



Social Recovery
Reference Group
AUSTRALIA

Considerations for governments supporting community-led recovery

An exploration of how SRRG and other government agencies can foster and support community-led approaches to recovery with a view to long-term community health, wellbeing and connectedness

Output 2: Report to the SRRG members



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The broader project

The 2018–2020 Social Recovery Reference Group (SRRG) project exploring how government can best enable and support community-led recovery has a number of phases identified, this being Output 2 of four proposed stages:

- i. Output 1: [Literature review](https://knowledge.aidr.org.au/media/6916/srrg-community_led_literature_review.pdf) <https://knowledge.aidr.org.au/media/6916/srrg-community_led_literature_review.pdf>
- ii. Output 2: Report for the Social Recovery Reference Group – ‘Considerations for government supporting community-led recovery’ and ‘Case studies exploring community-led recovery and coordination’.

The SRRG convened a community-led project reference group (see Appendix G) to guide the project and literature review and develop a framework to contribute to the use of community-led approaches while enabling coordinated approaches to service delivery. More detail on the methodology for this project is described below.

Acknowledgements

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The following members of the SRRG member organisations formed a reference group for this project: Catherine Gearing and Greg Cameron, Office of Emergency Management, NSW; Lucinda (Cindy) Reck, Department of Communities, Disability Services & Seniors, Qld; Neville Blackburn, Department of Communities, Western Australia; Georgie Cornish and Ronnie Faggotter, Department of Human Services, SA; Ms Jenna Rogers, Ministry of Civil Defence & Emergency Management, NZ, Ms Carole Owen, Department of Health, Tas., Andrew Coghlan, Red Cross, a team of contributors from the Recovery and Resilience Branch at Home Affairs. When ‘we’ is used it refers generally to the deliberations of the Project Reference Group, and sometimes to a ‘whole of community’ approach to emergency management.

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Disclaimer

The opinions, findings and views expressed in this compilation have been compiled from a variety of sources including material available on the public record, reputable specialist sources and original material. Care has been taken to verify accuracy and reliability, seek permission for third party content and provide accurate citations. The findings and recommendations are the interpretation of the author and should not be attributed to the attitudes or opinions of contributors to the case studies or members of the Social Recovery Reference Group. No warranty is provided by the author, publisher or authoriser, nor, to the extent lawful, liability accepted for loss resulting from reliance on the contents of this report or from its use. Readers should apply their own skill and judgment when using the information contained herein.

Key findings

Approach

Government currently supports community initiatives and decision making in recovery in a variety of ways. Opportunities have been identified in which government support for community-led recovery can be enhanced, including but not limited to:

Co-production. Optimising opportunities to innovate and enhance community wellbeing through co-production with communities (**creating value**) while maintaining confidence and appropriately exercising regulatory and legislative responsibilities (**protecting value**).

Viewing risk differently. To both create and protect value, trade-offs will have to be made to achieve better outcomes for a community. This may require an increase in risk while government still maintains prudent fiscal management. The increase in risk comes at a time when the disillusionment phase (after the heroic and honeymoon phases) of recovery for individuals and communities may be occurring. This increases the perceived risk for government and the want for control; however, the *greater* risk is not to invest in enabling approaches that involve communities in determining and acting towards the outcomes for their future.

A number of mechanisms can be considered, in combination, and also conditions that can be fostered to support community-led recovery.

Mechanisms

There is no standard procedure or ‘recipe’ with which to approach the support of community-led recovery.

The forms that community-led approaches might take depend on the context (as per the National Principles for Disaster Recovery), and findings from the case studies (all offering a place-based perspective) demonstrate a wide range of possible mechanisms that can be used in combination to support a community-led approach to the unique array of decisions and actions in a community’s recovery.

These include the process ‘ingredients’ (mechanisms) (identified by McLennan and Handmer 2012) such as:

- collective inquiry and decision making
- organisations and associations
- soft interventions
- contracts and agreements
- social norms
- vision statements.

Employing a combination of these mechanisms to shape the support of community-led recovery, with consideration for the conditions for co-production and a foundation of relational trust, provides an active and dynamic approach to **sharing responsibility** for the risk to community health, wellbeing and connectedness.

Conditions for supporting community-led recovery

Governments should consider the following aspects as they build their capability (before, during and after a disaster) to support community-led approaches in recovery:

- continuing to provide the scaffolding in a way that facilitates and adapts to the local community context in conversation with the community (listening, involving local leaders or network drivers)
- co-designing participatory governance
- fostering citizen-centred collaborative public management to enable adaptation to the disruption
- understanding community strengths and supporting capability building.

Summary and recommendations

Summary

The literature review (Dibley et al. 2019) provided a platform for this report, finding that community holds expertise to inform and work towards their recovery. Government can assist:

- with individuals and grassroots community groups by giving communities the time to re-gather before making decisions on behalf of them, holding the tension of not doing (holding space), supporting and enabling, where-ever possible, community initiatives
- with groups that are part of coordinating structures or have a specific service to deliver or task to perform by partnering, collaborating, recognising and building capacity and capabilities
- at the level of more formal institutions by coordinating with all agencies and communities to serve community priorities, adapt policy and intervene appropriately.

This report builds on the literature review and describes what has emerged in this investigation terms of:

- policy imperatives (section 1)
- strategies for how sharing the responsibility to enact community-led recovery might be shaped (section 2).

In exploring how community-led recovery is supported, it draws together the findings from the development and analysis of nine case studies from Australia and New Zealand that cover aspects specific to the human and social recovery functional areas and also whole-of-community recovery – for example, governance, decision making and engagement. The case studies (detailed in the companion document) demonstrate a wide variety of practical combinations of the mechanisms for sharing responsibility to reduce the risk to or enabling/supporting/enhancing community health and wellbeing, resilience and sustainability after a disaster.

In combination with the findings from the case studies, further information from studies on collaboration, complexity and community engagement are drawn on to present:

- a model of community intended to broaden all partners understandings of the system in which community-led approaches might be supported (section 3)
- the broader systemic enablers (approaches and aspects) for this model to be implemented (section 4).

The report picks up the framing from the literature review regarding government and the social system (see Appendix B for more information on this). The challenge to both government and community systems of using community-led approaches are further discussed in Appendix C.

There is scope to contribute further to this field of investigation, with more in-depth exploration of the experience of communities and their partners in shaping the sharing of responsibility for co-production of their recovery.

Recommendations

Broad recommendations are provided around systemic enablers in the key findings section above.

More specific recommendations related to these include the 14 recommendations below. The recommendations have emerged from findings from the case studies, the investigation into the literature on collaboration, complexity and community engagement and other key informant interviews.

Recommendations for governments wanting to support community-led approaches to recovery

Planning, preparedness and routine community functioning

1. **Arrangements:** Structure the involvement of emergency management planning committees, or other appropriate forums, to include planning for recovery and dialogic approaches with community (using best practice representative and inclusive and cultural safety approaches).
2. **Planning:**
 - i. **Process:** Co-develop a knowledge base, together with the community, that includes existing plans, priorities or visions that might need to be adapted after a disaster, the community's social profile as well as community leaders and collaborative network drivers in the community. Community profiling needs to be a dynamic, living conversation involving the community.
 - ii. **Informed:** Collect, analyse, update and use accurate and relevant data and expertise (valuing community expertise). Further to this explore the data that could be collected to inform the support of the invisible social infrastructure assets and collective processes such as social network analysis.
 - iii. **Governance for recovery:** Plan for the structure of recovery governance in collaboration with the community, following best practice standards, so the community voice is heard and responded to in a way that works for that context.
3. **Routine community governance:** Build collaborative capacity using deliberative democratic processes and approaches that bridge community and government. This might include emergency management planning committees or other forums in local or state-based initiatives wherever these processes can be used.
4. **Community-based organisations:** Facilitate partnerships and processes to build the connectedness and capacity of place-based community service organisations (CSOs) and not-for-profits for potential recovery activation.
5. **Formalise pre-prepared partnerships as a conduit to the private sector:** Establish a National Corporate Social Responsibility Network for Disasters to work with all partners to be able to provide flexibility and supports to community groups at short notice.
6. **Build and grow capability and capacity:**
 - i. Provide education in the form of accessible skill and collaboration-building tools for government and public servants, other partners and community (webinars and podcasts, communities of practice) that promote the enablers of community-led recovery: innovative approaches to the variable challenges of recovery, collaborative public management skill sets, evaluation techniques that involve communities, supportive attitudes and appreciation of citizen-led initiatives.
 - ii. Partner with relevant leadership development initiatives that might be outside the emergency management sector to broaden the general knowledge base of recovery, including further professional development, mentoring and/or coaching opportunities.
 - iii. Support community capability building through further understanding and supporting the conditions for co-production, including cultivating, through organisational cultural practices and policies that form the foundations for relational trust.
 - iv. Develop a toolkit (or series) for government, partners and the community, with resources at hand to support or initiate community-led approaches.

During recovery

7. **Relief:** Continue appropriate delivery of individual immediate hardship grants and supports for collective community processes. Early individual/household recovery assistance provides essential re-establishment to enable people to work with their individual needs and potentially then or simultaneously to contribute to collective self-determination. Facilitating community gathering appropriately will contribute to collective action and input from the community.
8. **Situational awareness, intelligence and listening:** Employ processes to continue to check in with community about what the emergent issues are, what they want to do and what they need (through appropriate involvement in governance structures, outreach feedback, CSO feedback, deliberative democratic processes).
9. **Coordination:** Continue providing facilitative scaffolding (coordination and formal and informal connection, intelligence gathering and advocacy for decision making) that adapts to the local community context and links in with legitimate community leaders and local organisations. This typically involves working with local government and place-based organisations to share information and design communications using community engagement principles and standards.
10. **Mentoring:** Integrate a community mentoring program for community leaders, community groups, place-based organisations (by type) and network drivers in communities to provide 'just in time' support from both peers and compassionate experts.
11. **Network or partnership brokers:** Explore and commit to investing in the potential of partnership brokers to provide the bridge to government for a community-led approach. Build the capability of partnership brokers to provide the bridging services that might assist whole communities with their practical needs in recovery (grant applications, governance, independent facilitation).
12. **Decision making:**
 - i. Create an environment for innovation while maintaining prudential responsibilities.
 - ii. Streamline decision-making processes for prioritisation of recovery projects, if there are multiple levels of authorisation, by developing agreed criteria with community and authorisers.
13. **Best practice for the government of the day:** Develop a compelling visual communication for politicians with recommended leadership approaches to enabling generative societal and community response after disaster.
14. **Sharing responsibility in fiduciary investment:** Support flexible, local and accountable funding arrangements that include initiatives for the community as a collective with a view to equity. Ensure decisions about the use of funding are as close to the local level as possible, provide flexibility and supports to community groups for systems and administration for accountability.

Social Recovery Reference Group potential projects

- Recommendation 13. Visual tool for best practice for government of the day: A collaborative of experienced recovery officers from various levels could gather to workshop solutions to this so it can be better informed and, where possible, managed.
- Recommendation 6.i. Develop a webinar series to build capability from the wealth of expertise and current contacts harnessed for this report. The case studies and use of mechanisms for sharing responsibility can inform this.
- Recommendation 6.iv. Develop a toolkit for government containing resources that could be adapted or adopted to supporting community-led recovery.
- Recommendation 6. Contribute to the national Annual Lessons Management Forum.
- Recommendation 6. Contribute to the national monitoring and evaluation database for recovery.

Areas for development in the broader system

- Grow the capacity and capabilities of each part of the system to together reciprocate and share responsibility for recovery, for example:
 - creating the conditions to build relational trust
 - using collective approaches that will cultivate community capacity to be in dialogue together and with agencies after disaster
 - further enable a generative community response by promoting an understanding of impacts of the narrative of political leadership on community resilience.

Introduction

Background

The literature review released in early 2019 explored what we know from research and some current practice about how government might foster and support community-led approaches to recovery while maintaining effective coordination.

The literature review worked from the two key aspects involved in community-led recovery:

- enabling and supporting the collective self-efficacy and capacity in community
- understanding and acting on governments' ability to share responsibility and power.

It explored broadly how to enact these aspects, and the following findings were identified:

- There is a need to ground recovery through focusing on the different players who are key to a local community-led recovery – community leaders, local place-based organisations.
- The way that communities work in a system of free association (and for some local voluntary organisations, shared vision for their community) is very different from how government is required to work, often led by budgetary timeframes, policies and practices designed for the common good. The interplay of these systems can lack the nuances and flexibility required in this environment of trauma and time compression to provide an enabling environment for all in recovery.
- To best support communities in their recovery, there is a need to have the organisations' house in order, that is, to ensure that the organisations involved in supporting the communities' recovery can work collaboratively in public management.
- An approach by which government decides what needs to be done across the totality of the systems needing to recover without public participation is not effective for a sustainable recovery. There is a need for a true partnering with community to determine processes for decision making about their future, recognising existing community capacity for contributions and to measure progress collectively. As part of this, the review identified the need for determining broader governance mechanisms that include the diversity of community voice and enable community agency.
- How support for communities in recovery is constructed, including funding mechanisms, requires care to meet the needs of the communities from the short through to the longer timeframes of their recovery.
- There is an imperative prior to disaster to develop key areas that will facilitate a community's recovery. These include strengthening community leadership, determining representative mechanisms, deciding how and who will participate in decision making, providing guidance on locations for replacement and new infrastructure, and building understanding and knowledge of psychosocial recovery processes.

The literature review did not fully discuss the imperative for community-led initiatives, nor whether this means the community leads the whole recovery or a more nuanced supported community-led approach is required. Further thoughts on this are contained in Appendix A.

The literature review suggested options for next steps in exploring a way forward in this area:

- Establish a suite of broad policy imperatives (reflecting the values from the literature and the National Principles for Disaster Recovery) that can be translated into a set of strategies to guide the early process and be tailored to the specifics of the community, event and circumstances over time.
- More extensively explore the work on complexity, collaboration and community engagement being undertaken in other disciplines and refine a model suited to the disaster recovery environment. Such a model or models will need to be adequately monitored and evaluated in multiple recovery scenarios.

This report builds on these next steps, describing the policy imperative and identifying strategies through an exploration of a number of case studies (see also companion document) to recommend how community-led recovery is and can be further supported by government. In combination with the findings from the case studies

viewed through the 'sharing responsibility' lens, further information from studies on collaboration, complexity and community engagement are drawn on to present:

- a model of community intended to broaden all partners' understandings of the system in which community-led approaches might be supported
- the broader systemic enablers (approaches and aspects) for this model to be implemented.

From this, the author has made recommendations to inform the next phase of the project, an SRRG-agreed position paper.

Social Recovery Reference Group interest

Research demonstrates that in addition to the direct costs of natural disasters, the intangible costs, such as those relating to health and wellbeing, tend to have long-lasting impacts over a person's lifetime. A study of the total economic costs found that including the intangible impacts at least doubles the total cost of natural disasters (Australian Business Roundtable 2016, p. 65). This is without projection into the future risks posed by climate change. The imperative to mitigate the risks posed by the costly intangible social impacts of disasters is clear.

The SRRG (refer to Appendix G for member agencies) has state or territory-based legislated responsibilities to enact after a disaster in both relief and recovery, at the community/local, regional and district levels, all in support of the local community's recovery. It is important to note that the SRRG agencies see their role in working with communities not only after disasters in the 'relief' and 'recovery' phases but also through preparedness initiatives, including their own business continuity and partnering with communities, community-based organisations, local or other businesses, with the aim of community continuity. Supporting community-led approaches in both the routine and non-routine functioning of society is integral to this. The SRRG member agencies responsible for providing services, coordination and advice in the area of human and social recovery, or district and regional level coordination across the spectrum of recovery, and those responsible for the governance of recovery (local through to national depending on the scale of the impact) seek to mitigate the risks to community resilience and sustainability.

Links to national emergency management frameworks

This report seeks to advocate for the preparedness across the system required to recover from disasters and promote actions that contribute to:

- using and upholding the National Principles for Disaster Recovery
- implementing the *National strategy for disaster resilience* (2011), in particular sharing responsibility, partnering and building community capability and capacity
- capability building that will be required to address the challenges identified in the *National disaster risk reduction framework* (Department of Home Affairs 2018a). Priorities in this framework include:
 - understanding the risk in this context to community health, wellbeing and connectedness, and that this is recognised by all partners
 - ensuring decisions are accountable
 - enhanced investments
 - prioritising governance, ownership and shared responsibility.

Each of these priorities pertain to human and social recovery – an integrated part of whole-of-community recovery. Practical change and implementation of these priorities at the local, state and national levels can be shaped through applying the principle to 'use community-led approaches' before, during and after a disaster:

- potential strategies for implementing the capability requirements in the *Australian disaster preparedness framework* (Department of Home Affairs 2018b) in 'Recovery domains' and in 'Community planning, capacity and resilience building'
- an appreciation of the complex systems involved in recovery, aligning to the conceptual grounding in the national work on profiling Australia's vulnerability

- approaches to monitoring and evaluation that contribute to community sustainability and resilience.¹

National Community Recovery Workshop

From the 2019 Community Recovery Workshop hosted by Emergency Management Australia three themes emerged:

1. Be agile, flexible and creative in our recovery approaches (local, state, federal and national).
2. Ensure that community-led recovery is supported.
3. Address the need for collecting and analysing data to better understand the impacts and consequences of an event.

This report begins to discuss a way forward for point 2, with agility, flexibility and creativity integral to working with communities, and for point 3 – data that might support community-led approaches is suggested.

¹ As defined in the [National monitoring and evaluation framework](https://knowledge.aidr.org.au/resources/national-recovery-monitoring-and-evaluation/) <https://knowledge.aidr.org.au/resources/national-recovery-monitoring-and-evaluation/> for government service provision in recovery.

Method

This report has drawn on a number of sources to describe the policy imperatives and strategies for sharing responsibility to enact community-led recovery, the enablers and recommendations. These sources include:

- nine case studies drawn from grey literature and key informant interviews
- discussions with the project reference group
- key informant interviews
- literature on collaboration, complexity and community engagement.

Each of the case studies (detailed in the companion document *Case studies exploring community-led recovery and coordination*) were chosen based on SRRG member recommendations to focus on strengths and 'successes', including the strengths of the interaction between governments and community in different contexts around Australia and New Zealand. Some suggested case studies were not developed because of the recent nature of the event, continuing challenges and the necessity not to adversely influence what was occurring. The potential aspects of community-led recovery that can be unpacked is as broad as the issues in communities in routine times, from aspects specific to community 'environments' (social, built, economic, environmental), planning and governance, size of community, impact, scale of the disaster and degree of citizen initiation or government support, etc. Recovery challenges in the case studies selected include rebuilding houses, partnering with community organisations, cultural safety in evacuation centres, appeal distribution, public health psychosocial wellbeing, community development and involving community in governance and decision making. Some are clearly related to SRRG member responsibilities (human and social recovery), and others pertain to governance and decision making (whole-of-community recovery).

The project reference group, made up of experienced recovery practitioners from jurisdictional community service and emergency management recovery agencies, helped to shape the report through meetings throughout 2018 and 2019. In these discussions the challenges and successes from the jurisdictions and researchers represented were captured. The reference group:

- identified existing examples of community-led approaches to contribute to best practice frameworks from around Australia and internationally
- provided suggestions and commented on this report as it developed.

The author conducted key informant interviews to supplement the literature review and environmental scan and form the basis of the case studies. Key informants were selected on their experience and expertise in disaster recovery at all levels, from local through to state and community engagement and coordination role after a disaster. These practitioner and researcher informants (listed in the acknowledgements) provided perspectives from their experience as either community members, non-government organisations (NGOs) or government workers on the question of how best to support community-led approaches. The author also developed the report, the model, suggested framework of enablers and recommendations based on the analysis of these sources.

Limitations and assumptions

One of the limitations of this report is its focus on geographic communities and place-based approaches; therefore, events for which the impacted are originally from geographically dispersed areas have not been considered in the discussion and recommendations.

Similarly, the difference between small-scale, large-scale and catastrophic disasters has been acknowledged but not fully unpacked in supporting community-led approaches. Likewise while the government of the day, the way our democracy is functioning and politics will have a sizeable impact on what happens in recovery. We have not, however, included investigation and discussion about this apart from naming the underpinnings governments and partners task being to understand and share power and responsibility.

Research on complexity, collaboration and community engagement from studies of community in 'routine' circumstances is considered along with the case studies in recovery, with a central focus on the way government and community share responsibility for risk and co-production occurs. While there are findings for preparedness and preparation for recovery, the validity of applying research about communities in normal times to a post-disaster context has not been fully established.

The framing from the literature review regarding government and the social system is used in this report, and it is important to name this (see Appendix B for more information on this). The discussion of the challenge to both government and community systems of using community-led approaches are also made explicit in Appendix C.

There is scope to contribute further to this field of investigation through:

- more in-depth exploration of the experience of communities and their partners in sharing responsibility for co-production of their recovery
- further exploration of supporting community-led approaches to recovery at large-scale impact.

1. The policy imperative for government supporting community-led recovery – sharing responsibility

This section focuses on identifying the policy imperative. The next section will focus on the strategies that can be tailored to the specifics of the community event and circumstances over time. Appendix A expands on this discussion.

In 2011 Australia's Ministerial Council for Police and Emergency Management endorsed the *National strategy for disaster resilience*. Two of the central tenants in this strategy include sharing responsibility for the creating resilience and partnering.

There are different ways to view 'sharing responsibility' and 'partnership approaches. Some say it is about service providers wanting to relinquish responsibility and 'pass the buck', others recognise that there is legitimacy in terms of reciprocal responsibility and a 'power-with' (Atlee 2012, pp. 7-10) partnership approach, particularly in the context of a traumatic whole-of-community experience, as articulated by Harvey 1996 (cited in Norris et al. 2008, p. 143):

'Individuals and communities have inherent strengths, assets and resources, which should be actively engaged within the emergency and recovery phase.

Because trauma emanates from profound powerlessness, interventions should emphasize empowerment, meaning they need to emphasize strengths, mobilize the community's capabilities, and help the community to become self-sufficient.'

