

MANAGEMENT OF A RECOVERY PROGRAM

BY

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(SUMMARY)

Effective management of a recovery program is both a policy and an administrative problem. Policy decisions are vital to the direction, scope, and public goals of the program. They provide the "Why" for what we do. Administration is equally important, for there is no more complex problem of coordination in government than the management of a disaster program. Federal, state, and local governments must be brought together in harmony and led down a common path. And the public must be brought in for some purposes and, in all cases, must be fully informed.

Within this framework, we can look at the recovery effort following the March 27, 1964 earthquake. It is a textbook case because the destruction was extensive, wide-spread geographically, and involved the economic heartland of the state. The efforts of government were also successful in meeting the challenge.

Policy

The policy goals established were based on a recognition that Alaska was a frontier area with a limited capital base, and that the economic aspects of the effort could be concentrated in a way that would lead to future economic growth and development. Broadly stated, the economic goals were:

1. Restore the economy as quickly as possible. The quicker the restoration, the lower the social cost to government. Ideally, the reconstruction effort should restore the tax base, so that taxes over a reasonable period equal the amount expended on reconstruction of the private sector.

Also, by concentrating on growth areas of the economy, the restoration effort should stimulate future growth, so

that the end result would be a better and faster growing economy than before the disaster. Under such circumstances the growth factor plus the restoration of the tax base should fully offset the cost of the recovery effort of government. Examples: OEP, SBA, and EDA programs at Anchorage and Kodiak.

2. Where facilities or industries are obsolete or mislocated, shift funds in a way to cause investment in adequate modern facilities and in the right location. In this way, industries and communities can be modernized and made more effective. Examples: Kodiak, Valdez, and Seldovia.
3. Recognition of the limits of economic policy. Restoration can only stimulate growth in an area that already has growth potential. This means that a sophisticated understanding of regional economics is required. Investment of state universities and other institutions would be helpful in this area.

Administration, management planning and programming tools as an aid in achieving cooperation and coordination, with a discussion of specific cases.

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PLANNING FOR EARTHQUAKE-PRONE AREAS

BY

LIDIA L. SELKREGG

The Alaska experience points out that, in evaluating programs and procedures for planning in areas that are earthquake prone, three definite phases must be considered: prevention, immediate relief, and long-term recovery.

To develop and administer a prevention program, the state should have a planning agency responsible for comprehensive plans and policies. This agency should be specifically charged with developing statewide disaster-damage-prevention programs incorporating: (a) preparation of an overall state plan, which will evaluate potential disaster areas and their treatment in the event of disaster; (b) initiation of programs to prevent or minimize disasters, such as soil stabilization, harbor protection, and avalanche control; (c) adoption and enforcement of statewide building codes; (d) coordination of state and Federal agencies whose programs have an impact on disaster problems; (e) initiation of programs of public education; (f) provision for financial and technical assistance to local planning agencies in preparation and enforcement of disaster-prevention programs such as zoning ordinances, subdivision regulations, fire codes, building codes, and other regulations required for safe and proper development; (g) coordination of all local, state, and Federal activities related to development planning in potential disaster areas; (h) study and evaluation of all Federal programs applicable to disaster recovery and planning for the immediate participation of the agency as a coordinator of all planning activities in the event of a disaster.

The disaster relief program should incorporate public and private aid to relieve the immediate problems of public health, safety, and welfare and to allow the community to continue to function while broad decisions for disaster recovery are made. Local, state, and

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national governments should plan a coordinated program of disaster relief through an established agency such as the local office of civil defense. Under this program, provisions should be made for temporary housing and food, communications, health and safety, protection of property, reestablishment of basic community services, and financial aid to individuals for repairs to their homes and businesses.

The recovery program should recognize the broader, long-range implications of the disaster, including evaluation of regional and local economy, land use, transportation, and physical and social assets. Fundamental decisions on community goals, objectives, and policies; physical plans for long-range development; and construction and reconstruction plans should be developed before the initiation of action programs by the various agencies.

The need for predisaster comprehensive regional development plans, including data on climatological, ecological, geological, and socio-economic conditions of a region, was demonstrated by the difficulty in deciding the priorities of the reconstruction efforts and in establishing the relative value of fund grants to various communities.

The experience in Alaska has shown that, to expedite and successfully outline plans for action, a recovery task force composed of a wide range of technical and scientific personnel from all participating agencies should be assembled. This coordinating group of technicians should be thoroughly familiar with the adaptability and limitations of their various agencies' enabling legislation and administrative directives. It is only after careful evaluation of all programs with their potential and their application to each case that specific plans for recovery can be efficiently formulated.

