

THE WINSTON CHURCHILL MEMORIAL TRUST OF AUSTRALIA

THE 2003 CHURCHILL FELLOWSHIP

An investigation into how rural communities recover from disaster, hardship or adversity in the USA and UK and a review of whether collaborative interagency activity models such as Rural development partnerships were able to assist in the recovery

“Stories engage the heart and imagination in such a way that a deeper level of listening is activated, which opens the eyes of perception. Deep learnings happen in the unspoken story that is generated in the mind mixing images called forth during the telling in the open sacred space experienced in the process. The thinking mind is kept entranced by the content: the images awaken and engage the dreaming imagination and intuitive intelligence of the listener”
Bliss Browne Imagine Chicago

I would like to thank the Winston Churchill Memorial Trust for allowing me the opportunity to listen to stories from around the world. Extraordinary stories of overcoming hardship and adversity and the inspirational, diverse projects communities undertook as part of their recovery

Jeanie Hall
2003 Churchill Fellow
Small Business Answers Officer
North East Victoria Area Consultative Committee
Wangaratta Office
36 Ford St
Wangaratta 3677
03 57224533
jeaniehall@bigpond.com

I understand that the Churchill Trust may publish this Report, either in hard copy or on the internet or both, and consent to such publication.

I indemnify the Churchill Trust against any loss, costs or damages it may suffer arising out of any claim or proceedings made against the Trust in respect of or arising out of the publication of any Report submitted to the Trust and which the Trust places on a website for access over the internet.

I also warrant that my Final Report is original and does not infringe the copyright of any person, or contain anything which is, or the incorporation of which into the Final Report is, actionable for defamation, a breach of any privacy law or obligation, breach of confidence, contempt of court, passing-off or contravention of any other private right or of any law.

Signed

Dated

Contents

1. Index	1
2. Introduction and acknowledgements	2
3. Executive summary	4
4. Programme	5-7
5. Fellowship highlights	8-12
6. Fellowship experience and quotes	13-16
7. Conclusions and recommendations	17-18
8. Useful websites	19

INTRODUCTION

This report outlines information gathered during an eight week tour of rural USA, England and Scotland. The original focus was how communities recovered from disasters including fire, drought, floods, tornados, foot and mouth disease and other challenges such as poverty, out migration of young people and economic downturn. Of particular interest was 1. The role a range of government agencies played in recovery. 2. The degree to which the agencies operated collaboratively.

I am indebted to many people and organizations for the helping me with this study. Their incredible support and encouragement gave me one of my life's greatest experiences

- The Winston Churchill Memorial Trust and their tireless and patient staff
- NEVACC, my employers and colleagues
- Referees Eric Lund, Alannah Johnstone and Jill Nicholson
- Tony Cutcliffe, Bernard Young
- Linda Wheeler GoVIC, Faye Whitehead, Rural Women's Network, Victoria Moore OWP
- Fran Sorenson (WCF 2002), Cathy McGowan (WCF1991), Jane Grimwade (WCF 1993)
- The Fellows Association
- Peter Kenyon, Peter Palmer Bank of I.D.E.A.S.
- Neil Hamilton Ausindustry
- Sophie Panopoulos MP Federal Member for Indi and staff
- Staff at Qantas business travel

The USA component was made possible through the overwhelming generosity of two very special people. Wendy Dant, Department of Commerce Indiana and Jim Maetzold USDA, now, both very dear friends, assisted me over eighteen months in establishing contacts and an itinerary I could only have dreamt of. Their enthusiasm for their roles, their professionalism and their spirit is an inspiration.

Similarly I wish to acknowledge the tremendous support of

- Charlotte Narjes, Marilyn and Gayle Schlake, staff of the Nebraska Rural Institute
- The sounding boards -Kate Stoney, Kim Houghton, David Walmsley, Julie Weir, John Tabor, Peter Palmer and Peter Kenyon
- Dr Don Wilhite and Dr Mike Hayes, National Drought Mitigation Centre, Lincoln University
- My hosts throughout Iowa and Nebraska
- Annette Junck for the best pork and beans ever tasted!
- Prof Judith Stallmann University of Missouri, Columbia
- Hosts throughout Indiana including the Indiana Department of Commerce, Judy Gray, Linda Wood, Robert Peacock and in Scottsburg, Mayor Bill Graham
- the many wonderful staff of the USDA and RCC

In the United Kingdom

- Prod John Bryden Arkelton Centre Kings College Aberdeen,
- Helen Lidgett , Glen Ingham, Alan Lloyd and Mick Topliss at the Derbyshire Rural Council. Particularly thanks to Graham Hunt whose passion and commitment to his clients was one of the highlights of the trip.
- Mike and Judith Hill Aschurch
- Alisdair and Fiona Hilleary and family Muir of Ord
- Mary Lynch, Chief Executive of the English Tourism Council