In relation to self-sufficiency, cultural, political and community expectations dictate that recovery from disaster in Australia today, generally, will not be totally community driven without an expectation of government involvement. Nor can it be devoid of community voice and completely government driven. It will be a combined effort of collective action.

'Ostrom (1996) describes sharing responsibility as occurring "when multiple parties have obligations with respect to the same goal, outcome or field of action. Another way to say this is that responsibility is shared any time there is collective action. Broadly speaking, collective action occurs when a group, whether of individuals or organisations, works together to achieve a mutual goal"' (Dibley et al. 2019).

While not specific to the post-disaster context, an Australian Public Service Commission review of citizens' engagement in policymaking and the design of public services (Shergold 2015, Part F, ix.) for large projects found that involving citizens early is more likely to provide greater value for money at lower risk. In the disaster context for recovery the case for pre-planning with communities is evident.

Public administration literature based on routine functioning of society and the case studies based on the non-routine after a disaster, together build the case for an authentic policy response that is process-based. A co-production approach will support and enable community-led recovery. A co-production approach involves the active shaping by all partners of the way recovery occurs.

This aligns with the benefits of using community-led approaches cited by key humanitarian aid researchers, which are considered to be long-term impact, local ownership and the strengthening of institutional, financial, political and other resources. Linkages between local communities and higher level actors are considered a key aspect to unlocking local capacities, political and economic resources and the knowledge required for a reduction in disaster risk – and to reduce costs (Dibley et al. 2019, p. 5; Aldrich 2019).

The government agencies that make up the SRRG are particularly concerned with the risks faced to the ongoing continuity of communities before, during and after a disaster. Those risks might be to community safety, or to a community's health and wellbeing, an individual living a life they value or a community having a sense of self-efficacy. Sharing the responsibility for the risks currently does occur (as illustrated in the cases studied) through shaping a suite of potential mechanisms for sharing responsibility.

To improve the response of governments to supporting communities' active participation in their recovery, a line of appreciative inquiry through questions such as those that follow may be a critical tool:

- How should co-production and collective action be undertaken in this community when they may have experienced collective trauma and are living their recovery with extremely demanding personal and whole-of-community circumstances?
- How might all the different partners work together? What helps in this situation (e.g. plans under service agreements) and how are these constructed to enable the innovation and emergence required in this context? How might we build resilience with local government into future residential planning?
- What relationship do all the partners have with each other and what reciprocal responsibilities, according to ability to contribute, might each take on to achieve the goal? How is the goal decided upon?
- How do community contributors sustain the level of commitment and contribution that might be required?
- What approaches can be taken when there is a lack of community contributors?
- What mechanisms exist or could be developed for governments at all vertical and horizontal levels to ensure that collectively they are similarly invested, coordinated and engaged in the emergent and dynamic process of sharing responsibility for community recovery and enabling whole-of-community self-determination?
- How can the quality of organisational relationships be honestly and realistically appraised?

2. How to support community-led approaches and maintain coordination in recovery

In this section the results from the case studies show that a combination of strategies provided support for community-led approaches. Broadly, six types of mechanisms were employed, using these strategies, to shape the sharing of responsibility for risk.

The challenge in providing a 'formula' for supporting community-led recovery is the complexity, multifaceted, difficult, expensive and long-term nature of every recovery that is each time-contextual. Working collectively in this space, with emergent responses and multiple partners, gives the opportunity for the community to be involved in co-creating their future.

The case studies informing this report demonstrated this innovation and creativity. In order to corral this, the most useful and rigorous framing of the strategies that were used to support community-led approaches are the mechanisms identified by McLennan and Handmer (2014). These 'mechanisms' were conceptualised from those operating 'naturally' in communities in the space of preparedness and response. An overview of the mechanisms they determined for sharing responsibility for the risks in the preparedness and response activities of communities can be seen in Appendix D.

'They identify seven different mechanisms, provide examples, and comment on the influence of these mechanisms. These mechanisms range from regulatory mechanisms where compliance is required, through to what they refer to as collective inquiry and decision making, in which deliberative methods are used to arrive at decisions. Related mechanisms include the enabling of the formation of associations between parties which change or strengthen relationships which can then in turn provide the means through which different authorities can be formed and different responsibilities shared' (Goodman et al. 2013).

In this project, nine case studies² were examined to see how the mechanisms for sharing responsibility might have been used in a way that supported community-led approaches and co-production in **recovery**. More detail on these can be found in the case studies companion document. Note the mechanisms applicable to shape community-led approaches include all but the regulatory mechanisms.

Examples of the mechanisms used to shape the sharing of responsibility for the risk to community health and wellbeing in recovery, from the case studies, included:

1. Soft interventions (influence sharing responsibility through influencing decision-making behaviour or access to services and resources):

- communications to and between communities and government agencies including regular informal information sharing to suit community cultural preferences and context
- case (navigator) management services or practical support provided to whole populations
- community development/recovery officer function for the community.

2. Organisations and associations (influence sharing responsibility through changing or strengthening relationships among parties to facilitate responsibility-sharing or create authority to influence responsibility-sharing):

- emergent associations/committees specific to a task
- existing community groups who set up gatherings and provided services such as donating goods
- recovery-specific coordinating committee as part of an overarching governance structure.

3. Contracts and agreements (influence sharing responsibility through establishing relationships for responsibility-sharing and clarifying what is expected of the parties involved):

- between government and NGOs or community-based organisations that allow for local place-based solutions to be developed – for example, contracting a service that may need adaptation as community needs change,

² Note only the Christchurch examples are at a large-scale of disaster, and scale is significant in designing recovery responses.

contracting a community development/recovery officer/worker that might be state or local government initiated and then transfer to a community-governed approach

- community-funded and agreed (through grants or fundraising by NGOs or private entities)
- federally funded with a collaboration including private providers and assurance provision through the governance in place.

4. Collective inquiry and decision making (influence sharing responsibility through collectively querying and/or deciding where responsibility lies and/or how to share it):

- co-designing the best approach – for example, in developing contracts and agreements with NGOs, community-based organisations or local government
- hearing from or listening to community and/or community-based agencies in committees or outside of these
- formal and informal exploration with some or all partners facilitated by a community development worker or other partner skilled in group process, conflict management and communication capabilities
- strategic guidance and decision making – for example, governance committees, coordinating groups.

5. Social norms (influence sharing responsibility through establishing informal, shared rules of engagement to share responsibility and/or impose social incentives and sanctions):

- influencing new social norms or ways of being in the challenging recovery environment through media campaigns
- social norms among community members and community-based organisations in the novel environment such as altruism, action-learning approaches
- organisationally agreed codes of practice developed in the recovery phase
- social norms among workers in government organisations.

6. Vision statements:

- community level – pre-existing, introduced or adapted (various plans or vision statements such as what the local community centre might have in their governance)
- state level – for example, community health and wellbeing
- national Level – for example, Principles for Disaster Recovery, a disaster resilience strategy.

For each of the cases studied, the art in the co-production between citizens and government or other agencies was to **provide an environment for innovation while ensuring and fulfilling government responsibilities.**

In some of the case studies, the need to **renegotiate** what is considered ‘fair’ in this novel environment – for example, distribution of resources, representation and inclusion – was critical to continued engagement. In the service provision and contracts and agreements, agreement on the goal and outcomes was important, but controlling how to get there was left to local organisations or community development workers who adopted an action-learning approach in some instances to enable a change in course as the needs of the communities changed. A summary of the essential factors in the support of community-led approaches for each of the nine case studies is provided in Table 1. Each of these illustrates a strategy that emerged and was then tailored to the specifics of the community event and the changing circumstances over time. They tackled different challenges including locally led appeal fund management, rebuilding, cultural safety in an evacuation, psychosocial wellbeing, community development, community engagement and governance.

Table 1: How the mechanisms for sharing responsibility (for wellbeing risk) helped to shape co-production between government and community in the project case studies

Human and social recovery	Community recovery
<p>Aim: To minimise the risks after disaster impact on the health and wellbeing of communities and individuals, especially the most disadvantaged and at risk, through:</p> <ul style="list-style-type: none"> • administering financial assistance in the form of personal hardship assistance payments • supporting housing and accommodation of displaced individuals, families and households whose primary residence is destroyed or damaged • leading psychosocial support through information, practical assistance, emotional support, assessment of immediate needs and referrals to other support agencies • coordinating regional human and social recovery by working with local governments, other government departments and non-government agencies along with communities. 	<p>Aim: Ensuring participative governance, decision-making processes and engagement. Coordinating regional relief and holistic recovery by working with local governments, other government departments and non-government agencies and communities.</p>
<p>1. Bundaberg Floods, Queensland, 2013: Rebuilding flooded homes so people who otherwise couldn't afford their repairs get back into their homes in a time of limited funding through:</p> <ul style="list-style-type: none"> • government initiation of a process of collective inquiry with active community members/groups around the problem and potential solution • establishment of a community-driven association linking in with case coordination groups using a process of action learning and support by government. <p>Aspect of recovery: Rebuilding</p>	<p>6. East Coast Bushfires, Tasmania, 2006: Locally led project prioritisation and funding allocation was facilitated through:</p> <ul style="list-style-type: none"> • criteria for recovery projects jointly agreed between the Affected Area Recovery Committee (at state level) and the Community Recovery Reference Group (at the regional level incorporating representatives from several communities) • independent partnership broker/mediator, the disaster recovery coordinator, hosted by an affected local government. <p>Aspect of recovery: Locally led project prioritisation</p>

Human and social recovery	Community recovery
<p>2. Waroona Complex Bushfires, 2016, Yarloop, Western Australia:</p> <p>Community leaders from community resource centres working with the Department of Communities to facilitate community involvement in district human and social recovery through forging connections, gathering intelligence about the values and networks in the community and advocating for presenting community needs.</p> <p>Aspect of recovery: NGO and government partnering</p>	<p>7. Gippsland Recovery Adaptation Project, 2013–14 fires, Victoria:</p> <p>Application of Asset Based Community Development approaches to different communities across a large geographic area. This was a strategic approach to recovery assistance and funding, coordinated by a single agency and assisting the communities to ride and survive change and carry these capacities into the future. It featured partnerships with local professionals, skilled and appropriate facilitators. It embedded the project impact by facilitating the transition from an emergency management focus to development of the social infrastructure – ‘in-place’ community development.</p> <p>Aspect of Recovery: Asset Based Community Development</p>
<p>3. Relief/Evacuation Centre Planning with Nauiyu Community, Daly River, Northern Territory:</p> <p>Improving the cultural considerations for evacuation centre design for the community of Nauiyu between 2016 and 2018. The process hinged on:</p> <ul style="list-style-type: none"> • a growth learning mindset and relational trust • the presence of a community leaders able to ‘walk in two worlds’. <p>This was facilitated by a community development worker funded by an NGO with trusted relationships in the community and connections into the same NGO’s emergency management program workers.</p> <p>Aspect of recovery: Evacuation centre cultural safety</p>	<p>8. Sherwood Fires, south-east South Australia, 2018:</p> <p>While recovery arrangements were not ‘triggered’ because it was not a ‘declared’ disaster, government provided facilitative scaffolding for a community that showed the signs of a level of individual, business and community resilience, indicating a low level of support was required. Information was provided about the pros and cons of setting up a recovery committee coordination purposes after the event, and the community decided to set one up and invite in assistance from agencies.</p> <p>Aspect of recovery: Community-led recovery committee</p>
<p>4. Ravenshoe Café Explosion, 2015, Queensland</p> <p>Ensuring good governance and local voices (independent and competent) in appeal fund management (Appeal Fund Committee) of an event that didn’t ‘trigger’ a disaster declaration. A collaborative coordinated approach saw the decisions made by the appeal fund informed also by the case management team and the Community Recovery Group.</p> <p>Aspect of recovery: Appeal distribution</p>	<p>9. Christchurch Earthquakes, 2010–2011, New Zealand – Community-focused recovery:</p> <p>Waimakariri Council, recognising the ongoing dynamic change facing a community and the capacity of the community to respond to this, worked with a strengths-based partnership approach with residents associations, social services and the Canterbury Earthquake Recovery Authority. The active and well-funded community board in existence prior to the earthquake played a key role.</p> <p>Aspect of recovery: Local government partnering</p>

Human and social recovery

Community recovery

5. Christchurch Earthquakes, 2010–2011, New Zealand – All Right?

The Social Recovery Wellbeing Committee (**consisting of community members**) implemented a **communication campaign platform** to empower communities to take up their role to re-establish population-wide health and wellbeing. The campaign was aligned to the universal supports in the recovery authority's *Framework of psychosocial support* and led by both government and **NGOs, nearly all of whom were from the locally impacted communities.**

The campaign had a clear mandate, ongoing funding, research and evaluation components based on established practice models and theories, used a diverse multidisciplinary team, action research based to be responsive and adaptable, carefully designed for community involvement and trust, and harnessed tools to promote engagement.

Aspect of recovery: **Psychosocial wellbeing**

3. How do we know when we get there? A model

This section suggests a model for viewing the interactions of community, government and other organisations that are involved in the disaster recovery environment. Co-production as an approach is a central element. Other critical aspects include grounding recovery (and also preparedness and response) in community continuity, recognising community agency and sharing responsibility for addressing the risks.

At a recent (2019) disaster management conference the phrase ‘community continuity’³ was used to reframe what we are attempting to do in our emergency management systems – responding to the non-routine. This report highlights the focus on community systems and working to co-create the approach to address the risks together. An image of the space in which we can support community-led approaches to recovery is offered in Figure 1. With the underpinnings of a successful approach being the [National Principles for Disaster Recovery](https://knowledge.aidr.org.au/media/5255/national-principles-disaster-recovery-a4-flyer.pdf) <<https://knowledge.aidr.org.au/media/5255/national-principles-disaster-recovery-a4-flyer.pdf>> this figure summarises the goal of recovery, what success looks like and what government’s task is.

In the centre is an image that portrays the systems involved in community functioning, an attempt to illustrate an example of a context for a community in its social system (the complexity of the disaster impacts are not included here). The organic, free association system that is community on the left might organise itself around certain objectives like the Returned Services League or the Local Sustainability Group, generally depending on voluntary service. In any one community there are any number and variety of these community-based organisations. To the right of the diagram are the ‘external agencies’ that influence or work with the community. These are formal (usually) hierarchical organisations that apply laws, policies and programs for the common good (e.g. local government waste laws, state government policy on disaster grants to individuals, state and federal government policies on community assistance after a disaster). In the centre is the space of co-production. While Eileen Conn (2009), the author of the conceptual diagram from which this model has been developed, speaks of this as the space of possibilities, a public administration framing is used here and we’ve chosen to name it the space of co-production.

Co-production looks at the relationships between public officials who work at the coalface of public service delivery (police, teachers, health workers, community safety officers) and their ‘clients’ and partners (community members, school children, etc.) through which ‘synergy between what a government does and what citizens do can occur’ (Ostrum 1996, p. 1079 in McLennan 2018, p. 2). It refers to a ‘wide variety of collaborative governance arrangements that can involve a wide array of actors in a wide range of activities’ with public service involvement (Sorrentino 2018, p. 1). Co-production is essentially a way of doing things; it describes a ‘particular form of citizen participation in the public policy-making process: the direct and active involvement of citizens’ (McLennan 2018, p. 2). There are different forms of co-production – government-led and community-led – and in this report, in the nine case studies developed, we have included both government and community-initiated and led co-production in recovery.

Like collective impact,⁴ co-production is based on the shared goals agreed by all parties, and this is reflected at the base of the circle delineating the space of co-production.

While not exclusive, on the grassroots community side of the diagram we have indicated the task of government and its partners. With individuals and grassroots community groups or citizens who are initiating projects, government’s task is to hold space, support and enable, where possible, these community initiatives. As we move to the centre, with groups that are part of coordinating structures or have a specific service to deliver or task to perform, government’s task is to partner, collaborate, recognise and build capacity and capabilities. On the right-

³ Acknowledgement to Anne Leadbeater OAM, keynote speaker at ANZDEMC, 2019.

⁴ Collective impact is a systematic approach to social impact that focuses on the relationships between organisations and the progress towards shared objectives. It was described in 2011 in the [Stanford Social Innovation Review](https://ssir.org/articles/entry/collective_impact) <https://ssir.org/articles/entry/collective_impact>.

hand side in the space of the institutions and organisations, government's task is to coordinate to serve community priorities, adapt policy and intervene appropriately.

We have proposed (in Figure 1) that the goal of government supporting community-led and coordinated recovery is to have communities that can determine their own needs and shape their own future throughout their recovery (including preparing for recovery).

Success looks like:

- support for, attunement with and responsiveness to what the community defines as success and their desired outcomes and values
- jointly mitigating the risk to the health and wellbeing of individuals, families and communities
- supporting communities towards sustainability and resilience.⁵

For more discussion on this refer to Appendix A – The why and what of community-led recovery, and Appendix E, Part F – Understanding community strengths and supporting capability and capacity building.

⁵ Definitions of this are in Argyrous 2018

Figure 1: The systems involved in supporting community-led approaches and coordination for addressing the risks to community wellbeing relating to non-routine circumstances



GOVERNMENT SUPPORTING COMMUNITY-LED AND COORDINATED RECOVERY

GOAL : Communities that can determine their own needs and shape their own future throughout their recovery (including preparing for recovery).

SUCCESS LOOKS LIKE:

1. Support for attunement & responsiveness to what the community defines as success their desired outcomes and values.
2. Jointly mitigating the risk to the health and well-being of individuals, families and communities.
3. Supporting communities towards sustainability and resilience.

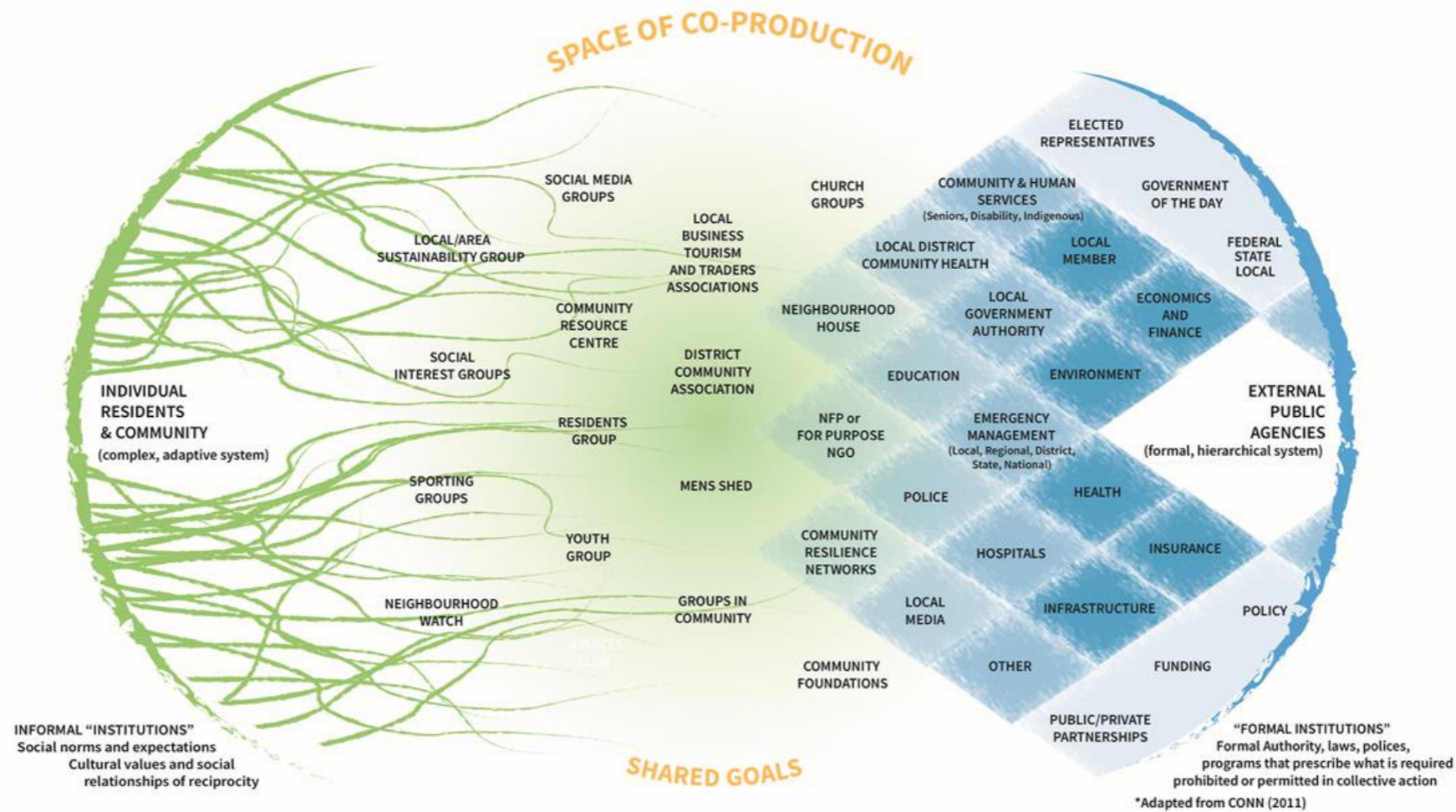
GOVERNMENTS AND PARTNERS TASK IS TO:

1. Enable & support collective self efficacy
2. Understand and share power and responsibility

LISTEN,
HOLD SPACE,
SUPPORT AND ENABLE

PARTNER, COLLABORATE,
RECOGNISE AND BUILD CAPACITY
AND CAPABILITIES.

COORDINATE TO SERVE COMMUNITY PRIORITIES,
ADAPT POLICY,
INTERVENE APPROPRIATELY



FOUNDATIONS: National Principles for Disaster Recovery



4. Broad systemic enablers supporting community-led approaches to recovery before, during and after disasters

This section compiles the broad systemic enablers that have emerged from the case studies and literature for best supporting community-led approaches.

It is a challenge for an ordered government system, with what are often seen as quite fixed arrangements and accountabilities for funding and decision making, to work with what can be organic emergent community processes and to provide the following (identified in sections 2 and 3):

- an environment for innovation and responsiveness to what is emerging while ensuring and fulfilling government responsibilities⁶
- conditions in which together you can renegotiate what is considered 'fair' in terms of distribution of resources, representation and inclusion
- services to the community through contracts and agreements with clearly agreed goals and outcomes among the responsible parties that leave the decision making about how to get there to local organisations
- an action-learning approach that enables a change in course as the needs of the communities change through their recovery journey.