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Social Process During the Reconstruction Period
by
J. Eugene Haas

1. Significance of gaining perspective on the social characteristics of the community.
 - A. Power structure considerations, public officials, powerful interest groups, opinion leaders.
 - B. Ethnic and religious considerations.
 - C. Beliefs regarding past and future disaster events.
2. Importance of trust between local "leaders" and "outside" planners and administrators.
3. Need for detailed knowledge of the community and its potential.
4. Significance of continuing data collection process.
 - A. Necessary for planned changes and relevant response during rehabilitation process.
 - B. Careful records and meaningful analysis necessary so that lessons can be learned and remembered for future policy formulation and enactment.

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The Alaskan Earthquake: Economic Effects

by
George W. Rogers

Because of the nature of the Alaska basic economy (national defense, construction and selected natural resource harvesting) in 1964, there were no immediate or lasting detrimental effects such as would have been the case of a more developed economy with a significant manufacturing component. The impacts upon individual local area economies varied in nature according to the type of community (administrative centers, transportation gateway, natural resource harvesting and processing) and, in spite of their relatively small size and uniqueness, present important insights into the workings of economic reactions to unplanned major disruptions.

The economic effects of the reconstruction period, however, were of greater importance than the impact of the disaster. The state of Alaska was in a critical stage of its development both economically and politically. Earlier expectations of rapid economic growth which would have bolstered the development of political institutions were not being met on the schedule anticipated, and the state and local governments were experiencing financial difficulties when the disaster struck. The reconstruction activities not only pumped new outside money into the Alaska economy (which up until this point had been a construction dominated one), but provide a needed breathing spell and time of reappraisal and reordering of plans for future development.

Reconstruction and rehabilitation became merged with longer-run development objectives to the greater lasting benefit of the state and its people. This underlines the importance of periods of review and renewal in any developing society.

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The Peru Earthquake of May 21, 1970:
Ten Months of Recovery and Reconstruction
by
Stephen R. Tripp

1. Government of Peru estimate of damage--\$500 million.
2. Outside Assistance.

U. S. Government: \$16.4 million grant; \$23.3 million loan.

Inter-American Development Bank: \$35 million loan.

International Bank for Reconstruction and Development:
\$30 million loan.

United Nations' Development Program: \$2 million planning
grant (\$1 million each from Cuba and Italy).
3. Government of Peru earmarked two to three percent of its
budget for earthquake reconstruction. It plans to utilize
approximately \$100-200 million for reconstruction and
development.
4. Assistance from Other Countries and International Organi-
zations (e. g., the United Nations) in Support of In-Country
Projects: included temporary housing and self-help shelter
projects for approximately 50,000 family dwelling units;
repair of a destroyed major electric power transmission
line; furnishing of agricultural and urban development hand
tools; providing agricultural credit for credit unions; replacing
school structures and furnishings; building health centers and
clinics; and repair of irrigation systems.

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5. Assistance from Private International Voluntary Agencies; included self-help projects for repair of dwellings; generators for villages; assistance with agricultural projects, such as irrigation canals; rebuilding of entrance roads and small bridges; and help with reconstruction of classrooms, furnishings, etc. The total value of this assistance is approximately \$10 million.
6. Interrelationships between country action and international action on rehabilitation and reconstruction.

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Restoration and Reconstruction

by

Mario Delle Chiaie

Criteria used for the removal of debris and for the demolition of unsafe buildings, on the occasion of the earthquake that occurred in January 1968 in Western Sicily, are briefly set forth.

Owing to such seismic phenomenon, the most serious among those recorded in Italy during the last decade, several built-up centers were destroyed or became uninhabitable.

Mention is made of the different types of buildings, that either collapsed or are likely to collapse (these buildings being mostly of tuff masonry and of two or three storeys), of the machines (bulldozers, excavator tractors, and dumpers) used by squads of firemen as well as of modalities of actions and of the relative difficulties.

Some considerations resulting from the experience in this field are made on the performance of the different mechanical means employed and their best use.

Reconstruction Criteria
by
Giuseppe Colucci

Some considerations on the more recently enacted Italian legislation in view of the reconstruction of areas affected by a earthquake.

Special character of laws in relation to the single disaster and need for some organic and complete legislation.

Recurrent principles and criteria of uniform actions even if there is diversity in laws.

Different types of actions and financing.

Bodies entrusted with these tasks.

Mention of the nature of the actions and of the antiseismic regulations.