Finally without the support of my husband Leigh, daughters Anna, Penny and Georgie, my parents or my support team Leeanne Allen and Peter Whitcroft none of this could have been possible. Thankyou



Jeanie with Governor Joe Kernan Indiana



Senator Tom Osborne Nebraska

EXECUTIVE SUMMARY

Name: Jeanie Hall
Position: Small Business Answers Officer
Address: NEVACC 36 Ford Street Wangaratta VIC 3677
Telephone: 03 57224533

Project Description: An investigation into how rural communities recover from disaster, hardship or adversity in the USA and UK and a review of whether collaborative interagency activity models such as Rural development partnerships were able to assist in the recovery.

When I embarked on the Fellowship, I believed developing a collaborative forum at a government agency level and a mechanism for aggregating funds across each of their programmes would enable quicker support and more localized focus in times of emergency. I found this would only offer part of the solution. Early in the tour, the importance of local leadership became evident as the critical factor in recovery. Disaster affected communities with strong leadership become united by their adversity, maintained a sense of hope and a determination to overcome their situation. Importantly they shared a vision of what they wanted their community to become in the rebuilding process along with citizens capable of achieving it. When they worked with agencies and articulated what they wanted, recovery actually included improving their existing situation.

- Disaster recovery needs to be owned and managed at a local level.
- Leadership and champions need to be developed and encouraged

Government agencies could support this objective through working to establish better ways of resourcing local government with existing services. At a federal, state and regional level, we have the opportunity to build on the experiences of the drought and bushfires and foster interagency collaboration as a way of doing business. Suggestions include

- Review existing services and investigate what can be leveraged to better serve local needs. Portals such as Business Entry Point, Grantslink and Information Victoria already have relationships aggregating information at a local government level. Review what further support could be offered to support a community in disaster recovery. MC2, a Victorian community IT programme was an invaluable resource with the bushfires. More can be achieved
- Establish generic emergency recovery programmes which can be adjusted to each situation. Recognise 'tombstone data' which will not alter across programmes and look to developing a 'front page' which will suit the needs of any government department.
- Identify what can be done to reduce the transaction cost for the victim accessing support and further ways of supporting local government
- Consider grants administration and contributing a proportion of funds to mitigation
- Maintain and build on the successes of the drought and bushfire task force forums
- Consider working with local government to establish a 'clearing house' facility to minimize 'welfare shopping' and ensure monies get directly to those in greatest need.

We must all focus on people

Churchill Programme	USA		
12/09/2003	Melbourne-Chicago		
13/09/2003	Chicago	Bliss Browne, Jody Kratzman	Imagine Chicago, Appreciative Inquiry, ABCD of Community development
14/09/2003	Davenport Iowa	Paul Fessler	United neighbours, Phone tree and a range of community initiatives
	Madison County	Brenda Hollingsworth	Chamber of Commerce
	Ames, Iowa	Lois Smidt	Beyond Welfare, Wheels to work, Circles of support
	Storm Lake	Storm Lake Diversity task Force	Self professed Worlds Hometown an initiative to address outmigration of young and attract skilled migration
16/09/2003	Nebraskan Rural Institute	Dave Barr NRDP	Conference
17/09/2003	Nebraskan Rural Institute	Bob Agranoff	Conference
18/09/2003	Nebraskan Rural Institute	Conference	Conference
18/09/2003	Winnebago Indian Reservation	Terry Medina	Tribal Court in Winnebago
19/09/2003	Hartington	Carla	Community Block Grants
20/09/2003	Laurel	Annette Junck	Economic development coordinator
21/09/2003	North bend	Mike Williams, Kevin Wilkins	Greater Fremont Development centre
22/09/2003	Nebraskan Community Foundation	Don Macke, Jeff Yost	Centre for Rural Entrepreneurship
22/09/2003	Drought Mitigation Centre	Drs Don Wilhite and Mike Hayes	National Drought Mitigation Centre
22/09/2003	Centre for Applied Rural innovation	Dr John Allen	
23/09/2003	Indianapolis NRDP	Wendy Dant Chesser	Department of Commerce
	Indiana Rural Development Council Don Koverman		IRDC
	Indiana Department of Commerce	Joe Pearson	Assistant Commissioner
	Indiana Department of Commerce	Judy Strasser, Neil Brook	Grant monitors
24/09/2003	Gary, Indiana	Energize Indiana forum	
25/09/2003	Madison Indiana	Linda Wood	Kitchen Incubator
25/09/2003	Scottsburg	Mayor Graham	Recovery from Flood, Economic development partnerships, Community development partnerships
25/09/2003	Hubers Farm	Wendy Dant Chesser	Agri tourism