The ability of government to support an innovative and responsive approach depends on the individuals involved, the organisational culture they are creating, the systems that have been developed, what they have been created to do and how they might be adapted. We have drawn from the case studies and the literature review to identify aspects from the micro to the macro level that can enable community-led approaches to address the risks to community wellbeing (relating to non-routine circumstances).

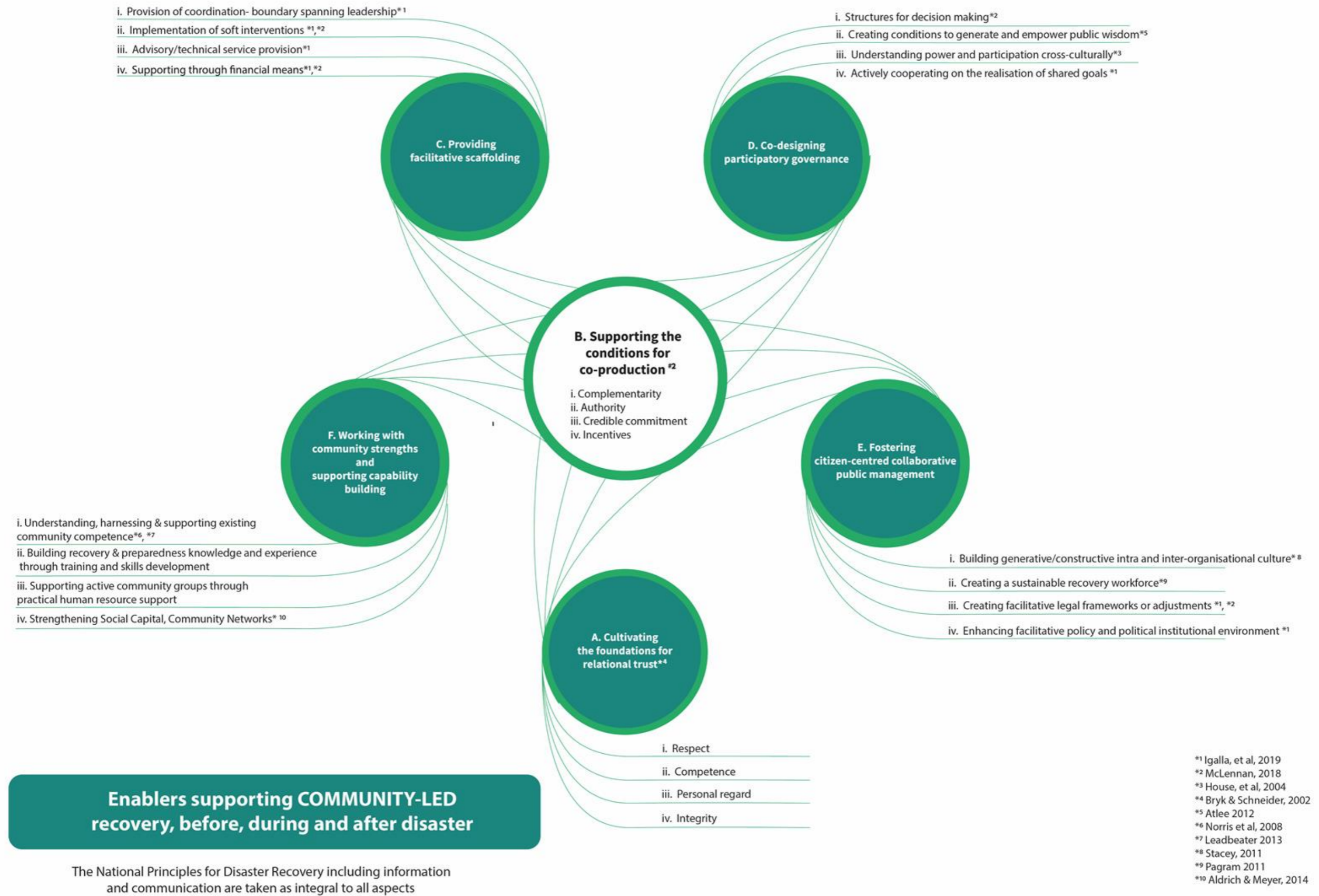
The conditions that will support and enable a community-led recovery that takes into account community strengths and needs after a disaster are in Figure 2 and include:

- A. Building the foundations for relational trust dependant on respect, competence, personal regard and integrity in each partner.
- B. Observing the conditions for co-production to inform what might be possible in terms of what the community can offer – for example, complementarity of offerings, credible commitment, authority and what incentives are present or might assist.
- C. Providing facilitative scaffolding – for example, government-initiated, or supported community structures that integrate into the broader governance structures for decision making about priority setting and resource allocation. This includes expertise and co-designing services.
- D. Co-designing participatory governance – for example, involving the community at the outset in designing the governance for their specific involvement in the holistic recovery and ongoing involvement in decision making.
- E. Fostering citizen-centred collaborative public management – what typically is known in emergency management as coordination that is focused on the collective, the place-based or event-based community.
- F. Working with community strengths and supporting and building capability. This is done before, during and after and is may be part of the work of departments in routine societal functioning.

Each of these, including contributors to these enablers, are described further in Appendix E.

⁶ The 2019 National Recovery Workshop identified the need to be agile, flexible and creative in recovery approaches at all levels of government.

Figure 2: Approaches and aspects affecting the adoption of community-led approaches to addressing the risks to community wellbeing relating to non-routine circumstances (further described in Appendix E)



5. Ways to bridge government and community systems and support community-led approaches

This section briefly outlines some of the constructs that are currently being used for adaptive complex system change in place-based communities (encompassing the further exploration of complexity, collaboration and community engagement identified in the literature review ‘way forward’).

Along with the National Principles for Disaster Recovery and broader enablers for the system to be able to support community-led approaches outlined in section 4, the following developmental ways of working with the community system in the routine could be applied in the non-routine to support the complex social process of community adaptation in recovery.

These are specific approaches designed to assist more ordered systems to work in partnership with a free association system⁷ in communities, based on a spirit of mutual support and achievement, with the elements of co-production:

- action-learning approach / participatory action research⁸
- asset-based community development⁹
- collaborative governance (see Figure 3) – this incorporates co-design principles: inclusive, respectful, participative, iterative, outcomes-focused¹⁰
- collective impact approaches¹¹
- Theory U¹².

⁷ Where community members associate with groups and others freely according to need, energy and interest.

⁸ Sangiomi (2010) describes transformative practices and principles for participatory design of service delivery; see also Bundaberg Flood Rebuilding case study in the companion document.

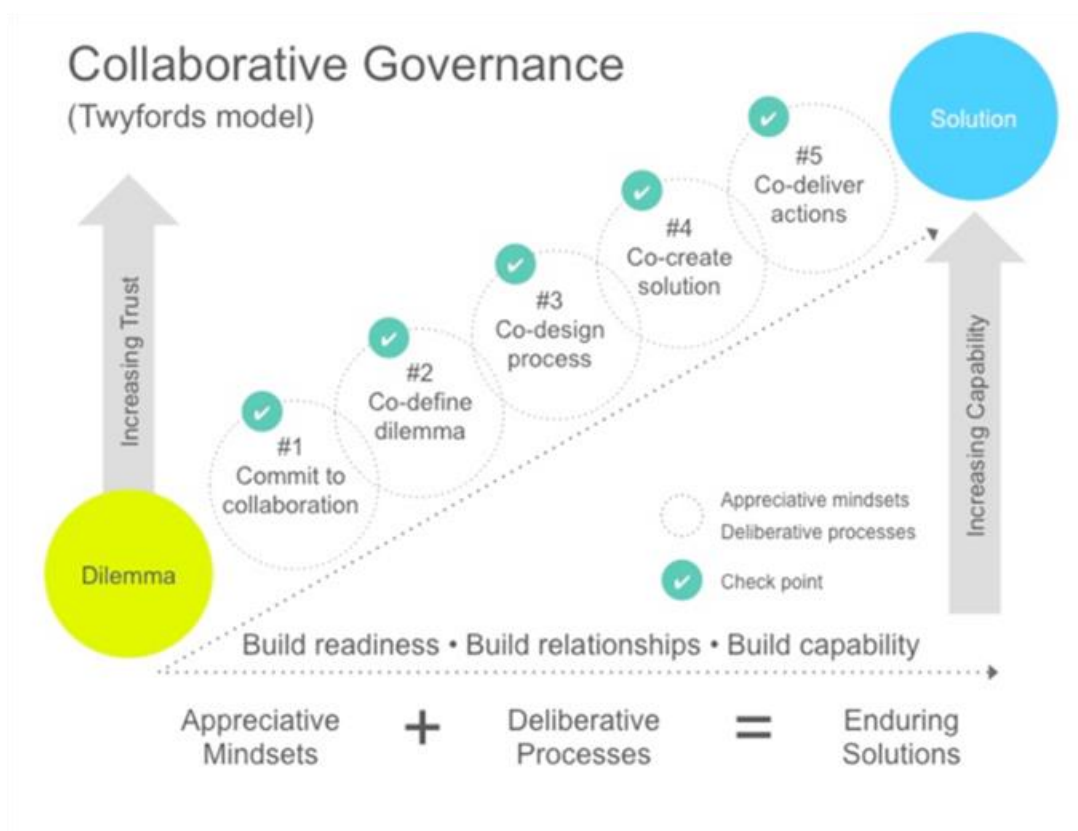
⁹ See Gippsland Recovery Adaptation Project in the case study companion document.

¹⁰ NSW Office of Emergency Management and the Foundation for Rural and Regional Renewal are piloting Community Resilience Networks, an example of collaborative governance.

¹¹ An example of this is in Schools Alliance from the Blue Mountains that can be found on the [Stronger Families website](https://www.strongerfamilies.net.au/about-us/our-approach/) <<https://www.strongerfamilies.net.au/about-us/our-approach/>>, and New Zealand’s [National disaster resilience strategy](#) cites this framework approach as one of two key opportunities (p. 48).

¹² See Otto Scharmer’s Theory U at <https://www.ottoscharmer.com/theoryu>.

Figure 3: Collaborative governance



Source: Twyfords 2011

It is beyond the scope of this report to explore each of these but they are offered here as processes for emergent approaches that are being used to bridge the self-organising, developmental and the organisational, programmatic way of working alongside communities. Many of these approaches are based on a theory of change that starts with individuals – small projects with a number of people in local communities – and builds to larger localised projects.

Currently after a disaster there is scope for support for communities through the national and state-supported employment of community development/recovery/resilience officers who may use one or more of these approaches to facilitate:

- **mapping and analysis** of the impact of the disaster on community groups, networks and community infrastructure and identify service gaps
- **comprehensive community engagement** to input community needs/strengths and project ideas to inform development and implementation of the local reconstruction and recovery plan and recovery activities
- **planning and reporting** to ensure contribution of community needs and aspirations into the local plan
- **community participation, self-determination and self-healing**
- availability of timely and accurate information to the whole community in multiple formats
- **liaison** across community, local service provider networks and funding bodies
- **high-level** strategic community development advice (capacity building) (Department of Communities, Child Safety and Disability Services Queensland 2011).

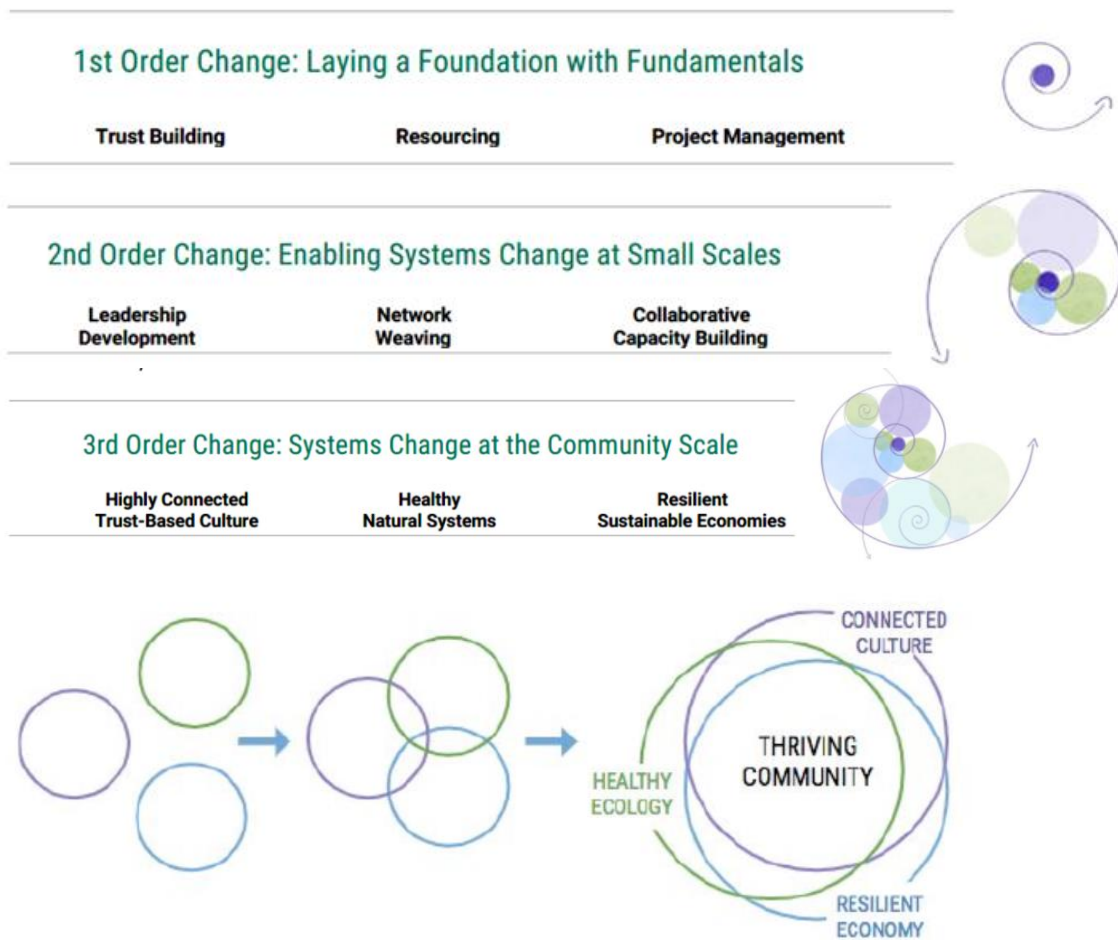
Similar to the requirements of physical infrastructure projects, which utilise project managers to navigate the complex requirements of multiple stakeholders, there is scope for exploring the offerings of partnership brokers, particularly not-for-profit consultants, that work to empower community-driven change through

collaboration. This is not only about the complexities of community engagement and development; further to this, it is about providing support to communities and community leaders by filling gaps, helping to raise capital, facilitating the collaboration and providing a bridge between all the component parts. They may work with a collective impact approach.

One example of the driver, the theory of change for this work, is Legacy Works¹³ (California) theory of change (see Figure 4 outlining first, second and third-order change to achieve a thriving community). This includes some of the enablers mentioned in section 4. They are, and they believe *necessarily* given they are working with volunteers from communities, a not-for-profit working in their local region to develop the relationships with all parties, including investors, to fill this gap.

¹³ For example, see the [Legacy Works Group website](http://www.legacyworksgroup.com/resources) <www.legacyworksgroup.com/resources> and roles in recovery specific work in [Santa Barbara](http://legacyworksgroup.com/santa-barbara/) <http://legacyworksgroup.com/santa-barbara/>.

Figure 4: A theory of change for collective impact work (levels 1–3)



Source: LegacyWorks 2019

One of the functions listed in the community development/recovery/resilience officer role description is supportive of the partnership brokering approach – that is, to **‘scope, develop, implement & evaluate opportunities for adaptive change processes that support future socio-economic opportunities’** (Department of Communities, Child Safety and Disability Services Queensland 2011). It is rare to get all of the skill sets outlined in bold for this role and availability in the disaster-impacted area.

Partnership brokers who are not affected by the disaster may fill a vital role able to form relationships with, for example, impact investors and others wanting to contribute to the post-disaster sustainability and resilience of a community over the long term. Ideally, they would be trusted by and engaged by the community, have a values system that places community at the centre, having worked with them or other communities previously.

The theory of change articulated for the national **Monitoring and evaluation framework** also places community at the centre and captures broadly what it takes to achieve ‘successful’ recovery summarised as:

‘... community-led/government-assisted recovery’. The framework, at a high level, describes one ‘essential element of this theory of change is that recovery is an ongoing process that is managed by the affected communities. By placing affected communities at the centre of the recovery process, the role of government takes on a specific meaning. In particular, it highlights that government activities support and facilitate recovery by building community capacity and capability, and that there will be a stage at which recovery can continue without government assistance’ (Argyrous 2018, p. 11).

Agency experience has reported on the importance of involving all partners from the design of the evaluation, including determining indicators and how they will be measured from the very beginning. Language is important, and the fundamental question in this framework, 'Did the government assistance programs **allow** communities to reach sustainability and resilience as effectively as possible?' might align further with community-led principles if reframed to represent a more equitable 'power-with' partnership approach.

6. SRRG member agencies supporting community-led approaches to recovery

This section explores what is already happening to support community-led approaches to recovery and draws out where this intersects with the mechanisms (section 2), the model (section 3), enablers (section 4) and bridging of community and government (section 5) to further inform SRRG member agency support for community-led recovery.

SRRG member agency activities in the areas of planning, governance and strategic investment connected to supporting community-led recovery are presented below. The ways in which member agencies already understand and engage with the community context and how we can improve, through the use of community-led approaches for community resilience, are outlined.

Pre-event recovery planning

SRRG member agencies are working towards better practices in supporting community-led approaches to recovery in pre-event recovery planning through the following:

- Community resilience committees at the regional level are being supported by government in higher risk areas. Participation from locals in the region include local government, businesses and CSOs. This employs a collective impact approach using co-design principles.

Enabler D: Co-designing participatory governance

- Increasingly, community representatives are involved in local emergency planning committees, along with place-based CSOs. Some CSOs sit in on these committees as observers rather than members.

Enabler D: (Co-designing participatory) governance

- In some jurisdictions, sometimes within these planning committees, responsibilities include preparing for recovery and business continuity for community-based organisations. In other jurisdictions this type of local place-based planning for community-based organisation business continuity, and their readiness to contribute to recovery is done separately from emergency planning committees.

Enabler C: Providing facilitative scaffolding

Where we can improve

- Exercising for recovery (more than relief centres) that includes considerations of public participation and **citizen-centred public management** at the local or regional level have occurred. These have involved community leaders and representatives. The question of nominal reimbursement for time lost by contributing community members is worth considering to further enable community participation and voice in this. Citizen participation through representation from impacted communities on state and national exercises should also be considered.
- Some jurisdictions have pre-prepared a communication for politicians with information about high arousal in disaster settings, vicarious trauma and messages that will support communities in their future resilience and sustainability.

Enabler E (iv): Enhancing facilitative political institutional environment

- There is a need for well-supported community dialogue on the realities and restraints on government during a disaster but having that discussion beforehand. Issues include road blocks, care of animals, managing relief, preparatory community conversations, sharing of information on policy and how this will be implemented and what changes particular communities might want to see happen – that is, the variation to the ‘plan’. **Mechanism: Collective inquiry and decision making**

Recovery planning

SRRG member agencies are working towards better practices in supporting community-led approaches to recovery in recovery planning through the following:

- Agencies work with each community, their local government and/or place-based organisations to collect information – for example, community capacity and vulnerability mapping. This acts to inform impact assessments and ensure government doesn't disempower citizen initiatives (e.g. providing services the community is providing for itself) and can find out how to support community-led initiatives.

Enabler C: Providing facilitative scaffolding; Enabler F: Working with community strengths

- Member agencies provide expertise (strategy, knowledge, foresight) in the recovery environment for community leaders in local government, NGOs and CSOs. This sometimes includes suggestions for enhanced engagement activities – for example, design and communications of community meetings or dialogue.

Enabler C: Providing facilitative scaffolding; (iii): Advisory technical services

- Human and social subcommittees, along with recovery coordinating committees, have representatives from the community.

Enabler D: Co-designing participatory governance

- Lessons regarding the involvement of all partners, through action research, in establishing the evaluation criteria and measures (part of the monitoring and evaluation) are being taken on board by some jurisdictions.

Enabler E: Fostering citizen-centred collaborative public management; (iv): Enhancing facilitative policy and institutional environment

Where we can improve

- Representation and inclusion practices
- Data collection, consistency and practical application of the points above
- Capturing lessons by:
 - building the capability to contribute to the national monitoring and evaluation database
 - facilitating contributions to the national Annual Lessons Forum that includes using community-led approaches in recovery

Governance

The governance already in place includes the following:

- Human and social district/local recovery committees that exist in some jurisdictions at local or regional or state level before and during a disaster (e.g. where relief and recovery has begun during campaign fires) and may include community representatives through local government or place-based CSOs. These coordinating committees are included under governance due to their role in making decisions on behalf of the local community about needs, strengths and capabilities and resource allocation.

Enabler D: (Co-designing) participatory governance

- Recovery coordinating committees may have formal structures such as community recovery committees with official terms of reference.

Enabler D: (Co-designing) participatory governance

Where we can improve

- Anecdotal and research evidence show that if representation is not trusted there can be contention in local communities about the legitimacy of the appointment that purports to represent community, and this

can impair community harmony, wellbeing, connectedness, sustainability and resilience. This sometimes occurs because of residents' dissatisfaction with a local government representative or other community members who aren't considered representative when they are put in positions of power to make decisions on behalf of the community and/or take great care in the use of representative selection methods. At a place-based level, government needs to refine the 'nerve endings' (connections with the social infrastructure in communities) and intelligence about the authentic and legitimate leaders in a community.

Enabler D: Co-designing participatory governance

- Providing practical support to community leaders by bridging some of the gaps through partnership brokers and mentoring programs.

