address a number of questions recognized under the BNHCRC Recovery Workshop Priorities. Namely;

- What are the long term impacts of disasters for people and communities?
- What are the different stages / phases of recovery over the long term?
- What are the enablers, barriers, strengths and limitations of community led recovery?
- How should we consider what a community is for the purposes of recovery?
- What are the conditions that enhance or detract from resilience?
- How can we better understand resilience and vulnerability in the context of disaster recovery?

PROPOSED RESEARCH STRATEGY

This project will utilise end user oriented action-research to improve the way that planning and decision making for disaster recovery is addressed. It will address the gaps in the process of using existing disaster resilience frameworks and community resilience indicators by providing evidence and resources to guide decision making customised to the specificity of community context.

The ReCap project draws on relevant data and findings from the Beyond Bushfires study and related research conducted by the University of Melbourne; on Resilient Wellington and related research conducted by Massey University; and other relevant disaster recovery research conducted by the study investigators and academic collaborators, subject to co-authorship and data sharing protocols. The new collaborations with Professor Aldrich, Northeastern University and Professor Mehmet Ulubasoglu and Farah Beani from Deakin



University have increased our capacity to address the different forms of community capital in our research and translation processes.

Over the last six months, in Aotearoa New Zealand, Massey University in partnership with Wellington Regional Emergency Management Office have run a series workshops focusing on five recovery environments (built, cultural, economic, natural and social). The aim of these workshops is to engage with stakeholders to provide feedback to inform the recovery framework currently in development. In order to get balanced and diverse perspectives, workshop attendees included representatives from central and local government, Iwi (Māori extended kinship group), community groups, businesses, not-for-profits, and academic researchers. The workshop outputs are being used to directly inform the development of a regional recovery framework, and to improve civil defence and emergency management (CDEM) engagement before and after an emergency event. Drafting of the reports and research papers will be outlined in the next quarterly report.

A workshop will be held in Melbourne in August 2019 for ReCap academic, end-user and stakeholder contributors to review the evidence mapping and develop a strategy for transforming the content into a format that will support recovery decision making. A follow up workshop is planned for September with New Zealand Red Cross and Fire and Emergency New Zealand.

Work is underway to compile a bibliography of research outputs from the 2010-2011 Canterbury earthquake. These outputs will be mapped against the Community Capitals Framework. Work has also been carried out on the understanding of how Māori kaupapa (principles) inform a Community Capitals Framework. Such work values Aotearoa New Zealand's commitment to the Treaty of Waitangi.

The research project exploring the impact of the 2010-2011 Canterbury earthquake on the sex worker community is currently been written up as both a report for the New Zealand Prostitutes Collective and as an academic output to inform future recovery engagement. The significance of the mosque terrorist attack in Ōtautahi (Christchurch) on the lives of sex workers is also in the design phase, as is an additional project exploring homelessness and disasters. Both projects will inform and support commitment to an in-depth, socially inclusive understanding of residential mobility and recovery capitals.

Research methods include longitudinal, cross-sectional and social network analysis of existing survey data, inductive thematic analysis of existing qualitative data, mapping of research findings against the academic and grey literature, consultation with end users and workshops to orientate and reinforce the development of models and resources. Representative case studies from Australia and Aotearoa New Zealand will be chosen in consultation with ReCap end users to inform the findings and test the project output.

POTENTIAL OUTCOMES

ReCap will promote wellbeing after disasters by producing a resource to help guide development of recovery strategies that are culturally response and socially inclusive and customised to community contexts. The last year of the project will concentrate on utilisation actions that will be developed with end-users as the project progresses.



KEY MILESTONES

The key milestones for this project since commencement of the new academic leads, are outlined in Table 1.