26/09/2003	French Lick, West Baden Springs	Judy Gray	Community Visioning, farmers markets Armish culture and interface with eco dev
27/09/2003			
28/09/2003			
29/09/2003	St Louis	Dean Wilson, Vicky Simmons	Post Tornado recovery
30/09/2003	St Louis	Judith Stalman	Community Capacity Building Missouri Columbia
1/10/2003	Washington	Jim Maetzold, Peter Smith USDA	Resource Economics and Social Sciences Division
2/10/2003	Loudoun County Day trip	Patowmac Farm, Great County Farm, the Chile man	Agritourism, community supported agriculture Loudoun County Eco dev group
3/10/2003	USDA	Terry D'addio	Resource Conservation and Development Program
4/10/2003	Site seeing Washington DC		
5/10/2003	Site seeing Washington DC		
6/10/2003	USDA	David Sears	National Rural Development Partnership
		John Dunn	USDA rural development coops
	Office of Community Development	Rick Wetherall	Grants
	National Association of RC&D's	Bobbi Jeanquart	Executive Director, discussed evaluation RC&D
7/10/2003	Jim Maetzold USDA	Dennis Alvord	Economic development administration
8/10/2003	USDA Ag Marketing service	Janise Zygmont	EVERYTHING and marketing
	Economic research	Rick Reeder	
	Sustainable Agriculture Research and Education Programme	Jill Auburn	Extension service
8/10/2003	SBA Washington	Jane Boorhman	
9/10/2003	Southern Maryland RC&D	Mark Rose	Tornado and Hurricane recovery, Emergency response unit
13/10/2003	Lower Hudson/Long Island RC&D	Joseph Heller	CSA, innovative product development, cooperative marketing
14/10/2003	19/10/2003	Break ***	Intended visits unavailable

Churchill Programme	UK		
20/10/2003	Ashchurch	Mike and Judith Hill	Post FMD initiatives
21/10/2003			
22/10/2003	Shirebrook	Mick Topliss	Neighbourhood renewal, Local Strategic Partnerships
23/10/2003	RCC Wirksworth	Graham Hunt	Post-FMD funding and visit Happy Hens Jubilee Hall - Hatton New hall partly funded by RPA grant and also by Community Fund (National Lottery) Gosley Community centre Sharpes Pottery heritage and Arts Centre, Swadlincote National Forest Conkers Centre, After School Computer Club Overseal Primary School
24/10/2003	West Derbyshire and Village Agents	Alan Lloyd	Village Agents Tissington
27/10/2003	Aberdeen	Prof John Bryden	Community development initiatives, grants
28/10/2003	Aberdeen	Prof John Bryden	
2/11/2003	London	Mary Lynch	Tourism Task force

Fellowship Highlights : **Community / Individual Level**

Appreciative enquiry

Bliss Browne of Imagine Chicago shared with us the power of collective imagination in enabling a community to orient around positive, affirmative topics and design its own future. She stressed the need to 'speak in English' rather than the top end language preferred by change managers. The key themes of Appreciative enquiry are *what is working well and how do we amplify it? What impacts or outcomes do we hope to accomplish? Search for best practice and the most inspiring images aspirations and connections. People naturally move toward a picture of the future they have imagined and created together- especially if there are structures and partnerships that recognize and support their acting on behalf of their visions.* Essentially she suggests communities have the potential to produce deep and sustaining change when they envision a future based on the best from the past. Whilst problem solving based on deficit analysis is powerful (and perhaps easier in the short term) it has the capacity to undermine human organizing. Participants defer to 'experts' and lose the confidence to represent themselves and their communities through a sense of threat defensiveness or separation.

- Simple language, orientation points in the community eg what are we organizing the effort around, all opinions worthwhile, work from positives eg what is working well, where can we go from here?
- Develop a culture of hope. Sense of hope can be lost through adversity.

Application in Australia : Regional Australia faces the challenge of survival in the face of environmental issues, social and economic viability. Using an appreciative enquiry methodology we have the opportunity to conduct regional forums and address these issues together which affect us all. Water, technology divide, perception of isolation, silent poverty, out migration of young people and the strain that puts on maintaining a skilled work force, the challenges facing the indigenous community. It would be easy to conduct a deficit analysis. Solutions are not so forthcoming.