Enabler C (iii): Advisory/technical service provision; Enabler F (iii): Supporting active community groups through practical human resource support

- Community engagement processes should be considered at the level of the IAP2 Quality Assurance Standard.¹⁴ We know that authentic and effective community engagement can restore the sense of being 'back in control' for communities that can often feel powerless after experiencing major losses and trauma. This is important to the healing process for individuals and the community as a whole. Through the process, community engagement can provide the knowledge, experience and skills that make for a more resourceful and resilient community in the future.

Enabler D (ii): Creating conditions to generate and empower public wisdom

- Use the Practices and Principles for Transformative Service Design (Sangiorgi 2010) to enable honest dialogue on challenges to collaboration. An agency, for example, may know that their service will be withdrawn from a particular area but they may have been asked not to talk about this. There are situations where honesty would assist community members in aspects of their decision making but where, for a variety of reasons, information is not available outside the agency.

Enabler B (iii): Credible commitment

- Given that scale matters, there is merit in investigating and socialising models of scalable governance structures that support community-led approaches (decision making and action) in a severe to catastrophic disaster.

Enabler D: Co-designing participatory governance

Strategic investment

Enabler C: Providing facilitative scaffolding; (ii): Implementation of soft interventions; (iv): Supporting through financial means; Mechanism: Contracts and agreements

To support community-led approaches, member agencies working with service providers currently establish funding relationships for responsibility-sharing and clarifying what is expected of the parties involved in recovery:

- between government and NGOs or community-based organisations that allow for local place-based solutions to be developed – for example, recognising that a service that may need adaptation as community needs change
- between government and a district board – for example, the All Right? campaign with funding provided from the national level to a District Health Board that included not-for-profits and private providers (see case study 5). Assurance provision occurred through the governance in place.

Government may also be involved in grants programs through governance arrangements, where invited to partner or build capacity, where the funding is:

¹⁴ See the [IAP2 website](https://www.iap2.org.au/About-Us/About-IAP2-Australasia/Quality-Assurance-Standard) <<https://www.iap2.org.au/About-Us/About-IAP2-Australasia/Quality-Assurance-Standard>>.

- primarily community-funded and agreed (through grants or fundraising by NGOs or private entities) – for example, the Ravenshoe Appeal fund in case study 4, and the community foundations that were established after the 2009 Victorian Bushfires, a part of the Australia-wide network of community foundations that fundraise and distribute grants for their local community
- provided by government, philanthropic agencies or community groups direct to community groups – for example, the Office of Emergency Management (NSW), grant funding and Foundation for Rural and partnered community grants for preparedness for recovery initiatives.

Where we can improve

It is recognised in the United States that ‘the unpredictability – and political nature – of the funding is not ideal for effectively promoting sustainable and resilient recovery in the immediate days and weeks after ... disaster’ (Olshansky & Johnson 2014, p301). The same can be said for the situation in Australia. We could improve our strategic investment in planning for and recovering from disaster in the following ways:

- Across government and the private sector, establish how the resources might be sourced to support place-based not-for-profits and CSOs in their preparedness for recovery.
- Provide funding to improve (betterment) the adaptive capabilities of communities. This would include investment for soft technologies or processes that create sustainable outcomes (community engagement, partnership brokers, mentors). Over the medium to long term it would be in the form of providing practical support to community leaders and assurance to communities. This will be a means to begin to address some of the gaps (both exhaustion and ensuring approaches are citizen-centred). One strategy for this could be using partnership brokers who can also leverage impact investing after a disaster. Another strategy could be community-to-community mentoring where appropriate.
- Take a strategic approach, involving the community in the decisions that affect them. The community knows its own context, needs and values and can help to inform (if participatory processes are adequately invested in) the outcomes they want to see.
- Improve recovery knowledge within communities about how the recovery system works in terms of funding, accountabilities of government and political influences. Transparency and accountability are critical elements to develop, build and sustain trust.
- Design evaluation techniques that involve the community from the design phase (e.g. the Most Significant Change methodology or Collective Impact Evaluation) and share findings from different contexts in the national monitoring and evaluation database for recovery to build an evidence base. A focus on collaborative processes and conditions will be important as well as agreement between all partners on how they define ‘effective and efficient’ for their community resilience and sustainability.

7. Recommendations for governments

This section offers recommendations for the SRRG and other government agencies to consider in supporting community-led approaches to recovery.

The recommendations below and in Table 2 have emerged from the findings of the case studies, the investigation into the literature on collaboration, complexity and community engagement, and other key informant interviews. It is important to re-emphasise what has been stated throughout, that ‘using community-led approaches’ is one of the six integrated National Principles for Disaster Recovery and to reinforce here that the principles are foundational to a sound recovery process.

Olshansky and Johnson (2014) articulate what could be, in Australia’s context, the continuing challenges that face both state/territory and federal governments in organising for long-term outcomes in post-disaster recovery, especially after large disasters. ‘These include how best to provide federal resources, facilitate coordination among a multiplicity of recovery actors, streamline funding streams while still requiring accountability, and promote leadership and knowledge development at the local level.’

In their findings for the United States, Olshansky and Johnson (2014, p.301), recommend that:

‘... recovery processes could be greatly enhanced by facilitating—and funding—timely pre- and post-disaster planning at the community level to inform and empower recovery actors. ... After a large disaster, billions of dollars of federal and private funds flow into the affected region to rebuild homes, businesses, and infrastructure. The recovery process can present a one-time opportunity not only to reduce the chances of future disaster, but also to address existing inefficiencies and inequities...’

The four recommendations here are high level, providing considerations for developing the key conditions and systemic enablers for government support of community-led recovery. These are followed by 14 recommendations (Table 2) that are more specifically for SRRG members or other government agencies where relevant.

Recommendations at a broad systemic level for building government capability

Government should consider the following aspects as they build their capability (before, during and after disaster) to support using community-led approaches in recovery:

1. Continue to provide the scaffolding in a way that facilitates and adapts to the local community context in conversation with the community (listening, involving local leaders or network drivers) – for example, through:
 - i. boundary-spanning leadership and coordination committees and groups
 - ii. soft interventions through service provision
 - iii. technical services
 - iv. appropriately governed financial support for community.
2. Co-design participatory governance through, for example:
 - i. having in place adaptable governance structures for community voice in decision making (although preferably not creating new post-disaster structures)
 - ii. creating the conditions to generate and empower public perspectives (wisdom) for this and using collective approaches that will cultivate community capacity to be in dialogue together and with agencies after disasters

- iii. building knowledge and respect for values and perceptions of capacity cross culturally within government
 - iv. actively cooperating on the realisation of shared goals.
3. Foster citizen-centred collaborative public management to enable adaptation to the disruption through, for example:
- i. building generative/constructive intra- and inter-organisational dynamics and culture
 - ii. creating a sustainable recovery workforce (scalable across all departments/agencies/partners)
 - iii. creating facilitative legal frameworks or adjustments
 - iv. enhancing facilitative policy and political institutional environments.
4. Understand community strengths and support capability building through, for example:
- i. understanding, harnessing and supporting existing community competence such as existing plans, priorities or visions, community leadership skills and experience
 - ii. building the knowledge of recovery systems and experiences in communities
 - iii. supporting active community groups through practical human resources and administrative support such as mentoring or corporate social responsibility programs providing assistance for systems development
 - iv. strengthening social capital, community networks and communication both within a community and between neighbouring communities (e.g. 'clustering' of communities for planning for mutual support in recovery and risk reduction, and communication) or fostering cultures of engagement through using deliberative democracy technologies, investment in social groups and volunteering.

Recommendations for government

The 14 recommendations in Table 2 are for the consideration of members of the SRRG and, where relevant, governments at all levels that might want to enhance the community-led approaches at a local level in their jurisdiction. Some of these recommendations are similar to those in other reports, further emphasising potential next steps; others are new. The list is not exhaustive. To stay true to approaches emphasised in this report, it is recognised that value is created by numerous partners working together in a developmental approach, rather than delivering approaches from the top down (Bemtley & Wilson 2003 in Sangiorgi 2010, p. 33). These recommendations are presented in service of continuing the dialogue for prioritising actions in jurisdictions, regions/districts and at the local level.

Areas for development in the broader system

Grow the capacity and capabilities of each part of the system to together reciprocate and share responsibility for recovery, for example:

- creating the conditions to build relational trust
- using collective approaches that will cultivate community capacity to be in dialogue together and with agencies after disasters
- further enable a generative community response by promoting an understanding of the impacts of the narrative of political leadership on community resilience.

Social Recovery Reference Group potential projects

There are a number of projects that the SRRG could consider to progress for cross-jurisdictional benefit using a collaborative approach including (from Table 2):

- No. 13: A visual tool for best practice for government of the day: A collaborative of experienced recovery officers from various levels could gather to workshop solutions to this so it can be better informed and, where possible, managed.
- No. 6 (i): Develop a webinar series to build capability from the wealth of expertise and current contacts harnessed for this report. The case studies and use of mechanisms for sharing responsibility could inform this.
- No. 6 (iv): Develop a toolkit for government containing resources that could be adapted or adopted to supporting community-led recovery.
- No. 6: Contribute to the national Annual Lessons Management Forum.
- No. 6: Contribute to the national monitoring and evaluation database for recovery.

Table 2: Recommendations for governments at local, state (regional/district) level to support community-led approaches to recovery

Table 2.1: Pre-event recovery planning and preparedness for community continuity

Linked to ‘Supporting and enabling locally led and owned place-based disaster risk reduction efforts’
(National Priority 4, Strategy C of the *National disaster risk reduction framework*)

Recommendation	To achieve
<p>1. Arrangements</p> <p>Structure the involvement of emergency management planning committees, or other appropriate forums, that include planning for recovery and dialogic approaches to community (using best practice representative and inclusive and culturally safe approaches). If regulatory approaches are considered appropriate, a lever to integrate community-based planning into the process of recovery planning might take the form of a condition for recovery funding.</p>	<ul style="list-style-type: none"> • Pre-planning for recovery with community involvement • Improve emergency planning for community resilience outcomes
<p>2. Planning</p> <p>i. Process:</p> <p>Co-develop a knowledge base, together with the community, that includes: existing plans, priorities or visions that might need to be adapted after a disaster; the community’s social profile; and community leaders and collaborative network drivers in the community. Community profiling needs to be a dynamic, living conversation involving the community. This may be done through community conversations, workshops or exercises that include the community role in action, governance and decision making.</p>	<ul style="list-style-type: none"> • Building of this information together with community • Knowing the community, its connectedness, its strengths and its vulnerabilities (Encompassing the expertise in that community, is there a school that might be a conduit? What are the natural connection points, the health services seeing some of the vulnerable, etc.?) • Collaborative, distributed leadership and support for the network driver
<p>ii. Informed:</p> <p>Collect, analyse, update and use accurate and relevant data and expertise (valuing community expertise). Further to this, explore the data that could be collected to support the invisible social infrastructure assets and collective processes. This may include social information such as community indicators, resilience indicators and health and wellbeing data. social network analysis should also be considered for its benefits as a collaboration diagnostic tool.</p>	<ul style="list-style-type: none"> • Well-informed community engagement/development and collaboration practice and process • Understanding community
<p>iii. For governance:</p>	<ul style="list-style-type: none"> • Better governance

Recommendation	To achieve
<p>Plan for the structure of recovery governance with the community so the community voice will be heard and responded to in a way that works for that context.</p> <p>Abide by standards such as the International Association of Public Participation <i>Quality assurance framework</i>, community accountability frameworks used in humanitarian development, and/or deliberative democracy approaches.</p>	<ul style="list-style-type: none"> • Authentic, inclusive community participation in decision making about the governance • Enhance the quality of the decision making in recovery • Practice in deliberative conversations with community
<p>3. Routine community governance</p> <p>Build collaborative capacity through deliberative democratic processes and approaches that bridge community and government in emergency management planning committees or other forums in local or state-based initiatives in routine community functioning wherever these processes can be used.</p> <p>Resources for building collaborative capability between agencies and communities can be found on the ARACY website <https://www.aracy.org.au/comment/fact-sheets-your-guide-to-building-collaborative-capacity>.</p>	<ul style="list-style-type: none"> • Build collaboration capacity • Practice in authentic, inclusive community participation in decision making
<p>4. Community-based organisations</p> <p>Facilitate partnerships and processes to build the connectedness and capacity of place-based CSOs and not-for-profits for potential recovery activation.</p>	<ul style="list-style-type: none"> • Enhanced capabilities of local place-based CSOs and not-for-profits to support their communities in recovery • Enable collaborative practices in place-based recovery
<p>5. Formalise pre-prepared partnerships as a conduit to the private sector</p> <p>Establish state-based or a national Corporate Social Responsibility Network for Disasters to work with all partners to be able to provide flexibility and supports to community groups at short notice.</p>	<ul style="list-style-type: none"> • Prevent local community volunteer burnout • Provide expertise such as administration, financial systems and IT in the form of applications for distributing funding
<p>6. Build and grow capability and capacity</p> <p>i. Provide education in the form of accessible skill and collaboration-building tools for government and public sector staff, other partners and community (webinars and podcasts, communities of practice) that promote the enablers of community-led recovery: innovative approaches to the variable challenges of recovery; collaborative public management skill sets; evaluation techniques that involve communities; supportive attitudes and appreciation of citizen-led initiatives; and monitoring and evaluation involving community.</p> <p>ii. Partner with relevant leadership development initiatives that might be outside the emergency management sector to broaden the knowledge base in recovery, including further professional development, mentoring or coaching opportunities.</p> <p>iii. Support community capability building through further understanding and supporting the conditions for co-production, including cultivating, through organisational cultural practices and policies, the foundations for relational trust.</p>	<ul style="list-style-type: none"> • Education of government, the public service, other partner organisations and community members • Further development of the sector's imagination for what might be possible through collective creativity, organisational flexibility and innovation • Improved understanding of community-led recovery • Building of collaborative skill sets • Capacity building in monitoring and evaluation that supports community-led approaches

Recommendation	To achieve
iv. Develop a toolkit (or series) for government, partners and community with resources at hand to support or initiate community-led approaches.	

Table 2.2: During recovery, adaptation through co-production with community

Recommendation	To achieve
<p>7. Relief</p> <p>Continue appropriate delivery of individual immediate hardship grants and supports for collective community processes. Early individual/household recovery assistance provides essential re-establishment to enable people to work with their individual needs and potentially then or simultaneously to contribute to collective self-determination. Facilitating community gathering appropriately will contribute to collective action and input from the community.</p>	<ul style="list-style-type: none"> • Supports for individuals in need to re-establish and contribute to community initiatives
<p>8. Situational awareness, intelligence and listening</p> <p>Employ processes to continue to check-in with community about what the emergent issues are, what they want to do and what they need (through appropriate involvement in governance structures, outreach feedback, CSO feedback, deliberative democratic processes)</p>	<ul style="list-style-type: none"> • An appreciative inquiry approach that is emergent with changing community strengths and needs
<p>9. Coordination</p> <p>Continue providing facilitative scaffolding (coordination and formal and informal connection, intelligence gathering and advocacy for decision making) that adapts to the local community context and links in with legitimate community leaders and local organisations.</p>	<ul style="list-style-type: none"> • Coordination as per the National Principles for Disaster Recovery
<p>10. Mentoring</p> <p>Integrate a community mentoring program for community leaders, community groups, place-based organisations by type, and network drivers in communities to provide 'just in time' support from both peers and compassionate experts.</p>	<ul style="list-style-type: none"> • Community capability building • Support of a strategic, innovative and emergent approach in a novel environment for the community
<p>11. Network or partnership brokers</p> <p>i. Explore and commit to investing in the potential of partnership brokers to provide the bridge to government for a community-led approach.</p> <p>ii. Build the capability of partnership brokers to provide the bridging services that might assist whole communities with their practical needs in recovery (grant applications, governance, independent facilitation).</p>	<ul style="list-style-type: none"> • Supporting community capability and capacity building • Support for co-production or collective impact approaches • Conduit for collective community voice, a bridge between the emergent (developmental approach) and the ordered (coordination) • Prevention of community volunteer burnout
<p>12. Decision making</p> <p>i. Create an environment for innovation while maintaining prudential responsibilities.</p> <p>ii. Streamline decision-making processes for prioritising recovery projects, if there are multiple levels of authorisation, by developing agreed criteria with community and authorisers.</p>	<ul style="list-style-type: none"> • Further development of the sector's imagination for what might be possible through collective creativity, organisational flexibility and innovation • Clear decision-making criteria

Recommendation	To achieve
<p>13. Best practice for the government of the day</p> <p>Develop a compelling visual communication for politicians that includes a recommended leadership approach to enabling generative societal and community response after a disaster.</p>	<ul style="list-style-type: none"> • Resources at hand in real time for Government to 'do something!' • Build the capability of political leadership
<p>14. Sharing responsibility in fiduciary investment</p> <p>Support flexible, local and accountable funding arrangements that include initiatives for the community as a collective with a view to equity. Ensure decisions about the use of funding are as close to the local level as possible. Provide flexibility and supports to community groups for systems and administration for accountability.</p>	<ul style="list-style-type: none"> • Community voice, investment and future resilience and sustainability

Conclusion

This report investigates case studies and explores collaboration, complexity and community engagement to offer suggestions on how SRRG agencies can continue to improve their support of community-led approaches to recovery, with a view to long-term community health, wellbeing and connectedness.

Government and community do not lead recovery on their own, but in Australia they share responsibility for the risks to community health and wellbeing, connectedness, sustainability and resilience.

Case studies from around Australia have been analysed in relation to the mechanisms that shaped the sharing of responsibility for the risks to community health, wellbeing and connectedness. The analysis found that for each community exposed to disaster impacts, contextual approaches emerged in applying a combination of the mechanisms to support of community-led approaches.

There are no recipes to follow. Continuing progress in this area will require innovation to create value along with accountability to protect value. The innovation has emerged also through enabling the conditions that include:

- cultivating the foundations for relational trust
- supporting the conditions for co-production
- providing facilitative scaffolding
- co-designing participatory governance
- fostering citizen-centred collaborative public management
- understanding community strengths and supporting capability and capacity building.

Suggested improvements to current practices in section 6 place these systemic enablers under the headings of 'Pre-event recovery planning', 'Recovery planning', 'Governance' and 'Strategic investment'. The recommendations at the beginning of this document complement those in many other recent reports from state-based Emergency Management Inspectors General, reports and workshops from emergency management and other sectors that partner with emergency management in recovery.

In short, government can support and enable the use of community-led approaches in many aspects of recovery by looking for opportunities to innovate and enhance community wellbeing through co-production with communities (create value) while maintaining confidence and appropriately exercising regulatory and legislative responsibilities (protecting value). To effectively meet this challenge trade-offs will have to be made to achieve a good outcome for a community. This may well require an increase in risk to government while government still maintains prudent fiscal management.

A 2015 independent review of government processes for implementing large programs and projects recommended (for routine times) that governments need to embrace adaptive governance. Findings included (Shergold 2015, p.xi):

- 'In order to improve contestability and citizen choice, departments should facilitate the ability of contracted providers to take their own approaches to the delivery of agreed performance-based outcomes.'
- 'As part of continuing effort to reduce red tape, greater efforts need to be made to engage with communities and businesses to understand how contractual conditions and administrative guidelines can be less prescriptive, making it easier to work with government.'
- 'New forms of civil participation should be promoted, including digital and deliberative democracy techniques, in order to enhance consumer-directed care, improve customer service, encourage greater citizen engagement and inform the public economy.'

Along with building and enabling the structures, organisational cultures and dynamics as well as community capabilities and relationships that empower community action, voice and agency in recovery, many of the suggestions in this report refer also to what we do to sustain community continuity in the routine functioning of our society. The points above from Shergold's (2015) report that include embracing adaptive governance and building social connectedness and democracy are integral to how we will be able to respond in the non-routine to support community-led adaptation to the impact of disaster.

Appendices

Appendix A: The why and what of community-led recovery

Imperative

The imperative to explore what community-led actually means and how it is supported is not isolated to the field of recovery, or of emergency management. It has its origins in the 1980s and 1990s when both practice and academia were reflecting on how to pay greater attention to bottom-up approaches and the local level (Titz 2018) in many fields. While often named 'community-based', with the intent the same as community-led approaches, this term has been a key concept for the practice of disaster preparedness/disaster risk reduction and climate change adaptation at the local level since the 1990s. The links between community-led approaches to recovery, and indeed preparedness and disaster resilience, are often cited in practice and throughout research.

In the past the impetus for greater use of community-led approaches stemmed from 'declining confidence that governments could effectively support development through programs that were detached from the people who were supposed to benefit (Titz 2018). Assumptions about how a community-led approach works include that community participates in the development and implementation of plans and activities, and this ensures ownership that contributes to their continuation. It involves much of the workload being directed at the local level and, associated with this, large portions of funding able to be used locally. The benefits of using community-led approaches are long-term impact, local ownership and the strengthening of institutional, financial, political and other resources. Links between local communities and higher level actors are a key aspect of unlocking local capacities, political and economic resources and the knowledge required for reducing disaster risk, and to reduce costs (Titz 2018, p. 5, see also Aldrich 2019).

A number of recent reports have identified the need for practical guidance on what supporting the use of 'community-led' recovery means and how it can best be implemented (Australian Institute of Disaster Resilience & Red Cross 2017; Emergency Management Australia (unpublished); Inspector General for Emergency Management Queensland 2019). This is explored below.

What do we mean by community-led?

How we define community and community-led recovery will also determine the questions we ask, the actions involved and the solutions. The framing of community and government can be found in Appendix B and the challenges are explored in Appendix C.

What does community-led mean in this context of the non-routine? Is it that communities are leading everything in recovery? That government ensures communities are empowered to act and make decisions? Or does it apply to just some aspects of how we organise our society – for example, how the community centre, sports pavilion, a memorial are designed and built, and not to the reconstruction of roads or central business districts? What is the breadth of 'use community-led approaches' and who decides?

Two aspects emerged from the literature review – that community-led is essentially about empowering (or not disempowering) communities in, first, their actions and, second, their participation in decision making during this period of adaptation.