TABLE 1: RECAP KEY MILESTONES

Milestone	Date	Status
Annual workshop	30 Sep 2018	Completed
Initial evidence mapping using Beyond Bushfires data	31 Dec 2018	Completed
Detailed evidence mapping including NZ & Aldrich research	31 Mar 2019	Completed
Targeted analyses to address evidence gaps (UOM – financial capital/Massey – cultural capital)	30 Jun 2019	Completed
Targeted analyses to address evidence gaps (UOM – political capital/Massey – residential mobility)	30 Sep 2019	Pending
Annual workshop – present synthesis of evidence and draft framework	31 Oct 2019	Pending
End-user consultations on draft ReCap framework– Australia and NZ	31 Mar 2020	Pending
Community consultations on draft ReCap framework – Australia and NZ	30 Jun 2020	Pending
Test application of ReCap Framework in disaster-affected communities in Australia & NZ	30 Sep 2020	Pending
Further analyses to address any gaps in ReCap Framework	31 Dec 2020	Pending
Finalisation of ReCap Framework to suit different hazards, contexts and population groups	31 Mar 2021	Pending
Implementation of knowledge translation plan to disseminate findings and resources for different end users and stakeholders	30 Jun 2021	Pending
Submission of academic papers	30 Jun 2021	Pending



UTILISATION AND IMPACT

The focus of the first year of ReCap has been on the development of the research components of the project. Utilisation and impact will be reported on in future annual reports.



NEXT STEPS

The ReCap project is still in progress. The next stage is to finalise the evidence mapping against the Community Capitals Framework to ensure it:

- provides adequate coverage across the different forms of capital
- presents clear messages while also conveying the complexity of the research findings
- identifies the intersections between the different forms of capitals in a disaster recovery environment
- identifies, where possible, the differential applications of the findings for diverse individuals and population groups in different life circumstances.

We will then progress to translation of that information into an accessible format to guide decision making about recovery support strategies that can be customized to different community contexts. The tool/s we develop will then be trialled in disaster affected communities to test its usefulness.

Research from the Aotearoa New Zealand's recovery planning workshops in Wellington, the Canterbury earthquake "lesson learnt" projects and the residential mobility research will feed into the wider research programme to inform decision making and stakeholder engagement.



PUBLICATIONS LIST

The ReCap project is still in the development phase and has not generated any publications to date.



TEAM MEMBERS

The core ReCap team, academic collaborators, end-users and stakeholder organisations are listed below:

CORE RECAP TEAM

University of Melbourne: Prof Lisa Gibbs, Phoebe Quinn

Massey University: Prof David Johnston, Dr Denise Blake, Emily Campbell

Lead end user representatives: Kate Brady (on maternity leave from 27/06/2019) and John Richardson, Australian Red Cross

ACADEMIC COLLABORATORS

University of Melbourne

Professor Louise Harms, University of Melbourne

Dr Karen Block, University of Melbourne

Robyn Molyneaux

Greg Ireton

Professor Colin MacDougall

Professor Meaghan O'Donnell

Alana Pirrone

Swinburne University

Dr Colin Gallagher

Northeastern University

Professor Daniel Aldrich

Deakin University

Professor Mehmet Ulubasoglu

Farah Beaini

University of New England

Dr Melissa Parsons

Massey University

Dr Julia Becker

Lucy Kaiser

Josef Shadwell

University of Auckland

Dr Shiloh Groot



END-USER AND STAKEHOLDER ORGANISATIONS:

Australian Red Cross; Wellington Region Emergency Management Office; New Zealand Red Cross; Fire and Emergency New Zealand; Resilient Wellington; Department of Justice (Victoria & NSW); Social Recovery Reference Group, Victorian Department of Health & Human Services; South Australian Department of Human Services; Phoenix Australia; State Emergency Service Victoria; Department of Home Affairs; Queensland Department of Communities, Disability Services and Seniors; Country Fire Authority; Emergency Management Victoria; Leadbeater Group; Western Australian Department of Fire and Emergency Services; Resilient Melbourne; Regional Arts Victoria; Creative Recovery; Primary Industries & Regions South Australia; Inspector General for Emergency Management.



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