Beyond Welfare/ Circles of Support/ United Neighbours

Some of the most inspirational programmes I observed were based on the simplest ideas of caring. Many of these initiatives struck me because they allowed individuals to participate with dignity

- **Beyond Welfare:** Organizes citizens to reach out to families in poverty and assist them in making their contribution to the community. It is made up of a number of programmes including Circles of support, Family partnering. Based on reciprocity, sweat equity, participants often experience their first opportunity to 'give'
- **Circles of support:** Caring has become institutionalized. We need to learn to reconnect people with trust and community. That is create intentional relationships and base activities around a dream, ie eradicate poverty.
- **Wheels to Work:** Participant joins Promise Jobs, completes intake with BW staff, including budget and self-sufficiency plan and attends three Consumer Leadership Team meetings in advance of car transfer. They undertake to pay a nominal fee in return or many prefer to offer reciprocity through community work. Once they have a car many of the barriers to seeking employment and simply participating in society are removed.
- **Phone trees:** If there was a disturbance in the neighbourhood and an individual felt threatened with one phone call a well established phone tree could spring into action resulting in immediate support. They implemented an incredibly powerful but simple way

helping - the neighbors went out to their verandah/porch becoming a deterrent by their presence

Application in Australia During the drought one of the things we wanted to do was 'reconnect' people with their community. Although unvalidated, there was concern for the 'hidden poverty', proud business people, community members and farmers too shocked by their situation to seek help. Anecdotal reports of fearing for friends' safety were countless. In the situation of drought or disaster elements of the 'Circles of support' programme would be an invaluable way of reconnecting people with their community and accessing support services. We looked at quasi methods of doing this under the guise of business mentoring programmes but to get the programme validated and signed off took too long. This is not a criticism, more a reflection. By the time the programme was approved, the situation was either beyond help or not worth pursuing. Establishing Circles of Support with training and participation would provide an ongoing conduit to supporting communities whether in disaster recovery or alleviating recurrent issues of poverty, unemployment and the constant challenges of living in a rural community.

National Drought Mitigation Centre :

Mission is to lessen societal vulnerability to drought by promoting planning and the adoption of appropriate risk management techniques. Risk = Hazard (natural event) X Vulnerability (Social Factors). In many cases infrastructure has made us more vulnerable through our reliance on energy, transport

Major activities are integrated climate and water monitoring , drought information clearinghouse and research. <http://drought.unl.edu>

NDMC has 3 components. Early warning, risk and Impact, mitigation and response. Drought monitor is published weekly and uses a combination of drought indicators including precipitation and temperature, streamflow, reservoirs and lakes, snow pack.

Historically the whole issue of drought has largely been ignored. Perceptions were that drought was only a problem for the Western USA or an unusual occurrence. This is no longer the case. With more stringent questioning by the media, mitigation is an obvious direction to pursue.

The single biggest impediment to states embarking on drought mitigation is cost. Should a hurricane go through a region, approximately 15% of recovery funds are for mitigation. Federal Emergency Management Authority has not involved itself in drought.

Whilst there is an increasing awareness of the significant social impact of drought in the past there has been no systematic effort to pull together the total impact of the costs including economic, environmental and social. No impact costing model has been developed yet evidence gathered from 10 states collating quantitative data suggests the 2002 drought costing \$14 billion in lost revenue across a range of businesses including agriculture, tourism and recreation.

Drought support is cost the Federal government \$5 billion last year therefore it seems ironic that the drought mitigation centre boasting only eight staff is funded minimally and on an annual basis. Hopefully States embarking on mitigation plans will demonstrate savings in support of it becoming a permanent facility.

Application in Australia Drought is a regularly occurring phenomenon requiring careful planning and mitigation. Early warning systems such as the drought monitor would offer invaluable support to the farming community, rural communities and catchments. Drought needs to be included in disaster and emergency plans at a local, state and federal level. Historically it has been difficult to create awareness an understanding of impending drought conditions. In the absence of an impact cost model, drought has been overlooked particularly in dairy regions thought 'drought proof'. I would like to see the Australian government commit to funding a resource such as the Drought Mitigation Centre' providing early warning services, raising drought awareness in metropolitan as well as rural areas.

Energize Indiana a State wide initiative aimed at revitalizing a sluggish state economy through collaborative promotion of a suite of programmes including rural applications. Now in its second phase the programme is working well.

Application in Australia Similar promotions under 'Vitalize Victoria' banner

Grants

Several excellent examples of Grants were viewed.

Environmental Infrastructure Working Group EIWG which is a collaborative meeting of all agencies in Indiana concerned with Water and waste management. Applicants first fill out an 'IN-take' document which is an A4 précis of their proposal. The EIWG group meet regularly throughout the year and all applicants who register with IN-take have the opportunity to present to EWIG. No funds are promised but the applicant leaves the meeting with clear indicators of whether or not the proposal is eligible and if so who can fund the proposal and the application process. The benefit of such a model is the opportunity for collaborative funding and applicants don't waste time on ineligible projects.