We can look at this along a spectrum (Figure 5), with citizen self-organising at one end, where the community leads through its own 'organisation' (mostly likely aspects of a recovery from disaster rather than the whole). Examples of this include the Strathewen Community Renewal Association, incorporated

after the Black Saturday Fires in Victoria in 2009, an inclusive governance body representing members, and the Lismore Helping Hands where community led the organisation and distribution of donated goods.

Figure 5: Citizen-initiated (community-led) through to government-supported (community-led)



If we step across the spectrum to more government support of community-led approaches, research from the routine functioning of society finds that support of government is one of the top three factors influencing the outcomes of citizen initiatives along with network structure (the importance for a self-organisation to have a diverse network) and organisational capacity (internal infrastructure and financial health of the citizen initiative).¹⁵ Examples can be found in the case study offered in the companion to this report on the Asset Based Community Development program that was set up in Gippsland, Victoria, in 2013–14, where government at the state level funded the program and the local level delivered the program to engage the community in a manner that suited them, involving them in the initiatives they determined for their community.

While wholly citizen-initiated and community-led over the long term of recovery might be a desired future state, it’s worthwhile breaking this down a little further to understand what it really looks like. Igalla et al. (2019, p.1) define citizen initiatives as:

‘... a form of self-organization in which citizens mobilize energy and resources to collectively define and carry out projects aimed at providing public goods or services for their community. They control the aims, means, and actual implementation of their activities, but they often link to governments and other formal institutions, as their work field contains public domain and they, therefore find themselves in institutionalised settings.’

Igalla et al. (2019, p. 7) provide the following five central characteristics of citizen initiatives:

- ‘1. Citizen initiatives are community-based and often locally oriented, which means that
 - a. local residents, often collectives of residents, are the (current) driving force behind the initiatives;
 - b. they mobilize volunteers from within the community; and
 - c. they focus on community needs.
- 2. Citizen initiatives provide and maintain an alternative form of traditional governmental public services, facilities, and/or goods themselves, such as water distribution, education and training, and residential care; [in relief and recovery it may be distribution of donated goods]
- 3. Citizen initiatives strive for autonomy, ownership, and control regarding internal decision-making;
- 4. Citizen initiatives are often linked to formal institutions, such as local authority, governmental agencies, and NGOs, especially for facilitation and public funding;
- 5. Citizen initiatives often develop their own business model to increase financial stability, which helps them continue their activities, but they are not focused on private profitmaking (i.e., profits are invested back into the local community).’

¹⁵ Igalla et al. (2019, p. 10) note the support of government includes ‘the ways in which governments can contribute or impede the outcomes of citizen initiatives’, for example, the institutional context and attitudes of public representatives.

So even with citizen-led initiatives in routine times in community, there may be links to government organisations. This appears also in the non-routine of recovery from disasters. In the process of undertaking this project, stories were evoked from around Australia of communities self-organising around relief services (accommodation, donated goods distribution, reunification), some continuing beyond the immediate relief needs into recovery.¹⁶ Local government community development workers, where they existed, or community houses/resource centres or state government recovery workers, often maintained a close relationship with community groups running these services so the community volunteers didn't burn out. There was, in places, a fear that community members who had initiated activities could at any time produce a 'bad press' story about a community not being supported by government.

Supporting community-led approaches in recovery encompasses the whole spectrum from community-initiated and sustained with some interactions with government through to substantially government supported aspects. The two critical aspects are enabling and supporting collective self-efficacy and listening and responding to community voice and agency. Australia has a high-level framework¹⁷ that describes how to effectively engage with the **actions** of communities, including the broad principles (that are consistent with the National Principles for Disaster Recovery) of:

- understand the community: its capacity, strengths and priorities
- recognise complexity
- partner with the community to support existing networks and resources.

¹⁶ Macedon, Victoria; Mallacoota, Victoria; Dungog, Lismore, NSW; Gympie, Queensland

¹⁷ The Community Engagement Framework, Handbook 6 of the Australian Emergency Management Handbook Series and a key component in the implementation of the National Strategy for Disaster Resilience.

Appendix B: Framing of community and government

Frame

This report picks up on the **framing**¹⁸ in the literature review (Dibley et al. 2019) regarding government and the social system. Along with this we set the scene about what relief is and what recovery is, with quite different objectives, even though some of the same government agencies and their partners may be involved in both.

The framing in the literature review of government and the social system that this report builds on is as follows:

1. Government in disaster recovery

- Government's role in recovery can be considered as it is in routine societal functioning to be twofold: providing social interactions with the potential for building relational trust and confidence in the future; and providing the necessary goods and services to enable a viable level of functioning to return. Following a disaster it operates in a time-compressed and non-routine environment that can be described as 'novel'.
- Government can be perceived by community as an entity and not always differentiated into local, state and federal government, or by department or agency. The funding that is provided by the various levels of government for the services delivered by community-based or not-for-profit organisations is not always recognised as such and so governments' role is not always visible.
- The political ecology of disaster is particularly relevant to government and communities, being 'the study of the politics of recovery that shape post-disaster socioeconomic power relationships impacted by natural hazard events and recovery interventions' (Glavovic 2014, p. 210).

2. The social system and disaster recovery

- Community can be viewed as a complex social system, which, when impacted by disaster, undergoes rapid change that is fluid, dynamic, variable within the community and between communities, has different trajectories, a multitude of actors and multiple potential outcomes.
- The disaster disrupts the implicit social order that is maintained by the common values and activities of the community members and normal routines are replaced by improvised responses to immediate needs.
- Disasters are essentially 'non-routine social problems', and principle risks that complicate recovery after disasters include: (i) issues of interdependence; (ii) the influence of social power in defining the issues; and (iii) the dynamism of the changes that occur over the course of recovery.

While the following terms 'community' and 'government' are discussed in the *Australian Disaster Resilience Community Recovery Handbook (AIDR 2019)*, further research offers insights into the non-routine and our framing of these.

What do we mean by 'community'?

Community can 'mean very different things to different people and those who want to mobilise community in order to increase social cohesion and adaptive capacity need to use the word thoughtfully and carefully' (Williams in Mulligan 2018).

Community is a term that is commonly loosely used to refer to locality or place-based, and we are particularly focusing on place-based in this examination of 'community-led' while recognising there are

¹⁸ The way the problem is framed is key to opening up to multiple solutions (Handmer & Dovers 2007, p. 83; McLennan & Handmer 2014, p. 87).

other responses to community-led that are not like place-based – for example, support groups set up after terrorist acts that may be widely dispersed.

Our visual of the community and government in Figure 1 is not a static picture but one in which organisations may come and go, people within those organisations will change, people in communities will move out or in to them, and so it is a picture of community formation and constant reformation.¹⁹ The dynamism and multifaceted nature of communities is one of the challenges faced if government agencies are not in relationship with the community or if they don't have some way of finding out about the invisible social infrastructure, forming and reforming.²⁰ Mulligan (2018) speaks of relief workers encountering communities that are coming into and out of existence, and in their interactions and assistance they themselves, as agencies, play a role in the construction or deconstruction of community.

'In the modern world, individuals no longer inhabit a single 'public sphere', and this means that 'communities can be imagined and enacted as mobile collectivities, as spaces of indeterminacy, of becoming' (Mulligan 2018, p. 4). We need to think of community as 'not fixed and given but locally and situationally constructed' (Mulligan 2018, p. 4).

Interestingly Mulligan (2018, p.3) also observes that 'people are most likely to think about the importance of community when they feel it has somehow been lost or is missing', which is particularly the case after a disaster, and that the search for community continues because it 'offers people what neither society nor the state can offer, namely a sense of belonging in an insecure world' (Mulligan 2018, p. 4).

How we have defined government for the purposes of supporting the use of community-led approaches while maintaining coordination

While this report is primarily for the state government agencies that drive policy and operations for human and social recovery and provide regional coordination, government of course encompasses local, state and federal. Some consider that the agencies employed to do recovery work are acting on behalf of government, be they an NGO that sets up a recovery centre or a community-based organisation offering practical assistance for immediate and medium-term needs, and therefore can be seen as an extension of government. It is important to also recognise that people in a disaster-impacted community might not recognise who they are working with. Research shows there may be no recognition of local, regional and national inputs into the disaster recovery (Aldrich 2018) from the local community perspective.

¹⁹ Mulligan (2018) says that the existence of community can never be taken as a given due to the twin principles of incompleteness and impermanence. Community only exists in the contemporary world to the extent to which it is 'wilfully constructed' (Delahunty in Mulligan 2018).

²⁰ Social network mapping is becoming an increasingly valuable tool to give a snapshot in time of the invisible social infrastructure.

Appendix C: The challenge to government and communities

Some recovery branches, such as members of the Social Recovery Reference Group (Department of Health and Human Services, Vic.; Department of Human Services, SA; Department of Health, Tas., Territory Families, NT; Department of Justice, NSW; Department of Communities, WA, ACT and Qld) are a part of both the emergency management sector and the business-as-usual government support of community functioning. As such they have particular 'business as usual' and community risks they seek to manage and aspirations they work towards with community, alongside their agreed roles and responsibilities to respond to the non-routine shocks to the community system and assist the adaptation and transitioning to, once again, a routine functioning.

The impacts of disaster are essentially a social problem (Kreps 1996) if we take the anthropogenic view that our economic and environmental systems and built environment support our societies. The community is necessarily at the centre, and government seeks to assist communities to navigate the risks to its own wellbeing, continuity, resilience and sustainability (Argyrous 2018). The drivers include the public good and economic sustainability and considerations of societal values such as equity (intergenerational), individual and collective cultures, the environment and liberties (Department of Home Affairs 2018c).

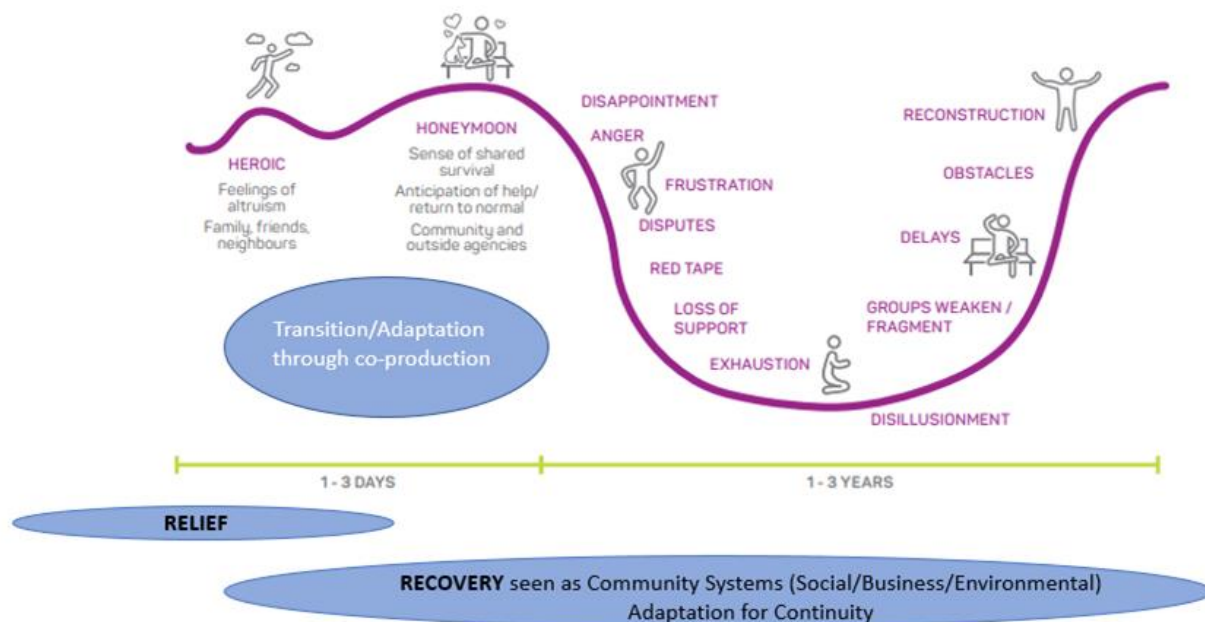
The systems working together to support community-led approaches to addressing the risks that disaster impacts pose to community (wellbeing, continuity, sustainability and resilience relating to non-routine circumstances) include both the more loosely and free association systems of community and the organised and regulated systems within government (along with the private and other non-government providers of services that might be either funded by government or operate alongside) (see Figure 1). Figure 1 (based on Eileen Conn's (2011) 'space of possibilities') attempts to illustrate how these systems interact in the space of co-production and this has been discussed in sections 1 and 3 of this report. We have defined also in Figure 1 the goal, what success looks like and how government might support this, with successful recovery relying on the foundational National Principles for Disaster Recovery.

Adaptively responding to what the community is experiencing in relief and/or recovery, implications of scale and challenges

For this report, relief is defined as providing assistance to meet the essential needs of individuals, families and communities during and in the immediate aftermath of an emergency. Recovery is defined as, 'The restoring or improving of livelihoods and health, as well as economic, physical, social, cultural and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development and "build back better", to avoid or reduce future disaster risk' (United Nations General Assembly 2016, p. 21).

If we take a community perspective, based on what people individually and collectively experience (Figure 6) and look at the period of relief and recovery, we see that relief usually occurs during the heroic and perhaps honeymoon phases (depending on magnitude or scale of impact) and recovery, or restoration of livelihoods, health and assets etc begins also in the heroic phase and continues through a rollercoaster of experiences at both the individual and community level beyond reconstruction to a sense of a new normal. Recovery can be seen as the adaptation of community systems and it involves co-production with community and is not addressing an immediate threat to life or property that the response and relief is concerned with.

Figure 6: Different phases that individuals and communities *might* experience after a disaster



Adapted from Cohen & Ahearn 1980 and DeWolfe 2000 – source: *Community Recovery Handbook*, p22, adapted with overlay of ‘adaptation through co-production’ framing and relief and recovery time-frames.

The Canterbury District Health Board in New Zealand, with a shared concern and responsibility for wellbeing, framed its communications campaign ‘interventions’ in terms of where the community was at in the phases of recovery,²¹ noting that this is not linear and will be at a different pace and direction for different individuals and communities, and yet at a population level this could be gauged and responded to with initiatives. The initiatives included:

- Heroic phase (or subsequent events): Sharing practical tips on how to manage adrenaline, look after each other and ‘get through’. Some Cantabrians saved lives in this phase and initiated the Student Volunteer Army, which continues today with a 3,000-strong volunteer base.
- Honeymoon phase: Community visions were captured in the ‘Share An Idea’ creation process.
- Disillusionment phase: All Right? was launched to support people through this phase and beyond by validating the big emotions people were feeling and reminding people to do simple things to feel good using an evidence-based framework.²²

These initiatives were health and wellbeing focused and, while the ‘Share An Idea’ was integrated into the broader governance and influence on the decision making, the All Right? campaign centred on normalising, supporting and responding to community need regarding wellbeing.

In the case studies companioning this report, the juxtaposition of disasters that affected smaller populations with the larger scale of impact of the earthquake in 2011 in New Zealand showed clearly that scale will affect how government might approach the support of re-establishing the health, wellbeing and connectedness of communities and their involvement in action and decision making. A different recovery response is required for the larger scale impacts. The common factor, whether a large or smaller impact, is the focus on working at the local level and co-producing adaptive approaches to respond *with* communities to their needs.

²¹ See the [He Waka Ora website](https://hewakaora.nz/anticipate-journey) <<https://hewakaora.nz/anticipate-journey>>.

²² [Five Ways to Wellbeing](https://www.gov.uk/government/publications/five-ways-to-mental-wellbeing) <<https://www.gov.uk/government/publications/five-ways-to-mental-wellbeing>> include actions (i) connect, (ii) be active, (iii) take notice, (iv) keep learning, (v) give.

The challenges faced by governments

The challenges we know are faced by local, state/territory or national-level agencies working in the time-compressed and novel environment after a disaster, providing real-time coordinated relief and recovery responses, and looking to support community-led approaches include the following:

- **Work for the common good** to achieve the best outcome for the most people²³ in an environment of competing demands. This includes designing and adapting government policies that have clear objectives in order to apply policies equitably and yet flexibly, according to need. Working in this environment with affected people, holding both the ethic of care and the ethic of justice or equity (often as it is judged by society) can prove an enormous difficulty. 'At the heart of their work is the exercise of judgement and the use of discretion in the application of policies to particular cases, or the implementation of policies where there are no precedents, or the operationalisation of rule-governed systems in the full knowledge that no system can ever provide guidance for every eventuality' (Hoggett, 2006). This is highly rewarding work with implications for the recovery of traumatised communities.
- Handle the **massive increase in the communications and actions** required for **coordination and collaboration** between individuals, groups, volunteers, professionals, governments and the private sector within a continuing uncertain, complex and rapidly changing environment. Volunteers may be from the local community and 'emerging voluntary organisations' in the 'novel', non-routine environment.
- Maintain **accountability** and mechanisms for both creating and protecting public value. The art in recovery is to **provide an environment for innovation** while ensuring that government responsibilities, including **prudent control of resources** are being met.²⁴
- Knowing who the natural community leaders are and who is best to engage with them and how.
- To both lead and be led by those in power in the government system and respond to community voice. This involves a shift from **seeing community voice** not as 'critique and opposition directed against remote bureaucracy', but rather **as an 'expert discourse and a professional vocation'** (Rose in Mulligan 2018). This is a challenge to organisational culture and an attitude that needs to become more widespread for the support of community-led approaches to work.
- Working for ministers and their advisors and balancing their requirements with achieving timely responses with the systems and services required to support people and whole communities as they recover. The **sharing of power** is intricately bound up in the public discourse dimension that frames our meaning-making as individuals, communities and a society. The political dimension and media objectives can deeply shape the trajectory of this narrative and a communities' recovery, as can community political power.

Some of the challenges faced by agencies when supporting community-led approaches include workers understanding the parameters, and their ability to reliably following through on various promises being made to the community when there are broader policy implications and coordination considerations. Workers involved in recovery interacting directly with communities generally speak of their time as both

²³ Marsh et al. (2018, p. xxi) in their preface, offer this as what should be aimed for in the recovery process: 'Organizations working with individuals and communities recovering from disaster experience how complex and challenging it is to achieve the best outcome for the most people, particularly when they are in transition or trauma', Reilly et al. (2011, p. 341) similarly speak in terms of 'attempting to ensure the best possible outcome for the greatest number of people.'

²⁴ Innovative approaches are challenging to implement with 'part of the problem being that those at the centre of government perceive that their position will be undermined should they be open to new voices, to admitting and discussing failure or to explicitly seeking advice' (Shergold 2015, p.79). Shergold (2015, p. 80), reporting on the Australian public service, goes on to say 'from what I have seen in the course of this review, many parts of the APS are well-positioned to get on with the business of implementing adaptive approaches to government. They are prepared to innovate, manage the risks, learn from experience and be held accountable for the results. They are waiting for permission to start.'

the most challenging and yet the most rewarding of their careers, having witnessed positive and generative individual and community-level results after the incredible challenges faced.²⁵

When community is providing leadership and government can be responsive to this it involves agencies:

- understanding who the legitimate and authentic community **representatives** are, listening to and supporting them, and responding in a timely manner
- catering for the **differential trauma, the loss and disruption** experienced by individuals and different communities and therefore their **readiness to participate in the governance** that concerns them
- working out whether and how to work with and support the local (place-based) community initiatives (spontaneous volunteers have recently been re-named 'emergent volunteering organisations') after disasters in communities (e.g. neighbourhood houses, church hall committees), in the role they choose to take on in their communities.²⁶

Partnering involves understanding the challenges faced by communities

What are the challenges to those in communities impacted by a disaster who represent and/or lead their communities is the impost on their lives? Many speak to the overly taxing experience of working to help their community recover, or working within the system, even though they have had incentives to begin this work (generally altruistic). The impacts include personal exhaustion, social fragmentation, a loss of community cohesion and an experience of community conflict.²⁷

Community members, not necessarily community leaders, who are employed or put in positions of voluntary responsibility for the distribution of resources might also experience instances of conflict within their own communities, which years later might affect their sense of belonging in their community.²⁸

These challenges are held alongside the benefits experienced by community members involved including a sense of collective action and therefore agency, having opportunities to draw on and build on the strengths of individuals and the community, and their experience of empowerment through governance structures that give them voice for their community.

There are no recipes for how to support all types of communities dealing with the consequences of what are very different disaster impacts and flow-on consequences. It is a dynamic and catalytic environment where understanding the context and the complexity of the circumstances are paramount. Therefore, the National Principles for Disaster Recovery remain the primary go to resource for approaching the task of supporting communities' recovery in a community-centred way. These principles need to be considered not just in the direct interactions we have with communities but also in the systems and structures government can create or co-create with communities to support the use of community-led approaches to recovery.

²⁵ Loraine Johnston, personal communication, July 2019.

²⁶ Many emergency volunteering organisations come from outside the community as well and this poses coordination challenges and is not considered in this report examining community-led recovery.

²⁷ Community Recovery Committees 2009 Victorian Bushfires 2011; FRRR 2015

²⁸ Personal communication <name withheld> after <event withheld>; Recovery Hub worker – 2011 Floods, Victoria.