Grants Administrators Management Office – Grant administrators are trained in how to develop applications, manage key reporting requirements and generally keep the progress on track. Grant administrators are independent operators who generally charge around 8% of the grant moneys as their fee. They are well resourced and informed through the Indiana Department of Commerce web site and a publication Grants Management quarterly. A full listing of trained Grants Administrators is on the web site.

Grant Evaluation Use evaluation and monitoring as a tool ie don't monitor activities and outputs, rather movement towards a well defined set of goals. We often let ourselves down only identifying activities undertaken rather than the impact they had. Perhaps the fault of performance management or simply human nature but we like to look good and tend not to report failures. We need to mature as applicants and grant managers to see merit in all activities and how they assist in progressing to achieve to a set of goals. Learning from mistakes is a powerful tool and the lessons could well benefit other projects and subsequent funding opportunities.

Application in Australia Discussions with program managers in rural Australia site grant reporting as one of the biggest concerns. Enthusiasm has often waned at the time of reporting, personal have changed or departed and activity regularly loses direction. An independent paid administrator, skilled and current with grant acquittal requirements would remove a great deal of tension particularly in the smaller Not for profit area. The challenges local governments face in maintaining a skills base in the grant area could also be resolved in this way. Grant agencies need to reassess their evaluation methods to encourage full reporting of successes and 'lessons to be learnt'

Don't lose sight of the impact of small grants. One of the most uplifting experiences of the trip was visiting a range of micro grant projects administered through the Derbyshire Rural Community Council. Under the careful guidance of Graham Hunt the Village care Officer employed under the South Derbyshire Rural Priority Area Fieldworker programme, 30 grants ranging from £110-£1000 have made an extraordinary difference. Priority was given to the most disadvantaged parts of South Derbyshire RPA particularly those affected by the Foot and Mouth Disease Outbreak. The grants aimed at regeneration provided for ICT classes, sports club development, after school computer clubs Parish halls and some arts programmes. It was very rewarding to see the strength of leadership in these communities driving small but meaningful initiatives which often lead to much larger undertakings.

Three outstanding projects were

Highfield Happy Hens www.highfieldhappyhens.co.uk

Sharpes Pottery Heritage and Arts Centre Swadlincote and the remarkable PEOPLEXPRESS

Jubilee Hall Hatton.

Scottsburgh Indiana. The indefatigable Mayor Graham was an absolute highlight of the trip. Faced with a community devastated by flood in 1993, Mayor Graham crafted a recovery which resolved a number of outstanding issues prior to the disaster. Having conducted a series of town forums and coerced local champions to take up positions of responsibility the Mayor actually saw an opportunity in the disaster..

“A pessimist sees the difficulty in every opportunity; an optimist sees the opportunity in every difficulty. For myself, I am an optimist- it does not seem to be much use being anything else”
Winston Churchill

He is the first to admit he had to be very ‘definite’ with the FEMA representative who was sent into the town to manage the recovery. Mayor Graham was quite adamant that as the elected community leader HE was in charge and would be happy to work with the FEMA agent. Recovery capitalized on the best of the past incorporating a strong vision for the future including education, technology and youth.

I witnessed numerous examples of programmes undertaken. He encouraged major employers in the town to become champions of opportunity. He rallied 200 people and built a community clearing house collocated with the technology park, the employment services and a community college (similar to TAFE). Scottsburgh had previously experienced problems with welfare shopping. Some clients would do regular rounds of the welfare services and not ever look at getting off the welfare cycle. In an effort to address the issue, anyone seeking welfare support had to register with the clearing house. All welfare agencies agreed to use the clearing house for dispersal of monies, food, clothing and anything else. On registering, the recipient was provided with enough support to get their family through one month and encouraged to visit the employment services and visit the college. Should they visit an individual agency within the month they were directed back to the clearing house where a counseling process could be implemented.

Wind farm developments in Scotland returning wealth to small communities for reinvestment.

Major lessons and conclusions learnt

When I embarked on this study, I believed the answer lay in encouraging government agencies to work together to provide support to communities recovering from hardship, disaster or adversity. I referred to my quest as being in search of the 'Central Bucket'. As a community member and an employee of a short term government programme it was easy to identify the problems from a citizen's perspective. Bliss Browne would refer to this as a deficit diagnosis. Driven by passion for solving local issues and supportive colleagues who all demonstrated a willingness to work together not just in times of emergency, I believed if we could find a mechanism to enable multi agency funding our efforts could be supported.

The Winston Churchill Trust enabled me to view a number of rural communities as they struggled to overcome their adversity, with and without government support. Early in the tour it became very evident that regardless of the nature of the setback or the amount of agency support available, without strong local leadership and a clearly articulated shared vision little could be achieved. What I learnt is not rocket science.