Appendix D: Mechanisms for sharing responsibility

Table 3: Overview of mechanisms for sharing responsibility

Type	Examples	Influence on responsibility-sharing
Vision statements	<ul style="list-style-type: none"> National strategies and policies Statements of principle Mission statements Social and ethical codes Non-binding declarations of rights 	Steer and mobilise responsibility sharing by outlining what it should achieve or look like (not strongly enforced or formally agreed to by the parties involved)
'Hard' laws and regulations	<ul style="list-style-type: none"> Constitutions Charters New, amended or extended laws Traditional regulation Quasi-regulation (enforced) 	Prescribe and compel responsibility sharing through the use of legal obligations and authorised sanctions/penalties
'Soft' interventions	<ul style="list-style-type: none"> Financial incentives and disincentives Direct government delivery of public services Quasi-regulation (voluntary) Monitoring and evaluation systems Informational/persuasive campaigns 	Encourage responsibility sharing by influencing decision making, behaviour or access to services and resources
Contracts and agreements	<ul style="list-style-type: none"> Treaties and conventions Legally binding voluntary contracts Public/private partnerships Hybrid public/private administration Voluntary non-binding agreements Agreed declarations of intent Social relationships of reciprocity 	Establish relationships for responsibility sharing and clarify what is expected of the parties involved (may be binding and subject to penalty or non-binding and without penalty)
Collective inquiry and decision making	<ul style="list-style-type: none"> Votes Formal public inquiries – binding Formal public inquiries – non-binding Public consultation Deliberative/collaborative decision making Participatory disaster/risk management 	Collectively query and/or decide where responsibility lies and/or how to share it
Organisations and associations	<ul style="list-style-type: none"> New department, committee or overseeing body Restructure of existing agencies/institutions Government-initiated community or industry associations Self-initiated civic or industry associations Multi-party partnerships and collaborations 	Change or strengthen relationships among parties to facilitate responsibility sharing or create authority to influence responsibility sharing

Type	Examples	Influence on responsibility-sharing
	<ul style="list-style-type: none"> • Policy networks • Interagency coordination and collaboration 	
Social norms	<ul style="list-style-type: none"> • Workplace/professional culture • Traditional knowledge/management regimes • Emergent organisation and leaders • Social movement/protest 	Establish informal, shared rules of engagement to share responsibility and/or impose social incentives and sanctions

Adapted from McLennan & Handmer 2011

Appendix E: Broad systemic enablers supporting community-led approaches to recovery before, during and after disasters

A. Build the foundations for relational trust

Trusted relationships feature as a critical foundation in working in the non-routine environment with communities (Schindler et al. 2014). Schindler et al. (2014) identify different types of trust – trust in agencies and trust in individuals. They go on to define the characteristics of trustworthiness to be based on perceptions of ability, goodwill and integrity. These are mirrored by findings from the school sector about the key aspects of relational trust in school settings, which have been used here in application to community settings, with agencies and communities working together in the space of co-production. Adapting this, we suggest that key aspects of relational trust (adapted from Bryk et al. 2002) in the 'space of co-production' might include the following:

- (i) Respect – recognition of the role that each person has in working together, and the mutual dependences that exist among the various parties involved in recovery. Key in this regard is how conversation takes place within a community and agencies. A genuine sense of listening to what each person has to say marks the basis for meaningful social interaction.
- (ii) Competence – how others measure the value of the persons contribution to the community, or performance. Referring to informal observations or recognitions that are always being made in the community setting, both positively and negatively.
- (iii) Personal regard for others – when community members sense being cared about, they experience social affiliation of personal meaning and value. Such actions invite reciprocation from others and thereby intensify the relational ties between them.
- (iv) Integrity – the consistency between what people say and what they do. Actions are about advancing the common good in a non-routine environment. Government demonstrates integrity when they operate adaptively and take risks in collaborating.

Relational trust can be built without prior relationship, for example, the work of the WA Department of Communities Recovery Team after the Waroona Complex Bushfires in the communities of Yarloop and Cookernup. The team was chosen based on experience, availability and ability to work in the affected area (geographic considerations). Some workers were driving an hour north to Harvey and others 2.5 hours each way from locations near Perth. The recovery officers were on the ground both in response and recovery, holding weekly and then fortnightly meetings alongside the community resource centres or associations (in Yarloop and Cookernup) in the communities for two years. Workers speak of it as one of the most humbling jobs they've ever done, and some are still connected to the towns. Community members noted that in the initial start-up of the recovery, community members were suspicious of those coming from state government, so it took time to build the relational trust.

What is beneficial is to build these trusted relationships over time and before disaster (Aldrich 2018) – for example, in Nauiyu where a place-based community development officer has been living in the community since 2013 (supported by Red Cross Community Programs funding). The community was evacuated due to flooding in 2016 and again in 2018. Continuity of relationship within the community assisted understanding, collaboration and decision making regarding the set up and work with the community in the evacuation centre. Maddy, the community development officer commented:

'I have over this period built up the trust of the community Elders and as a result been able to effect change in the way community responds to situations of emergency and great sorrow or stress ... Trust is built from the community getting to know you and know they can rely on you in both the good and the bad times. I have tremendous respect for the community and their resilience in times of adversity. As a result of this I was included in many of the decision-making committees and was

relied upon to help in many various situations. I was also able to establish a good rapport the young people of the community gaining their trust over the years I have been there.'

Community leader Miriam Rose Ungunmerr describes a 'learning mindset' as an attitude that fosters relational trust. From her narrative, central to this are aspects of respect, which includes non-judgement, and integrity, which includes not being driven by the fear of failure.

The key aspects of respect, competence, integrity and personal regard were critical factors in many of the case studies, enabling agencies to be responsive to community-initiated actions and/or perspectives. Some of the hinderances to establishing trust include the instability of the recovery workforce and frontline workers needing to rotate to sustain their work. Also emerging from conversations broader than the cases studied were some instances of dissatisfaction from the local community about the representative voice of local government in this context, their skills and knowledge of the recovery environment and their ability to respond to support community initiatives in a timely way.

B. Observe the conditions for co-production

Four conditions are proposed by Elinor Ostrom (1996) for enabling coproduction that is more effective than either government or citizen production alone. McLennan (2018) writes that 'these four conditions were proposed by Ostrom at a time when research was focused on coproduction that was individual rather than collective and led by public officials rather than citizens. More recent research suggests that Ostrom's original four conditions still hold for collective coproduction.'

The four conditions for co-production are:

- (i) **Complementarity** – 'this condition is met if the contributions of the parties involved are complementary not substitutive (e.g. the contributions of each party adds value rather than replaces the contributions of the other). When the condition of complementarity is met, it reduces the likelihood of government offloading, as ongoing contributions of both citizens and government are recognised as different and necessary for achieving service quality and outcomes' (McLennan 2018, p. 3).

An example of this is the community action after the Sherwood Fires. The natural leaders in the community came to the fore and the government agencies complemented their actions, offering of expertise around what they knew to be strategic issues into the future and the benefits of the coordination enabled if the community chose to set up a recovery committee, which they did.

- (ii) **Authority** – 'The authority condition is met when all parties are able to influence and change the way the service is produced' (McLennan 2018, p. 3)

This occurred in the Ravenshoe Appeal Committee, consisting of some local community members, with the governance structures enabling decision making and the authority to take into account information from the case coordination group and the recovery committee to ensure they were making equitable allocations of funding.

In conversations around the country about this topic, multiple stories emerged of situations early on in the recovery where community members claimed to represent the community but turned out not to be legitimate and authentic community leaders. Authority and authentic, legitimate leadership in a community sometimes depends on who you ask. An understanding of the social networks, community history and current context was key to discerning this when working with communities. This is about relationships, and tools such as a current, comprehensive community mapping, or social network analysis²⁹ may assist.

²⁹ See use of social network analysis as an evaluative tool for relationships in collaborations. See the [ARACY factsheet](https://www.aracy.org.au/publications-resources/command/download_file/id/238/filename/Advancing_Collaboration_Practice_-_Fact_Sheet_10_-_Evaluating_collaborations.pdf) <https://www.aracy.org.au/publications-resources/command/download_file/id/238/filename/Advancing_Collaboration_Practice_-_Fact_Sheet_10_-_Evaluating_collaborations.pdf>, page 3., which refers to Provan et al. (2005).

In the case of Sherwood a community meeting hosted by the Country Fire Service was held four days after their fires, with 100 people attending. At this meeting the SA Police spoke about what they did and why they did it. At one stage also a leading community member stood up and spoke to the people gathered with words such as: 'It's not the first fire we've had a fire and it's not going to be the last and we've got to work together...'. He received a round of applause and those agencies that came from outside the community immediately knew he had credibility with those that were there and was a legitimate and authentic community leader, speaking to the heart of things for many in this community. This community member, along with a number of others, were key people of authority in the community and chose to work with government who supported them to lead their recovery.

(iii) Credible commitment refers to the need for trust, recognised legitimacy and a sense of mutual obligation to be built among participants

Drawing on both the case studies and broader anecdotal stories of community recovery from around Australia, typically community representatives or leaders involved in their community's recovery demonstrated credible commitment and were trusted members of their community. In fact, the voluntary time committed to recovery committees and practical support of their community was extraordinary. For example, the Bundaberg Rebuild Group consisting almost entirely of committed volunteers, and the Ravenshoe Appeal Committee who, while they were from both outside and within the local community (in their role representing a profession or organisation), volunteered all of their time.

(iv) Incentives must be present to encourage people to contribute, for example, through recognition or encouragement and appropriate support from their organisations and networks

Post-disaster incentives for community members might be recognition, perceiving that you are making a difference through your personal voice and agency, belonging, identity through the opportunity to contribute and altruism. The long-term nature of the period of recovery for a community means that community members and groups, while committed, typically find it difficult to sustain the continuing voluntary effort required to support collective action after disaster.

The innovative Skills, Training, Engagement and Practical Support (STEPS) program, run by the Foundation for Rural and Regional Renewal (FRRR) from 2011 to 2014 and utilising funds managed by the Victorian Bushfire Appeal Fund, determined some issues and supports for volunteer fatigue, encouraging local leadership and partnerships and sustaining this over the long term.

McLennan (2018) identifies leadership and its impacts on government–citizen relationships and power sharing in co-production as an important area that needs further research. We would add to this the area of supporting volunteer fatigue over the long term of a community's recovery.

Recommendations from the FRRR (2015) STEPS report to manage volunteer fatigue include:

Build-in existing resources and support for volunteers at the outset of programs to support the new workload and help minimise stressors on already fatigued individuals.

Better support projects and groups by ensuring project administration functions are integrated into the project. This could be done through paid project support and administrative positions, or by allocating a support function to administer a number of groups' requirements.

Recognise and support the volunteers. A free lunch, time for a coffee or a recognition get-together goes a long way in keeping volunteers engaged and motivated to deliver.

C. Providing facilitative scaffolding

Owen (2018), in investigating the very question this report is exploring, found that 'Government's primary role is to provide scaffolding within which communities can lead' (p. 67). The scaffolding work that SRRG member agencies do in providing coordination services for both human and social recovery or for some

members regional or district recovery (across all recovery domains) is critical to supporting community-led recovery. The different types of 'scaffolding' provided and the way they are provided, including how community is involved, matter.

Providing facilitative scaffolding for SRRG member agencies wanting to support community-led recovery involve the following:

(i) Provision of coordination, involving boundary-spanning leadership

Currently we most commonly see this in the recovery committees that are set up, typically after disaster (more on this in 'D. Co-designing participatory governance'). Some jurisdictional initiatives have begun involving planning regimes at local government or regional/district level that 'bolt in community' from the very beginning and give voice from the very start *in recovery*. This requires robust forms of civic engagement in terms of involvement of communities in the decision making structures (see D. (i)).

Some area committees are starting to take into account community continuity or recovery *before a disaster occurs*. An example of this is the pilot Community Resilience Networks and Local Recovery Planning in NSW. This network is for the Local Emergency Management Committee to engage with local businesses and community groups. The first workshops with these groups explained arrangements, mapped out the community organisations and activities in previous events and considered the organic nature of the local agencies. They are incorporating in the council's vision for community, setting the context with a focus on how the community operates and including the social profile as an annexe to the recovery plan. This may also contain how a community has responded and adapted to changes before, and the changing profile of that community.

An example of boundary-spanning leadership was the community recovery officer employed a number of months after the fires on the east coast of Tasmania in 2006 (see case study in companion document). He provided leadership across both the Community Recovery Reference Group and played a representative role on the Affected Area Subcommittee (with the authority to make decisions about projects and funding). Williams (in McGuire 2006) found that the competencies of 'boundary spanners', key agents who manage within an interorganisational context, include: 'building sustainable relationships; managing through influence and negotiation; managing complexity and interdependencies; and managing roles, accountabilities and motivations' (McGuire 2006, p. 38). 'The skills that make up these competencies include communicating to create shared meaning, understanding, empathy, conflict resolution, networking, creativity, innovation, empowerment, and building trust as the "lubricant".'

(ii) Implementation of soft interventions (Igalla et al. 2019; McLennan 2018). To facilitate community engagement and involvement over the long term of recovery/community adaptation as well as to continue to monitor where the community needs are, typically the services provided might be:

- Case management or practical assistance offered to individuals and families. When deidentified, aggregated, and shared with coordinating committees, this population-based information can feed into the coordinating committees for strategic decision making.
- Community development functions through community development/resilience/recovery officers being employed to work with the community. Examples from the case studies include the professionals employed on the east coast of Tasmania in 2007–08 and the facilitators of the Asset Based Community Development program approach in Gippsland after the 2013–14 fires.
- Communication – this is integral to recovery but beyond the scope of this report.

Approaches to service design is critical. Sangiorgi (2010) reports on designing services as a means for supporting the emergence of a more collaborative, sustainable and creative society and economy and suggests the adoption and adaptation of principles (see Figure 7) and practices from organisational development and community action. These principles were used to explore a case study in emergency management by Akama (2014, p. 173) and she finds that 'what were being "designed" were not just a

service performance, but people's adaptive capacity for survival as well as the practices of those who attempted to enable transformation'.

Figure 7: Transformational principles



Source: Sangiorni 2010

Recovery is a collaborative venture and so the collaboration skills sets identified in the literature review (Dibley et al. 2019, p. 22–23) are critical as the conversation of recovery between individuals, the whole community, NGOs and government takes place.

(iii) Advisory/technical service provision (Igalla et al. 2019)

Knowing the recovery environment and what is typical for communities to experience enables regional recovery officers to provide advice on human and social, or broader recovery issues in the new context they are in, through co-production with the community. This includes exploring the shared goals for the community and creating/innovating on potential solutions. This was evident in the Bundaberg Floods 2013 case study and the Sherwood Fires Community Recovery 2018 case study, with the support of experienced recovery personnel from government working alongside the community. They were actively cooperating on the realisation of shared goals (Igalla et al. 2019).

A number of community leaders and place-based organisations who have experienced disasters are partnering with Red Cross to provide mentoring services to other communities, before and after disasters.

(iv) Supporting through financial means such as grants and subsidies (Igalla et al. 2019; McLennan 2018)

Financial support for community-led approaches include government at all levels or non-government (appeals and fundraising) or corporate support for:

- Positions that involve coordination or community development approaches. Examples include from the case studies, the Bundaberg Floods rebuild coordinator, east coast Tasmanian community recovery officer and the community development officers in Gippsland.
- Grants programs. Examples include the Ravenshoe Appeal Committee putting aside 5 per cent for initiatives that would assist recovery of the whole community. Other community recovery grants that have been used by jurisdictions include Flexible Funds for Community Development, the purpose of which is to lessen the impact and enable local community organisations to implement strategies and

actions that support and encourage community self-reliance and empowerment. These include restoring community infrastructure and strengthening leadership and capacity through social and economic development support.

- In Australia, the presence of community foundations and philanthropic organisations such as the FRRR and Australian Red Cross, not to mention many church-based organisations or community-based organisations, offer mechanisms that can enable ‘community-led’ allocation of funding. FRRR in particular focuses on grants rounds for communities (where funding is available), beyond the first year, recognising this is often when communities might have a need for resources for community-led initiatives and the funding has ceased.

D. Co-designing participatory governance

Governance means ‘to steer the process that influences decisions and actions within the private, public and civic sectors’ (O’Leary et al. 2006, p. 7). Participatory governance is the active involvement of citizens in government decision making. To co-design the governance of aspects of recovery with communities might seem utopian; however, below (D part iv in this section) we will discuss the collective impact work of the Stronger Families Alliance in NSW before and then after recovery, which demonstrates that much of the strategic and generative work of energised self-organised communities can be supported by joint fiduciary governance (between government and communities).

The Queensland Inspector General for Emergency Management, in its recent review of the efficacy of recovery governance, took the UNESCO’s (2019) definition of governance as a best fit for recovery governance:

‘Structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment, and broad-based participation. Governance also represents the norms, values and rules of the game through which public affairs are managed in a manner that is transparent, participatory, inclusive and responsive. Governance therefore can be subtle and may not be easily observable. In a broad sense, governance is about the culture and institutional environment in which citizens and stakeholders interact among themselves and participate in public affairs. It is more than the organs of the government.’

The governance of recovery across Australian states and territories comes about through the plans and frameworks for recovery that support emergency management legislation enacted to support communities in disaster and governments to articulate their responsibilities. Local government has a leading role in this and is supported by states, while territory governments are often more directly involved.

Decisions about the recovery of a community generally take place through committees at local or state level that liaise with or have overlapping membership with the coordinating committees for the different aspects of recovery such as human and social, economic, built/infrastructure, natural environment and for some agricultural domains. For some disasters, community engagement is used to inform these decisions. The extent to which this qualifies as ‘participatory’ governance varies.

After larger disasters we have seen legislation passed to make clear the decision making responsibilities and enable timely recovery – for example, the Canterbury Earthquake Recovery Authority that was formed as the public service department of New Zealand charged with coordinating the rebuild of Christchurch and surrounding areas after the February 2011 earthquake and remained until its closure in 2016; the Victorian Bushfire Reconstruction and Recovery Authority³⁰ established three days after the 2009 bushfires and handed over responsibility for remaining tasks to other organisation on 30 June

³⁰ VBRRRA was responsible for coordinating the rebuilding and recovery from the 2009 Victorian Bushfires with key areas of focus: people and communities; reconstruction; local economies; and environment. The Fire Recovery Unit was put in place after VBRRRA.

2011, and the Queensland Reconstruction Authority³¹ established in 2011 for two years after the unprecedented natural disaster events in that state and since 2015 is now a permanent agency in Queensland.

During the large and complex recovery processes in New Zealand from the Canterbury earthquakes different levels of coordination or consultation or engagement occurred with different groups. While from one perspective this was centrally led, there was dynamic engagement across many interests in the community along the way. It was always necessary to be clear about which 'communities' mattered and in which arena, and at what time. For example, the city redevelopment relied upon private sector investment and development along with Crown investment, directly through capital investment in anchor projects and indirectly by the Crown taking leases in buildings developed by private investors, thereby activating the Central City.

While a range of criticism emerged about the lack of meaningful engagement with the community, some of the critics were perceived to be people with preferences 'for particular outcomes but with no intention to themselves invest or take a commercial risk³²'. In response to criticisms the Canterbury Earthquake Reconstruction Authority responded by increasing the number of local workshops and broadening the community consultation process. Engaging with relevant communities of interest along the way was an important consideration; the tension for the reconstruction authority was to understand which communities were relevant to which endeavour.

The governance of course needs to be scalable and states do have in place adaptable and scalable governance structures. How community voice in decision making is incorporated, at all levels, is not mandated, but it is generally based on a principled approach and the involvement of local government. As mentioned in this report, members of communities are not always satisfied with local government as their representative. The resources required to fulfil inclusiveness and equity in broad based public participation and empowerment (UNESCO's definition of governance above) are particularly important after a disaster. Community accountability frameworks being used in the humanitarian sector might be considered for use by governance committees and agencies working for non-routine situations with communities.

Queensland's Inspector General for Emergency Management (2019) recently released a review of the efficacy of recovery governance and found that the state has the structures, arrangements and plans in place to manage and support community-led recovery. They found that structural adjustments will improve efficiency and communication and identified opportunities to change the culture of recovery for the benefit of citizens.

Active involvement of citizens in governance can occur through:

- involving citizens in structures that are set up in government for decision making (McLennan 2018) or taking it one step further and involving citizens in setting up the structures in which they can participate in the decision making

³¹ The Queensland Reconstruction Authority manages and coordinates the Queensland Government's program of infrastructure renewal and recovery within disaster-affected communities, with a focus on working with state and local government partners and delivering best practice administration of public reconstruction and resilience funds. Following the unprecedented natural disaster events that struck Queensland over the summer months of 2010–11, the Queensland Reconstruction Authority was established for two years under the *Queensland Reconstruction Authority Act 2011*. Through Ministerial Direction (under the Act), the authority was later made responsible for all Natural Disaster Relief and Recovery Arrangements work from 2007 to 2012. Subsequently, the *Queensland Reconstruction Authority Amendment Bill 2013* was passed on 14 February 2013 to expand the jurisdiction of the authority to include recent events of 2013, extending the term of the authority to 30 June 2015. On 11 June 2015 the ongoing need for the authority was recognised when a legislative amendment was enacted to remove the expiry date from the *Reconstruction Authority Act*, making the authority a permanent feature of Queensland's disaster recovery operations. The stability created by permanency is seen by the authority as a positive step in acting to reconnect, rebuild and improve Queensland communities following natural disasters.

³² Personal communication, Baden Ewart, 20 July 2019.

- creating conditions to generate and empower public wisdom (McLennan 2018) (engagement and participatory processes)
- understanding power and participation cross-culturally (Igalla et al. 2019) and using inclusive practices (House et al. 2004)
- actively cooperating on the realisation of shared goals.

We have defined success in community-led recovery as being attuned and responsive to what the community defines as success, its outcomes and values (see Figure 1). Consideration and support of the impact of disaster and support for community members participating (with the exhaustion and burnout that is ever possible) after a disaster needs to occur in all of this. In recovery, working with community after a disaster will occur in the context of that community but in an environment differentiated from the routine because of the impact of trauma on whole communities and the short–medium term implications of our systems stalling, particularly the responsiveness of economic and social systems that then make this a particularly time-compressed environment. These have led to some unsubstantiated beliefs about using community-led approaches after disaster. In the interest of space and focus, these are included in Appendix F, which further discusses participatory governance.

The first three points listed above, about the how the active involvement of citizens in governance can occur, are expanded on below.

(i) Involvement of citizens in the governance (structures for decision making) (McLennan 2018)

While the governance might already be apparent in the arrangements, the art is to adapt this to the context of the community and the disaster. Discussions with various national, state, local government officers and community members raised the following considerations:

- Setting up community recovery committees that are interim to begin with, while the terms are agreed for the ongoing role and commitment required for the longer term. This then doesn't lock community members in to the positions they have volunteered for and allows for other representation when the time is right for others.
- Design engagement that reflects the community; for example, in Moyne Shire after the 2018 St Patrick's Day fires, community development officers engaged with the community and feedback on how the community wished to be engaged led to them using a Country Fire Authority operations van parked on roadsides in farming areas on a weekly basis. They did not want community recovery committees or recovery centres but preferred that the services come to them. The benefits of the van visiting to the farmers was that they didn't have to change out of their work gear, they could meet with other agencies who came to the van to provide information and services, local networks were built and strengthened (they met their neighbours and some had not met them previously) and care was demonstrated for a long period.
- In some situations it can be difficult for government to discern who the authentic community leaders are in the early days and to work openly with all who put themselves forward for consideration. Several examples of self-initiated groups that formed who were not recognised or trusted as legitimate community leaders by the locals were given.

The different categories of governance have been identified by Chiat et al. (2004) as fiduciary, strategic and generative (with all three equally important). The fiduciary arrangements sit within the arrangements in states and territories, federal and local government in the recovery space but are not the only or the major drive of the governance.³³ The closer you get to the local level the more the strategic goals are the drivers. With community-led recovery, and the involvement of community in governance, the generative mode of governance is critical (and we are alluding to the typical governance in recovery that is constructed by government apart from a situation like the Strathewen Community Renewal Association where they constructed their own). In this generative mode of governance, the decision-makers in the

³³ Eric Boardman, personal communication 20/10/2018

committee or group's core work involves reconciling value propositions, managing accountability, discerning and framing adaptive issues, thinking collectively and assessing circumstances. It essentially involves generative thinking by the group. Altering the manner in which issues are considered creates different and new ideas and draws on a larger pool of creativity.

The East Coast Bushfires in Tasmania in 2006 and the recovery structures set up five months into the recovery to give voice to community priorities is example of generative governance that was responsive to community. What was key here was the relationship between the Affected Area Recovery Committee (AARC) (at state level) and the Community Recovery Reference Group (CRRG) (at the regional level incorporating a number of communities). These committees jointly agreed to the criteria for prioritising recovery projects and then the locally led project prioritisation (through the CRRG) and funding allocation was facilitated by this. Critical to this approach was the disaster recovery coordinator, who acted as a trusted independent partnership broker or mediator, worked with both the communities through the CRRG and also represented them at the AARC. While hosted by the local council, this position was independent of the local government, paid for by the state (with Category C Natural Disaster Relief and Recovery Arrangements funding) and auspiced by the Red Cross.

(ii) Creating conditions to generate and empower public wisdom (Atlee 2012)

The processes used to build generative community and the links between community and the organisations involved are critical. The word 'wisdom' is used here as 'the capacity to take into account what needs to be taken into account in order to produce long term, inclusive benefits' (Atlee 2012, p. 25). Our capacity to generate public wisdom depends on the quality of the conversations among diverse people and perspectives in communities.

Skilled independent facilitators and soundly designed facilitation processes,³⁴ skills and/or mediation – for example, through the investment in the community recovery or community development professionals or bridging partnership brokers is essential.

'Diverse people talking together can result in a fistfight or a brilliant solution. To a certain extent, it depends on who the people are and how they treat each other. Given the importance of public wisdom, however, we can't afford to leave the outcomes of important public conversation to the presence or absence of maturity, civility and enlightened wisdom in the individual participants. This is where conversational design and facilitation comes in' (Atlee 2012).

At times in the post-disaster context, public meetings are facilitated by people who do not bring the competencies required to hold space for the diverse values that are needing to be negotiated to repair or support and hold space for generative community (Smith et al. 2017).

In supporting community-led approaches to recovery in this time-compressed³⁵ environment, the increase in demand for decisions, information flows and institutions (coordinating structures) suggests we need to appropriately invest in the resources to gather intelligence, engage inclusively with community and advocate for what is presenting. Harnessing community voice and agency (also through enabling action), with guidance, will potentially have a direct payoff in terms of resilience. The role of partnership brokers or other professionals that are experienced in community change processes and are familiar with the recovery environment³⁶ is worth considering.

³⁴ Resources on facilitation of community processes in recovery include: [IAP2 Guide to engaging in recovery](https://www.iap2.org.au/Tenant/C0000004/00000001/files/IAP2_Guide_to_Engaging_in_Disaster_Recovery_2015.pdf) <https://www.iap2.org.au/Tenant/C0000004/00000001/files/IAP2_Guide_to_Engaging_in_Disaster_Recovery_2015.pdf>, [Red Cross Community recovery information series facilitator guide](https://www.redcross.org.au/getmedia/fe961432-56d4-476f-973a-7381cb787d7b/CRIS-Facilitator-Guide.pdf.aspx) <<https://www.redcross.org.au/getmedia/fe961432-56d4-476f-973a-7381cb787d7b/CRIS-Facilitator-Guide.pdf.aspx>> and [AEMI Masterclass report Facilitating community-led recovery](http://classic.austlii.edu.au/au/journals/AUJEmMgmt/2011/43.html) <<http://classic.austlii.edu.au/au/journals/AUJEmMgmt/2011/43.html>>.

³⁵ Time compression describes a phenomenon of increased intensity of activities in a period of time (Olshansky et al. 2012).

³⁶ Examples include the Global Facilitators Corp, partnership brokers, the network of facilitators in the International Association of Public Participation.

Public wisdom can be generated outside meetings by creating opportunities for people to come together – for example, supporting the infrastructure for gathering places in the location communities want to meet. This needs to happen during the relief phase and ongoing and it benefits psychosocial recovery.

(iii) Understanding values and perceptions of capacity cross-culturally (House et al. 2004)

We have some work to do in Australia in bridging the cultures of some combat and government agencies towards valuing the role of community. One interviewee was told by a combat agency regarding the involvement in the work being done with community in recovery: ‘You’re too close to the community’. Rose (reported in Mulligan 2018, p. 7) says hopefully that there is reported a shift from seeing community as ‘critique and opposition directed against remote bureaucracy’ to an ‘expert discourse and a professional vocation’. This is a welcome shift, and the appreciation of values and cross-cultural perceptions and capacity need to become more widespread for the support of community-led approaches to work.

‘Cultural values help shape people’s understanding about the world. In each cultural context these ideas are formed over many hundreds or thousands of years, in multitudes of ways. Cultural values underpin and help to determine what is perceived as important or not; what is perceived as good or bad, right or wrong; how and what decisions are made; which changes are acceptable, and which are actively sought; and how daily life is lived ... People’s understanding about what capacity is, who should have it and how it changes over time are all influenced by cultural values’ (Rhodes 2014, p. 11).

The dominant cultural values of the organisations, agencies and partners working with communities will influence their perceptions of the community capacity to be involved in decision making. Understanding the dimensions of cultural values can help a culturally appropriate approach to working with communities.

Of the nine key dimensions³⁷ on which to capture the similarities or the differences in norms, values, beliefs and practices among societies, the dimension ‘Societal individualism through to collectivism’ is most relevant for government to understand to support community-led recovery. Societal individualism through to collectivism (see also Table 4) is the distinction between values that reflect and emphasis either on individuals or groups as the key source of identity at community level (related to ecological factors, distribution of wealth, health, pace of life, family systems, language and communication and social interaction patterns). This was evident in the Nauiyu Evacuation Centre where there was a respect for the values of the community demonstrated through the relational emphasis and the group goals that government and community were working towards.

Table 4: Individualism – collectivism (societal): the distinction between values that reflect and emphasis either on individuals or groups as the key source of identity at the community level

What an individualistic society might look like	What a collectivist society might look like
Individuals look after themselves and their immediate family first	Individuals are strongly connected to groups (e.g. family, extended family, clan, village, language groups)
One’s identity is defined by oneself and is separate from groups	One’s identity is defined by group membership
Individual goals are more important than group goals	Group goals are more important than individual goals
Personal views and needs determine behaviour	How one behaves is determined by his/her duties and obligations to others

³⁷ The remainder include power distance, uncertainty avoidance, human orientation, individualism through to collectivism institutionally, assertiveness, gender egalitarianism and future orientation.

What an individualistic society might look like	What a collectivist society might look like
Rationality is extremely important to decision making and behaviour	Relationships are extremely important to decision making and behaviour
Faster pace of life	Pace of life is usually slower
Communication is direct	Indirect communication is encouraged
Individuals make fewer distinctions between in-group and out-group	Distinctions between in-group and out-group are more pronounced

Source: Rhodes 2014

(iv) Actively cooperating on the realisation of shared goals

In a systematic review of citizen initiatives, their characteristics, outcomes and factors, Igalla et al. (2019, p. 12) found that if government ‘support includes an active and open attitude or strategy toward citizen self-organization, ranging from facilitation to cooperation, positive effects are reported. Even less active, but still supporting attitudes by tolerating and encouraging citizen initiatives (e.g., in case a government lacks resources), could be helpful.’

The community sector in the Blue Mountains have been using what they now realise is a collective impact approach with the Stronger Families Alliance³⁸ (SFA), a collaboration between local community sector organisations (neighbourhood centres, family support services, youth services), government agencies (local council, family and community services, health and education) and local community members. They are supported in their continued development of authentic community consultation and engagement by the Harwood Institute.³⁹ The SFA collaboration was established in 2008, with the ‘backbone’ functions shared in a partnership between the Mountains Community Resource Network (the local peak body for the community services sector in the Mountains), local council, and (then) the Department of Community Services. The SFA was involved in initiating Neighbourhood Service Networks (informally known as School-centred Hubs, or just ‘Hubs’), which were established early in the life of the SFA – their intention was to bring services to families, rather than the other way around. They now have most public schools and some of the Catholic/independent schools involved (and are moving to try and make this universal across the Blue Mountains).

When the 2013 fires went through the Blue Mountains, Mountains Community Resource Network reported that:

‘[The] School Hub at Winmalee [one of the on-the-ground initiatives of the SFA] already had in place all the connections and collaborative way of working we needed; so these critical “joined-up services” and networks were able to be put in place immediately. This helped us so much with the critical roles of connecting with and engaging our local community; getting the word out through the local neighbourhood “grapevines” about initiatives and events, or goods and services available; consulting with them about the needs of their local neighbourhood/community; and putting them in touch with services such as Step by Step, the Salvos, or whoever.’⁴⁰

A key point here, replicated in the Nauiyu Community Evacuation Centre case study and the Sherwood Community Recovery case study, is the work that is done building connections in the community beforehand, both horizontally among the people in place-based organisations (the social infrastructure of a community) and vertically between the local and state players, was work that was already actively

³⁸ See the [SFA website](https://www.strongerfamilies.net.au/about-us/our-approach/) <https://www.strongerfamilies.net.au/about-us/our-approach/>

³⁹ See [The Harwood Institute website](https://theharwoodinstitute.org/) <https://theharwoodinstitute.org/>

⁴⁰ See [Lessons learned in recovery – 2013 Blue Mountains Bushfires](https://www.mcrn.org.au/index.php/29-resources/25-disaster-recovery-resources) <https://www.mcrn.org.au/index.php/29-resources/25-disaster-recovery-resources>, p. 10.

cooperating on the realisation of shared goals. Resilience building initiatives happen when communities are energised and resourced to bring their energies to the vision they have for their communities.

One of the challenges the SFA faced was how each individual member organisation was going to take responsibility for and be accountable for a collective impact initiative. Together they developed a shared measurement system to enable the attribution across the whole (collective) or the parts (organisations). What is also critical here in the realisation of shared goals is the expertise that the entire community sector and government organisations who are involved are building. These collective consultative capabilities have broadened the approach to involving the community in the shaping of their future and will be able to be called upon if required in the future, after a disaster.

To further enable the active involvement of citizens in the decision making that is often made up of government-led structures after a disaster, transparent structures that are contextual and inclusive and that generate and empower public participation and wisdom and consider cultural perspectives and interactions and realise shared goals are required. Preferably if these pre-exist the disaster, depending on context and impact, they may be able to be adapted for recovery. As stated in the *National impact assessment framework*: 'Disaster recovery agencies seek to address the impacts of the disaster event, and not to replace normal structures and functioning which have been established to provide services associated with the economic, social, environmental and built fabric of the community' (Recovery Subcommittee to the ANZEMC 2016, p. 12).

Establishing a school-centred hub

Our School Centred Community Hub [in the Upper Mountains] was established to respond to the high proportion of parents in the area who were socially isolated due to geography, lack of public transport and socioeconomic disadvantage – these problems were compounded by a fragmented and siloed service system for children in the area.

Our approach was informed and supported by what the Stronger Families Alliance (SFA) had learnt through the establishment of a prototype Hub in another community. We worked with the community to establish the Hub, viewed achieving senior school engagement as critical success factor, engaged a broad spectrum of services in joint professional development, created a shared vision and then refocused existing resources towards new evidence-based programs.

The establishment of the Hub was overseen by the SFA group that had developed the first Hub. This group framed the development of our new Hub as an exercise in learning how to replicate a successful program from one community context to another. The support of this highly developed relationship network enabled us to quickly establish a higher level of collaboration at our Hub. The group included a senior state government manager who refocused an existing funded program to resource the Hub's development and facilitation.

There were some immediately visible positive outcomes including families experiencing less social isolation, and engagement of preschool children and their parents in the school. Over the longer term, increasing numbers of children and parents have received either early or intensive support due to our group establishing effective referral pathways. Our focus on jointly planning activities with community has brought parents to the school and increased resources flowing in the Hub through our involvement of business churches and service clubs in the Hub steering committee.

Contributed by the Family Support Services Manager for the Stronger Families Alliance

While not specific to the post-disaster context, an Australian Public Service Commission review of citizens' engagement in policymaking and the design of public services found that involving citizens early is more likely to provide greater value for money at lower risk:

'I have witnessed first-hand a range of projects that have been designed to bring members of the public together to discuss common concerns and to participate in the decision-making that affects them. The citizens learn negotiation skills, not helplessness. The public servants learn to listen. The design of programs may be improved and, in most instances, the manner in which they are delivered is enhanced. Of course, there are hurdles, from the identification of stakeholders to agreement on

purpose. Experience shows that problems can emerge during the process, ranging from collaboration fatigue to aggressive behaviour.

‘Yet it is disappointing that such citizen-centred approaches—which would have been so useful to informing [project 1 & 2 named] ...—have so rarely been built into major programs. One key reason is that the expenditure of time and resources required continues to be seen as a cost rather than an investment in improved public benefits. Such perceptions need to be turned on their head. **By involving the community early in planning, it is likely that programs can be delivered at lower risk and provide greater value-for-money**’ [author: bolded and project 1 & 2 removed] (Shergold 2015, p. 78).

E. Fostering citizen-centred collaborative public management

'Collaborative public management is a concept that describes the process of facilitating and operating in multiorganisational arrangements to solve problems that cannot be solved or easily solved by single organisations. Collaborative means to co-labor, to cooperate to achieve common goals, working across boundaries in multisector relationships. Cooperation is based on the value of reciprocity' (O'Leary et al. 2006).

Some of the successes written about in the symposium from which this definition came are attributed to collaborative public management implemented within a framework of participatory governance (O'Leary et al. 2006). This symposium identified a gaping hole (note they were talking about 'routine times') in the work on collaborative public management, civic engagement and public participation and the skills to enable this including negotiation, conflict resolution, dispute system design and consensus building.

Why is collaborative public management important? Because 'public managers now find themselves not as unitary leaders of unitary organisations, but convening, facilitating, negotiating, mediating and collaborating across boundaries' (O'Leary et al. 2006, p. 8). In the recovery environment, collaborative public management needs to take place in a time-compressed environment after disasters. Therefore, the relationships and collaboration in routine times will facilitate the post-disaster efficacy; in fact, the importance of trust is suggested by many studies for the success of collaboration, some offering that this is built through a cyclical trust-building loop.

It is also important because, from a citizen perspective, there may be little distinction between departments, levels of government or partner organisations. In the Nauiyu community experience of evacuation in 2016 and 2018, 'your mob' and 'my mob' are referred to, with no distinction in 'your mob' between agencies, demonstrating a compelling case for seamless coordination and communication between emergency services and relief and recovery agencies for the benefit of community facing interactions and partnering on decisions.

Fostering citizen-centred collaborative public management for facilitating community adaptation in the recovery environment can occur through:

- (i) building generative/constructive intra- and inter-organisational dynamics and culture
- (ii) creating a sustainable recovery workforce (across all departments/agencies and partners) (Pagram 2011)
- (iii) creating facilitative legal frameworks or adjustments
- (iv) enhancing facilitative policy and political institutional environments.

(i) Building generative intra- and inter-organisational dynamics and culture

As mentioned above, some of the structures that enabled citizens to be involved in role functions in the Appeal Committee for the Ravenshoe community were premised on sound coordination and culture to address the complex and long-term issues facing the survivors. The Appeal Committee liaised effectively with the case coordination groups and human and social recovery groups and service providers, demonstrating integration and a generative dynamic between agencies.

(ii) Creating a sustainable recovery workforce

Pagram (2011) reported that the Australian human and social recovery workforce was under extreme pressure due to increases in demand for services and reduction in traditional sources for recovery workers. Out of this a *National community (human and social) recovery workforce framework* (SRRG 2018) was developed and, to date, limited progress has been made at the national level on establishing career pathways for human and social recovery workers.

Out of this framework the SRRG has agreed and implemented interjurisdictional assistance guidelines and a mentoring framework. The longer term sustainability and achievement of a joint approach to the

national recovery workforce continues to be worked towards through the National Catastrophic Exercise Program for Recovery (run by the Community Outcomes and Recovery Subcommittee (CORS) to the Australian Emergency Management Committee (ANZEMC)) that seeks to inform, across jurisdictions, the recovery capability requirements identified in the *Australian Disaster Preparedness Framework*.

In their respective jurisdictions, SRRG member agencies are progressing priority areas in relation to their identified priorities in developing workforce (including partners) capabilities and capacity. Some of these initiatives include working to build the capabilities of community-based organisations in their preparations for service continuity in times of disaster and support of the recovery of their communities.⁴¹

(iii) Adjustments to legal frameworks

An example of this was the ability of the Department of Primary Industries and Regional Development to adjust and adapt the contract of the community-based organisation in Yarloop. This community resource centre is contracted by the department, along with a network of around 105 community resource centres in Western Australia. These are set up for isolated towns to provide community development activities, digital literacy education, computers and, for some, a doctors room for visits periodically. They are all contextualised to the needs of the community. The Yarloop Community Resource Centre had an op shop, was a government/community information access point and was a community hub so that twice a week they hosted a morning tea, which was important to people. After the fires the department offered to cancel the contractual obligations of the current contract so that the manager didn't have to do the reporting, the required business and community development events and workshops or offer the video conferencing services, which they couldn't offer at the time anyway.

These services were altered to providing support services and community development, and they worked with the Department of Communities and Red Cross to do some of this. The adjustments to the requirements for the community-based organisation enabled a community-led approach by the local organisation closest to the community.

(iv) Enhancing facilitative policy and political institutional environments

This occurred in the East Coast Bushfires in Tasmania in 2006 through establishing the Community Recovery Reference Group five months after the fires to assist the Affected Area Recovery Committee to make decisions that reflected community voice.

The New Zealand example of All Right? was facilitated by funding that came from the Ministry of Health, and the project also had support from the Ministry of Social Development and many other organisations including the Red Cross, SKIP, the Christchurch City Council and the Waimakariri District Council. The program had a clear mandate through the Greater Christchurch Psychosocial Committee, was led by the Canterbury District Health Board and the Mental Health Foundation of New Zealand, and it sat within the Community in Mind Strategy (Canterbury Earthquake Reconstruction Authority 2014) for rebuilding health and wellbeing in Greater Christchurch.

F. Understanding community strengths and supporting capability and capacity building

Understanding community strengths and supporting capability building can occur through the following four aspects:

- (i) harnessing and supporting existing community competence – for example, collective action, collective self-efficacy, effective and trusted information sources, plans and decision making, community leadership (formal and informal)

⁴¹ Queensland and NSW programs.

- (ii) building recovery and preparedness knowledge and experience through training and skills development
- (iii) practical human resource support to community groups in the ‘time-compressed’ adaptation environment
- (iv) strengthening social capital, community networks and communication

The first three will be further explained below.

- (i) Harnessing and supporting existing community competence** – for example, collective action, collective self-efficacy, effective and trusted information sources, plans and decision making, community leadership (formal and informal)

Igalla et al. (2019), researching citizen initiatives outside of the disaster context, notes that the forms of government support listed below can positively affect the outcomes of citizen-led initiatives. The overall mechanism for these relations is that **government supports citizens through access to ‘acquire resources, which in turn improve outcomes such as durability due to increasing opportunities for consolidation and growth’ (Igalla et al. 2019, p. 12).**

What she names as critical to the support is most revealing:

‘If support includes an active and open attitude or strategy toward citizen self-organization, ranging from facilitation to cooperation, positive effects are reported.’ (Igalla et al. 2019, p 12).

Igalla et al (2019, p. 12), gives the example of the case of a government lacking resources but still holding a supportive attitude to citizen initiatives, and finds that government tolerating and encouraging citizen initiatives can be helpful. The Bundaberg Rebuild Group case study is a prime example of this.

She finds that depending upon the way it is implemented there might be negative effects of government support:

‘... government support seems to come with a price tag, with red tape and exhaustion being examples of negative side-effects that can impede the occurrence of positive outcomes ... Negative effects arise if governments become overactive, demanding “their own programs or services rather than working collaboratively with cooperatives” (Gonzales 2010 quoted in Igalla et al. 2019, p. 12).

These research findings have important implications for community adaptation in recovery and resilience after a disaster.

- (ii) Building recovery and preparedness knowledge and experience through training and skills development**

One of the big issues in emergency management currently is the siloed approach to engaging communities about the non-routine. Steps are being taken to bring response agencies together to work with communities as ‘experts’ for preparedness for disaster response (saving lives and property) – for example, Safer Together in Victoria. In some of these programs they are including aspects of recovery preparedness. Response and recovery agencies need to work together *and* with the community for preparedness for response *and* recovery. We know now that this is primarily about relationships and trust rather than simply information exchange.