The communities enjoying successful recovery and vibrant activity had worked on developing relationships across all stakeholders and incorporated solving some of the day to day issues of rural communities into their recovery strategies. My study was from a 360 degree perspective and focused on the post trauma phase of social and economic recovery rather than the emergency management of restoring services and safety. Restoring economic and social vitality is essential to ensure sustainable communities. This is not a short term strategy.

Living in Regional Australia is full of challenges. Much can be done through planning and collaboration at a local level to overcome the challenges we face.

Sustainable communities will accept that hardship disaster and adversity are all part of life and build emergency response and recovery into their overall strategic direction and day to day life. With an increasing momentum toward self reliance it is up to us as community members to take time for developing a vision, foster leadership, and take a role in moving our communities forward. We need to be careful listen to the future stakeholders of our communities and plan now for managing our own needs in the future.

Through that visioning, we need to be confident to work with government agencies to enable them to assist us in what we wish to achieve. The relationship needs to be based on a maturity and trust built up through clear and open communication, a preparedness to partner in projects and apply processes which ensure a footprint is left. The key threats to such a relationship cynicism, migration of key staff and unexpected events all need to be managed, planned for and regularly reviewed. Achievements need to be celebrated and enjoyed. Failures need to be accepted and welcomed as an opportunity for learning better ways of undertaking projects.

“ Success consists of going from failure to failure without loss of enthusiasm” Winston Churchill

I believe responsibility for emergency recovery is best serviced by locally. *‘ A normal community consists of units linked in a complex latticework by social bonds. In times of disaster the existing bonds form the communication pathways that are activated. People seek guidance from those they are familiar with’*. 1. Chapter four, Australian Emergency Manual Disaster Recovery

Local government is the natural place to seek information. It is up to the State and Federal government agencies offering support to investigate ways of better resourcing the already stretched capacities of local government. This does not need to be in the form of paid officers. Much can be done reviewing existing services and deciding what further opportunity could be serviced.

Disaster recovery and mitigation needs to be built into the operational strategy of all levels of government and not left languishing in policy or hastily constructed in times of need.

We need to work on the whole interface of interaction with government in times of emergency. Communities are well serviced with emergency response and restoration of essential services through organizations such as SES, CFA, police and other emergency services. Where communities struggle is the post trauma phase when individuals are desperately seeking help to get back on their feet. There is a tendency for agency 'shopping' which is both frustrating and time wasting for applicants and agencies alike. Managing the range of services through local government would enable a 'clearing house' facility for local government and attach a local face to local recovery.

One of the major differences I observed in the United States was in times of emergency, the first response is from Federal Emergency Management Authority. Of interest, drought is not included in the disasters FEMA manages. As the one stop shop for paper work and relief applications, FEMA is intended to minimize the victims trauma and expedite recovery. Once again, I was reminded that disaster recovery is all about local leadership. A discussion with people who had experienced terrible distress in tornados suggested when a FEMA officer is 'brought in' to manage recovery, if they didn't work in unison with local leaders, information was often ambiguous, victims reported confusion and frustration that the agency 'didn't understand' what was best for them or their community. It must be said that throughout the study, I saw some excellent examples of disaster recovery and the one clear message to emerge was the importance of people. Regardless of the type of recovery or amount of money be applied, without the local involvement the efforts were often futile, outcomes shortlived and hard to achieve.

It can be summed up concisely by the Boston Foundation "without people, money has no power" Another very clear message was never underestimate the importance of 'sense of place'. The tiny town of Stockton which was decimated by the tornado, saw a community galvanized to rebuild on the same sight. More than 120 years old, the main street was virtually destroyed in a few hours. Exceptional stories of effort were reported including delivering the mail the next day! Because of the destruction the town was faced with some tough decisions about whether or not to rebuild on the same site. A 'satellite' of the town had established a short distance away alongside a lake. Very little damage was experienced in that area. To an outsider it would have been simpler to relocate Stockton around existing services. The decision was not that simple as long held tensions between the two towns made common vision hard to achieve. The FEMA officer worked with the community and created 3 choices 1.restore, 2.restore and improve, 3.do nothing. The decision was made to rebuild on the same sight and improve. The longer term problems for the town will emerge when the taxes normally drawn from land owners to pay for a host of infrastructure impacts in three years time.

The recovery is only one aspect. Extension officers also offer the opportunity to look into mitigation, preparation and response. Most counties have an emergency management plan and an employed emergency management director. Faith based support is very strong and there are well established ministerial alliances (between different denominations). Clark County, VA was given 50 chainsaws by the Buddhist monks after a hurricane did terrible damage two years ago.

I was very challenged by my experiences in the UK. Perhaps it was the regions I visited or the fact that I was mainly around the farming community but certainly the people I met were all very depressed and feeling alienated from their metropolitan counterparts. From my research I was aware a great deal had been done at the height of the Foot and Mouth outbreak (FMD) to support people in rural areas but there was still a tremendous amount of anger and despair regarding the outbreak.