Aldrich’s (2014, 2019) work on social connectedness emphasises the critical importance of this to recovery, and there are a number of preparedness initiatives that are building this connectedness:

- The Disaster Resilient: Future Ready project⁴² utilises an action research and co-design methodology, leveraging current research and engaging a broad range of stakeholders, to work with communities to develop and evaluate reality-tested indicators, methods and tools for building resilience: ‘Leveraging our combined experience in community recovery, bridging disaster recovery and preparedness with community development approaches, we have scoped an applied research project to develop the framework and processes for communities to use to enable disaster resilience’ (FRRR 2018, p. 1). ‘The expected outcomes of the project include improved coordination and collaboration within and between communities, agencies and governments, improved mental health outcomes post disaster, increased levels of local leadership, and reduced costs to the Australian economy’ (FRRR 2018, p. 4).
- The St Andrews Conversations⁴³ is a collaborative initiative led by Nillumbik Shire Council and the Department of Environment, Land, Water and Planning (DELWP) with the support of informal and formal community partners, and emergency management agencies. This pilot project demonstrates how powerful dialogue can be in shifting the way we undertake community-based disaster preparedness and emergency management. It positions government agencies as learners alongside the community, building a sense of team and fostering shared responsibility. Five statements from the 13-minute video illustrate the paradigm shift that is community-led:

‘The trust that I’ve seen grow in this process between myself as a DWELP representative, but, not really as a DWELP representative, but as Cathy, is something I’ve never experienced, you know I’ve presented on what we do in the conversations, I speak about them all the time, and I share information with individuals and we look and talk about what might be connected to the conversations may benefit other processes so that we can actually connect like satellites to other things.’

‘There are real tangible outcomes, the building of relationship of trust, the easier relationship I have with Council now, and I can get things done and that is something I haven’t seen prior to these conversations taking place.’

‘I think we’re on the cusp of something really important and that I feel a sense of responsibility, not just in the work together and the sense of community, but in helping people learn about the process.’

‘You can’t tell people what to do, and you can plan, but there’ll always be someone who will be left out there who hasn’t got a plan, and I don’t feel they’re as forgotten now as they were previously, which I think is the most important thing.’

‘Emergency management aspires to empower the local community. I believe that that’s been shown to be wrong. And that emergency management organisations, the sector, should be aspiring to be empowered by the community, because that’s where we get results, when the community empowers us to work with them, invites us into their community to work with them. The other way doesn’t work.’

- Santa Barbara County Aware and Prepare⁴⁴ runs leadership development programs for and not-for-profit sector in the county building the strength (trust) and connectedness of this sector, in particular through the Voluntary Organisations Active in Disaster’s contribution to the county’s Aware and Prepare initiative.

⁴² See the [FRRR website](http://www.frrr.org.au/cb_pages/disaster_resilient_future_ready.php) <http://www.frrr.org.au/cb_pages/disaster_resilient_future_ready.php>.

⁴³ View [The St Andrews Conversations snapshot](https://www.youtube.com/watch?v=H8TXu3LBF4M&app=desktop) <https://www.youtube.com/watch?v=H8TXu3LBF4M&app=desktop>.

⁴⁴ See [Aware and Prepare](http://awareandprepare.org/about) <http://awareandprepare.org/about>.

From the case studies accompanying this report:

- The co-design of All Right? was premised on the fact that the funding might not be ongoing, so they created a program that was about building community action and agency and a network of champions in the area of psychosocial wellbeing and normalising mental health conversations. This was aimed at building the knowledge and experience of community members in this area, creating resilience.
- The Ravenshoe community experienced Cyclone Yasi (2011) years before and as part of their recovery program community members requested courses to assist them and other people in the event of a disaster. More than 800 people across the Tablelands district were trained in different courses such as first aid and how to safely use a chainsaw. The ambulance service had never seen a response to an incident like that before, with bystanders conducting first aid. After the Ravenshoe explosion, the community recognised the benefits that this had resulted in and credited the local council for this community capacity-building program.

(iii) Practical human resource support to community groups in the ‘time-compressed’ adaptation environment

Section B (iv) covers FRRR’s innovative STEPS program from 2011 to 2014, which used funds managed by the Victorian Bushfire Appeal Fund. Its primary aim was to assist community/citizen volunteer fatigue and one of the aspects of this was to better support projects and groups by ensuring project administration functions were integrated into the project. They covered paid project support and administrative positions or allocated a support function to administer a number of groups’ requirements.

There may be other innovative solutions that involve corporate volunteering that could assist with this in the future. A database matching skill sets required and offered would assist with this.

Elsewhere in this report the use of partnership brokers is also suggested.

(iv) Strengthening social capital, community networks and communication

There is abundant research (see Daniel Aldrich’s work) supporting this as a fundamental enabler of recovery. The recommendations in this report take this into account.

Appendix F: Participatory governance

In recovery, working with community after a disaster will occur in the context of that community, but in an environment differentiated from the routine because of the impact of trauma on whole communities and the short–medium term implications of our systems stalling, particularly the responsiveness of economic and social systems that then make this a particularly time-compressed environment. These have led to some unsubstantiated beliefs about using community-led approaches after a disaster. This section continues a discussion on this from section D. Co-designing participatory governance (Appendix E).

Myths/unsubstantiated beliefs/barriers to community-led recovery	Enabler
You can't involve communities when they are 'in trauma' in the decision making about their future.	Communities are involved, and the impact of trauma might change the way government engages with whole populations, including the forms of engagement and repetition of communication to cater for the impacts of trauma on people. Not engaging well with communities will do harm. Principles for engaging well in the non-routine ⁴⁵ are widely embraced.
There is no time to engage with communities.	If we invest appropriately in understanding, helping to support and work with the social fabric of communities, both before and after disaster, why should this not be possible? Recovery can utilise deliberative democratic processes to engage our pluralist communities, and it needs to be recognised and researched further the circumstances in which this occurs, with the associated trauma, in some cases the all-pervasive uncertainty and time-compressed environment.
Representative democracy is sufficient to make the decisions on behalf of communities.	The practice of public administration is increasingly concerned with placing the citizen at the centre of considerations, as an agent, meaning participative governance that involves communities in the decision making (Holmes 2011). In the novel and non-routine environment of disaster where people have experienced a lack of control there is increased need from whole communities for involvement and regaining a sense of influence, efficacy, connectedness and hope (Norris & Stevens 2007) for their future through participatory processes.

Collective trauma, collective decision making and community engagement

The literature review (Dibley et al. 2019) found that individuals and communities affected by disaster might be sensitive to engagement processes for decision making and 'Creating opportunities for people to come together will contribute to "collective sense making" as a step towards deeper engagement when the community is ready for it'. Because of the impact of trauma and the practical needs that take so much time, 'Their availability for participation cannot be assumed and will vary from community to community and from event to event'. Critically, the review notes that 'failure to engage is likely to have greater adverse consequences than premature engagement, provided those undertaking the process are sensitive and responsive to the actual needs and capacities of the community'.

⁴⁵ See [A guide to engaging in disaster recovery](https://www.iap2.org.au/Tenant/C0000004/00000001/files/IAP2_Guide_to_Engaging_in_Disaster_Recovery_2015.pdf)

<https://www.iap2.org.au/Tenant/C0000004/00000001/files/IAP2_Guide_to_Engaging_in_Disaster_Recovery_2015.pdf>. This focuses on the 'human' element of recovery, examining the importance of effective engagement, and identifying useful strategies that maximise the potential for sustained, strategic disaster recovery that is genuinely community-led. While the focus of the guide is on the recovery phase, the information has relevance for communities before, during and after a disaster, and may prove equally valuable to those working with communities through all stages of emergency management.

'Time-compressed' engagement

A 2011 report on citizen engagement in government processes found that one of the key reasons citizen-centred approaches have so rarely been built into major programs is that the 'expenditure of the time and resources required continues to be seen as a cost rather than an investment in improved public benefits. Such perceptions need to be turned on their head. By involving the community early in planning, it is likely that programs can be delivered at lower risk and provide greater value-for-money' (Shergold 2015, p. 78).

We invest heavily in reconstructing the built environment and supporting infrastructure as quickly as possible to ensure that our economic systems and therefore our communities get the best chance they can to adapt and regenerate (Olshansky et al. 2012). Figure 8 shows the quantity of capital services (housing, bridges, paving, schools) that might be losses in an extreme, time-compressed case of the normal processes of capital depletion and replacement.⁴⁶ Olshansky et al. (2012) argue that this then triggers a compression in time of the normal demand for rates of capital replacement and expenditure.

Figure 8: Compression in time of capital services

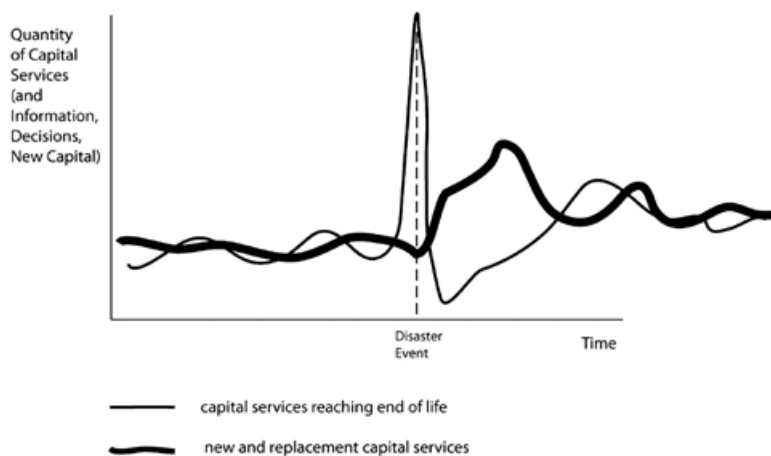


Fig. 1. Compression in time of capital services

Source: Olshansky et al. 2012

In supporting community-led approaches to recovery in this time-compressed environment, the increase in demand for decisions, information flows and institutions (coordinating structures) suggests we need to appropriately invest in the resources to gather intelligence from the community, know who the trusted, legitimate, authentic leaders are, engage inclusively with community, and advocate for what is presenting. Harnessing community voice and agency and removing barriers to community action and energy will have a direct payoff in terms of resilience. This is not without potential for divergent views.⁴⁷

Representative democracy and disaster recovery

Usually representative democracy means that we turn up and vote and then, apart from local members and active members of the community, many of us leave the governing and decision making to our local, state or federal members unless we disagree, or the issue is particularly important to us and we take

⁴⁶ Figure 8 is 'a conceptual illustration of impacts that disasters have on capital service provision. The horizontal axis is time, and the vertical axis is the quantity of capital services. One line (thin) shows the quantity of capital services reaching the end of their useful life over time, and the other line (thick) shows the quantity of new capital services being constructed over time. Both are perturbed by the disaster occurrence during the course of time. The increase in the rate of new capital services also implies an unusual increase in the demand for decisions, information flows, financing, and institutional formation. Thus, the vertical axis could also represent some of these other measures.' (Olshansky et al. 2012.)

⁴⁷ 2013 unpublished forum report – [Working with communities in conflict after disaster. Red Cross Collective Trauma Events Literature Review](https://www.redcross.org.au/getmedia/ddd4a393-ba67-4ad4-96f2-40bf5be04224/ARC-CTE-Literature-review.pdf.aspx) <https://www.redcross.org.au/getmedia/ddd4a393-ba67-4ad4-96f2-40bf5be04224/ARC-CTE-Literature-review.pdf.aspx>.

notice and become involved. There are some exceptions to this, with deliberative approaches being used (participatory budgeting, representative forums on climate change and other issues). Communities that have been impacted by a disaster are catapulted into a catalytic change environment in all aspects of community functioning and often, because of the uncertainty they have experienced and the practical juxtapositions of the decisions being made, will expect clear communication and even involvement in decision making that might have whole-of-community impacts that affect them. This assists so as not to exacerbate the experience of uncertainty, grief and loss. Deliberative approaches are critical in this setting to enable community members to choose whether or not they take part in the decision making. The tricky part is to determine what to get involved in. Where do the decisions lie with the community? How long have you got to make these decisions? Who actually decides the answers to these questions? How are the decision-makers in the governance structures (where the power is held) going to honour commitments made at the local level?

Appendix G: SRRG members and project reference group

About the Social Recovery Reference Group

This report is for SRRG member agencies to further the collective understanding of how governments can foster and support community-led approaches to recovery while maintaining effective coordination. It bridges the theoretical underpinnings from the literature review with suggestions for practical application.

The SRRG member agencies are involved in supporting local government in their recovery efforts before, during and after disaster and/or coordinating human and social (welfare) recovery.

Contributions to this project were from both the SRRG and a separately formed Community-led Project Reference Group.

Social Recovery Reference Group members

Director Emergency Management Branch, Department of Health and Human Services, Victoria

Senior Manager, Inclusion and Participation, Community Services Directorate, ACT Government, Australian Capital Territory

Assistant Secretary, National Disaster Recovery Programs Branch, Department of Home Affairs, Australian Government

National Manager, Emergency Services, Red Cross, based in Victoria

Director Emergency Management & Family Safety Programme, Families Programme and Assurance Coordination Branch, Department of Human Services, Australian Government

Director, Disaster Welfare Services, Police and Emergency Services, NSW Department of Justice, New South Wales

Senior Manager, Resilience and Recovery, Office of Emergency Management, Department of Justice, New South Wales

Manager, Analysis and Planning, Ministry of Civil Defence & Emergency Management, New Zealand

Senior Advisor, Emergency Preparedness and Response Unit, Health Professional Policy and Advisory Services, Department of Health, Tasmania

Director, State Recovery Office, Department for Communities and Social Inclusion, South Australia

Director, Emergency Services, Department of Communities, Western Australia

Executive Director, Community Recovery, Department of Communities, Disability Services and Seniors, Queensland

National Consultant Disaster Recovery to the Social Recovery Reference Group

Community-led Project Reference Group members

Members of the project reference group include:

2018–19

Greg Cameron, Snr Manager, Resilience and Recovery, Office of Emergency Management, Department of Justice, New South Wales

Jenna Rogers, Manager, Analysis and Planning, Ministry of Civil Defence and Emergency Management, New Zealand

Ronnie Faggotter, Director, State Recovery Office, Department of Human Services, South Australia

Carole Owen, A/CEO, Population Health Services, Department of Health, Tasmania

Cindy Reck, TC Debbie and NQ Flooding (Community Recovery), Department of Communities, Disability Services and Seniors, Queensland

Neville Blackburn, District Emergency Services Officer, Great Southern District, Department of Communities, Western Australia

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Andrew Coghlan, Red Cross.

Staff from the Department of Home Affairs, Australian Government

Appendix H: Project stakeholders

Primary stakeholders include:

- SRRG member agencies

Secondary stakeholders include the following and the distribution of this reports, or an adaptation of this, will be at the discretion of the SRRG:

- overarching state/territory emergency management agencies working on policy and practice in areas of resilience, vulnerability, 'community-based', 'community-centred', diversity, health and wellbeing
- communities impacted by disaster by virtue of their receiving services and in partnership with SRRG member organisations during recovery
- local councils and state-based municipal associations and local authorities and regional councils in the Northern Territory, Australian Local Government Association
- recovery agencies – NGOs and CSOs at the local level, state-level departments of human/community services, health, housing, public works, transport, economics, environment
- response agencies – police, ambulance services, SES, fire agencies.

Figure descriptions

Figure 3: Collaborative governance

Collaborative governance is a way of working with diverse stakeholders to co-create enduring solutions to our most complex issues, problems and dilemmas. Elements of the Twyford's approach include:

- appreciative mindsets
- shared learning
- sophisticated conversations
- thoughtful deliberation.

From the 'dilemma' through to the solution the steps in this model include:

1. A commitment to collaboration: This step involves the organisation:

- exploring the prevailing mindset
- illuminating existing strengths and opportunities
- committing to collaboration.

The defining question is: Is the organisation willing to sign a statement of collaborative intent?

2. Co-defining the dilemma: This involves the organisation:

- identifying stakeholders
- scoping the dilemma, issue or problem together
- describing success from all the diverse stakeholder perspectives.

The defining question is: Do all stakeholders agree on a definition of the dilemma and what matters about the solution?

3. Co-design the process: This involves all internal and external stakeholders:

- sharing process options
- considering context and resources
- co-designing governance structure and engagement process.

The question at this stage is: Is there an agreed design for the decision-making structure and process (governance)?

4. Co-create solutions: This step involves all internal and external stakeholders:

- exploring options
- evaluating impacts
- deliberating decisions.

The question at this stage is: Is there consensus on the solution?

5. Co-deliver actions: This step involves all internal and external stakeholders:

- determining governance structure
- agreeing stakeholder roles, responsibilities and accountabilities
- establishing a monitoring and evaluation framework.

The defining question at this point is: Will each stakeholder sign up to their role in delivering the agreed solution?

As we move through the steps there will be increasing trust and a building of capacity.

Figure 4: A theory of change for collective impact work (levels 1–3)

First-order change: Big change takes root at small scales – within ourselves and through trust-based relationships with those around us, within our teams and organisations. The first-order changes are personal and interpersonal – new skills, capacities, perspectives and ways of engaging whole-heartedly and consciously, with curiosity and wonder, welcoming all voices in collaborative work towards shared goals. These are key elements to regaining our agency, our ability to create change in ourselves and the world around us. The fundamentals that occur in first-order change include trust building and the work of resourcing and project management.

Second-order change: From there the changes take root through good work sustained over time towards shared purpose among multiple organisations, agencies and funders. These initiatives start small, but as partners build trust and collaborative capacity, they can rapidly scale to take on increasingly complex challenges. To thrive they need to be nurtured by key first-order elements of trust, openness and respect. After a surprisingly short period of time, these collective shifts prove transformative and enduring. When these shifts take root within a set of partners in a community (say, among conservation groups or social service agencies), we call this systems change at a small scale, or second-order change. We see this in the things that occur at this stage – leadership development, network weaving and the building of collaborative capacity building.

These initiatives begin to bridge divides and integrate social, economic and ecological elements. Over time, these efforts naturally bring these three key elements of life into focus and alignment.

Third-order change involves systems change at the community scale. When second-order change takes root, it takes on a life of its own. Collaborations generate and deepen trust and openness, build relationships and courage, and expand what's possible. They inevitably lead to new, bolder collaborations to take on core community needs. These new initiatives draw in partners and funders from other sectors and disciplines, weaving a wider trust-based network throughout the community. As follow-on initiatives meet with growing success and generate abundance, impact and potential, we reach a tipping point where we can achieve systems change at the community scale, or third-order change. At this level of change we have a highly connected trust-based culture, healthy natural systems and resilient sustainable economies.

Figure 6: Different phases that individuals and communities might experience post disaster

This diagram has been adapted from an adaptation in the *Community recovery handbook* (p. 22) from Cohen and Ahearn 1980 and DeWolfe 2000. It shows what the recovery literature suggests about the four stages people go through after disaster:

4. 1. heroic phase
5. 2. honeymoon phase
6. 3. disillusionment phase (some call this the 'long-term recovery and rehabilitation phase')
7. 4. reconstruction phase.

This diagram shows that relief generally occurs in the first one to three days during the heroic and honeymoon phases (and can occur before if there is a prolonged or campaign event). Recovery defined as community systems (social/business/environmental) adaptation for continuity (which includes before disaster activity) begins once the disaster has begun and continues on throughout all the phases. It frames the whole process as transition or adaptation through co-production with communities before and during relief and recovery.

Figure 7: Transformational principles

Sangiorgi identified seven key principles that seem to unify transformative practices in design, organisational development and community action research, with a particular focus on issues of public service reform and wellbeing. The seven key principles are:

1. active citizens
2. intervention at community scale
3. building capacities and project partnerships
4. redistributing power
5. designing infrastructures and enabling platforms
6. enhancing imagination and hope
7. evaluating success and impact.

Glossary

Some of the terms in this report are defined as follows:

Capability – skills and knowledge possessed by members of the affected community (such as understanding of recovery, leadership, social connectedness) or agencies.

Capacity – system-level factors that allow agency workers and community members to apply these skills and knowledge to bring about disaster recovery.

Citizens – members of a community, whether they are citizens of Australia or not.

Collaborative network driver – relating to management in collaborations, this refers to a person not focused on accomplishing tasks as their primary goal, instead their role is to help shape new relationships, move participants from discussion to dialogue and change attitudes, perceptions and norms. More information on the [ARACY website](https://www.aracy.org.au/publications-resources/command/download_file/id/236/filename/Advancing_Collaboration_Practice_-_Fact_Sheet_8_-_Managing_collaborations.pdf) <https://www.aracy.org.au/publications-resources/command/download_file/id/236/filename/Advancing_Collaboration_Practice_-_Fact_Sheet_8_-_Managing_collaborations.pdf>.

Collaborative public management – ‘the process of facilitating and operating in multiorganizational arrangements to solve problems that cannot be solved or easily solved by single organizations. Collaborative means to co-labor, to cooperate to achieve common goals, working across boundaries in multisector relationships. Cooperation is based on the value of reciprocity’ (O’Leary et al. 2006).

Co-production – co-production is cultivated in different ways depending on the context and is a way of doing things so that a synergy between what a government does and what citizens do can occur.

Dialogic approaches – involve social relationships of equal status, intellectual openness and possibilities for critique and creative thought. These approaches can promote collaborative knowledge generation and an understanding of taken-for-granted understandings that shape individuals’ and groups’ assumptions and actions.

Non-routine – when people, communities and supporting organisations are not in their normal routine but impacted by a disaster, with potential for trauma-affected whole communities, a ‘time-compressed environment’ for adaptive change processes and high political stakes.

Novel – interesting, new or unusual and in the disaster context.

Participative governance – the active involvement of citizens in government decision making in recovery so they have input into steering the process that influences decisions and actions regarding their community within the private, public and civic sectors.

Partnership broker – can be internal or external to an organisation. They provide a bridge through collaborative skill sets and expertise. They may enable any of these stages through relationship: scoping of opportunities; development implementation; and evaluation for adaptive change processes that support future socioeconomic opportunities of a community.

Routine – the normal functioning of society, with slow time adaptive change processes occurring.

Sharing responsibility – ‘When multiple parties have obligations with respect to the same goal, outcome or field of action. Another way to say this is that responsibility is shared any time there is collective action. Broadly speaking, collective action occurs when a group, whether of individuals or organisations, works together to achieve a mutual goal’ (Ostrum 1996). Note: Sharing responsibility is ‘active’, dynamic and a continuing process and not static as is often referenced by ‘shared responsibility’.

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