Further discussions indicate part of the problem was the last FMD disaster management experience was in 1967 and since that time the whole nature of agriculture had changed. Much of the response and contingencies were based on old strategies, which was simply inadequate. Centralized cattle markets and transport infrastructure magnified the spread of the disease across Britain.

Rumour and innuendo still surrounds how the outbreak happened and who is to blame. I was given many anecdotal stories and theories as to how things became out of hand. My feeling is the enormity of the outbreak caught everyone by surprise. As a consequence, in good faith, everyone leapt into action with little collaboration, responsibility for agriculture went through a departmental change and there was little understanding in metropolitan England about the stress country people were experiencing. Whilst monetary compensation was available to those directly impacted by FMD, the social and emotional recovery did not appear to be well resourced. Those who seemed to suffer very badly were those who actually adjoined FMD properties.

The exclusion zones and footpath bans meant people were unable to get together and support each other. Many of the people I spoke with cried during interview, it was not long before I joined them. I heard countless stories of heartbreak when families could not be together because of movement restrictions, lambing ewes were kept in flooded paddocks because they could not be shifted. Farmers faced the agony of having their stock destroyed and having to wait days for the carcasses to be dealt with. The trust in the community was strained, neighbours suspected neighbours, everyone was searching for someone to blame.

I have tried to hypothesize why the anger remains. Efforts to decentralize government were underway and it may be that the capacity was not sufficiently established in rural England at the time of the outbreak.

Not all was bleak. I enjoyed a wonderful couple of days with the Derbyshire Rural Community Council. Much is being done at a community level to rebuild the spirit and heart of the people. Vital Villages, Parish Plans, Village Agents, Transport partnerships and Village Halls are all wonderful programmes aimed at ensuring local solutions to local issues. One of the highlights for me was seeing the work done by PEOPLEXPRESS. people.express@virgin.net The organization aims to involve people who would normally have no access to the arts and they have encouraged some wonderful projects for youth as well as recognizing the diverse background of the community members. I was very moved by an excerpt from a publication of abstracts created by the writer's guild in Swadlincote. The region had three diverse population groups based around their occupation. Many of the original community were migrants brought in for seasonal work. Coal miners, pottery factory workers and farmers made up the community and didn't really know much of each other. The stories reflect conversations with farming members of the South Derbyshire region and serves to share their experiences and heritage with the broader community.

I thoroughly enjoyed being shown London by Mary Lynch whose enthusiasm for Rural Tourism was memorable.

In all, I enjoyed an amazing journey full of enlightenment and discovery. What it has shown me is the importance of local leaders and champions, the need to be clear about what it is we want our community to be and work on articulating to government through partnering programmes how we want them to help us.

I was very proud of the simple things our service agencies have done for victims of bushfire and drought based on care and connection with the community and feel we are well on the right track. Thank you to the Winston Churchill Memorial trust

Some quotes I enjoyed

- Lead by stepping back, celebrate constantly. *Savannah Georgia experience*
- Identify the many tools for economic development and community development **within** the community rather than looking outside to identify what you can bring in. *Jodie Kretzman*
- Don't do things for others they can do for themselves. *Paul Fissler, United Neighbours*
- Don't focus on issues, look for opportunities *Bliss Browne*
- Its all about reciprocity – *participants in Beyond Welfare*

CONCLUSIONS

Local government and agencies such as community foundations, faith based organizations and larger employers need to foster local leadership, encourage local champions and philanthropy in the communities high profile businesses. Disaster management and recovery needs to be built into the daily operational strategies of local government. Drought should be recognized as a regular threat.

Care must be given to sharing information and developing local processes for managing disaster, emergency response and social and economic recovery. Of utmost importance is that these processes are not hidden in files and policies difficult to access at a time of need. Each unit of management needs a strategy which forms part of an overall response. We need to plan for the new phenomena where many of the responsible officers do not live in the town they work for. A percentage of any disaster recovery funds should be put toward mitigating against loss in the future.

In recommending responsibility fall at a local level, I encourage State and Federal Government to look at ways of increasing resources available to local government. The mechanics of grant systems rendering them easy to access, sustainable irrespective of change of staff and based on local need can be achieved. The community needs support to develop a local vision and how to resource it. Equally, through local government, the community needs to be empowered sufficiently that grants will only supplement and embellish activities rather than generate them. Local government has the opportunity to both 'broker' and leverage support. Community foundations are an ideal vehicle to galvanize a community around important issues and develop a sustainable future. The Nebraskan Community Foundation which provides grant administration services and revenue reinvestment into the community is worthy of further study. As members of a rural community, we need to plan to use all services available to generate the place we want to become. Disasters will continue to happen, how we manage them will determine our future.

Recommendations at a local level

- Local government own and manage responsibility for disaster recovery
- Facilitate inclusive and representative local forums to develop a shared vision
- Build relationships across agencies involved in recovery services and post disaster social and economic recovery at a regional level. Map who is doing what
- Review existing communication platforms, investigate accessing/sharing information
- Build emergency/disaster recovery into normal operations
- Focus on people and place and in the event of hardship/disaster employ long term strategies to remedy pre existing issues as part of recovery
- CELEBRATE SUCCESSES

Recommendations at regional level

- Map who is doing what, identify synergies and collaboration at a regional level and lobby to develop relationship and information sharing
- Build on the successes of existing drought and bushfire recovery Committees, maintain as a forum to identify and plan for emergency recovery contingencies and regional visioning
- Establish regional strategy for disaster response which identifies a process for action and most appropriate grouping
- Better use existing agencies to support local initiatives
- Review past initiatives and determine their success in achieving outcomes. Do not fear failure but use it as a beacon to the future not an anchor to the past. Appreciative enquiry

Recommendations at State and Federal government level.

- Develop disaster and emergency recovery as a strategy rather than policy.
- Nominate a percentage of grant to be used for mitigation purposes
- Develop grant administrators and conduct grant administrator training. Investigate the Nebraska Rural foundation model of managing grants for the community
- Review evaluation techniques to monitor movement toward a group of goals rather than simply measuring activities and outcomes. Structure grants to run over a longer period of time
- Leverage existing programmes to better resource Local Government to incorporate disaster recovery into annual business plan
- Fund regional visioning forums
- Look at the whole interface of government interaction.
 - Rethink existing resources and how they might minimize the transaction cost for disaster affected individuals dealing with applications.
 - Develop a generic disaster recovery programmes which could be modified to the current situation.
 - Investigate developing a common front page to applications stored at local government. The generic information required rarely varies, much of it is tombstone data and could be incorporated into a common 'front page' which supported many agencies.
 - Facilities such as the Business Entry point transaction manager and its content syndication have existing relationships which service Local government with aggregated information. Grantslink is a fantastic portal and source of information. Information Victoria is another excellent example. These facilities could provide increased targeted support to local government through investigating what sort of information is needed in and following an emergency
 - Focus on people.

Facilities such as the Business Entry point transaction manager and its content syndication have existing relationships which service Local government with aggregated information. Grantslink is a fantastic portal and source of information. Information Victoria is another excellent example. These facilities could provide increased targeted support to local government through investigating what sort of information is needed in and following an emergency

For future Churchill Fellows-

- Take someone with you. The information I gained most value out of was when I was able to discuss and brainstorm with others. A set of fresh eyes and objective opinions are invaluable.
- During your tour, ask people to e-mail what information they can, carry the rest!

Community

- Don't wait around to see what is available from government in times of emergency. Undertake a mapping exercise to determine 'who is doing what' in your region and build recovery into day to day operations. Facilitate local and regional forums to develop a vision of what it is you want what sort of support you will need to achieve it.
- Don't overlook small achievements or simple low cost solutions
- Celebrate

Dissemination of information will be through Rural Women's Network publication, presentation of a paper at Sustainable Economic Growth in Regional Australia, the North East Area Consultative Committee, presentations to Leadership programmes in the North East, Victorian and Federal Government via department contacts and local members of Parliament. I have been asked to join the disaster recovery management committee in my town.

Should anyone wish to discuss any of my recommendations I can be contacted by phoning 03 57224533 or alternatively e-mail jeaniehall@bigpond.com

Useful Websites

www.beyondwelfare.org	Beyond Welfare Programme
www.appreciativeinquiry.cwru.edu	Appreciative enquiry
www.imaginechicago.org	Imagine Chicago Bliss Browne
www.cari.unl.edu	Centre for Applied Rural Innovation
www.cdtoolbox.org	Community and economic development toolbox created by Cornell University Ithaca, NY
www.smallcommunities.org	Best practice for small communities
www.usda.gov	USDA, NRCS, Sustainable Alternative Agriculture
www.ezec.gov	Office of Community development UDSA
www.fema.gov	Federal emergency Management Agency
www.sba.gov	Small Business America
www.indianacommerce.com	Range of programmes aimed at rural Indiana
www.drought.unl.edu	Drought Mitigation centre and drought monitor
www.ssu.missouri.edu/commdev/	Range of Community capacity building initiatives
www.nebcommfound.org	Nebraska Community Foundation
www.countryside.gov.uk	Countryside agencies and a range of grants programmes aimed at conserving Englands countryside, spreading social and economic opportunity and heritage.
www.derbyshirecc.org.uk	Making a difference in rural communities