

Post-Quake Canterbury: A snap shot

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This paper was prepared by Garth Nowland-Foreman, of Community Solutions, for the Todd Foundation, as a part of its rapid appraisal of the situation to help the Foundation identify how best to support the Canterbury Recovery. It aims to provide a general picture of the situation as at March/April 2011. Within the time and resources available, efforts have been made to ensure it is as accurate as possible. However, it should not be expected to provide a complete picture, and should not be relied upon for specific details without further enquiries, as: the situation is changing rapidly over time; and not all information or opinions collected were able to be independently verified at the time. If you spot any important errors or omissions, we would appreciate if you could contact Kate Frykberg at Todd Foundation, Kate@toddfoundation.org.nz

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One symbol of the scale of the quake's impact, are the 300 trucks making 1,800 trips a day at the end of March to carry away debris and liquefaction from the city's Red Zone alone. Four million tonnes of rubble will be taken to the newly declared Burwood Resource Recovery Park over the next 5 years.

Other symbols of the need to consider the long haul, are the unofficial estimate by one welfare agency that some households may be without a proper sewerage connection for up to two years, and the forecast by Canterbury University that 57 temporary structures (for lecture halls, offices and café) on their athletics oval will be required for up to 5 years while damaged buildings are repaired.

Individuals and Families

As well as the highly visible destruction of heritage and commercial buildings in the central business district (CBD), an estimated 5-10,000 **homes** may need to be demolished. According to the regional council *Environment Canterbury* (ECan), 1,864 residential homes are likely to be demolished, between 1,000 and 4,000 further homes have land requiring remediation; and between 1,000 and 3,000 homes might be 'uneconomic' to repair. This will lead to massive dislocation and uncertainty, as it is not clear yet what land can be technically remediated and will be economically viable to rebuild on. In addition some 10 per cent of affected houses are believed to be uninsured, and so are also not covered by the Earthquake Commission (EQC), according to Reid Striven, Senior Claims Coordinator, EQC.

The Department of Building and Housing recently announced that Hawkins/Spanbuild/Fulton Hogan, Jenian Homes and New Zealand Transportable Units will provide the first round of 300 temporary homes for people displaced by the earthquakes. These will be placed in Linwood Park, Rawhiti Domain (New Brighton), Kaiapoi and a yet-to-be-disclosed site in Burwood. Rent will be charged. The Department's deputy chief executive, Maria Robertson, estimates 5,000 to 10,000 people could need temporary accommodation in Christchurch, and the aim is to stay ahead of demand. The first of the portable houses will be built in May.

Eleven **schools** are still closed at the end of the first school term, most of them 'rostered' to share schools campuses – where the host school runs from 8:00 to 12:30, and the guest school runs from 1:00 to 5:30pm. Based on 45 minute periods, that means each subject loses an hour a week. 7,000 extra school students are bussed each day, some travelling for up to two hours each way. Students and teachers must vacate the school when it is not their rostered time. This has virtually abolished sporting and other extra curricula activities, and even made it difficult for teachers to meet. However, most arrangements have gone smoothly. Two of these schools (Heaton Intermediate & Cathedral Grammar) will return to their own properties by the beginning of second term.

Canterbury District Health Board (DHB) child safety team coordinator, Susan Miles identified that in the 3 months following the September quake there was a 20% increase in children referred to the service by health staff, and "numbers were up again since February". Battered Women's Trust manager, Lois Herbert reported police referrals for **family violence** increased 30% after September, and also had risen again since February. *Age Concern*

community nurse, Kerry Howley, describes a 'significant increase' in reports of elder abuse since February, but believes the underlying rate has probably not changed so much as the new living arrangements were exposing the abuse.

DHB communications Manager, Karalyn van Deursen has confirmed the loss of 636 **aged-care** beds from the city (This also represents around 600 full- and part-time jobs.) Around 300 aged care residents had been relocated outside Christchurch. The DHB is preparing a plan for bed use in terms of "those who needed them most and to cater for some elderly who had been moved out of Christchurch." This is likely to mean higher levels of disability among older people living in their own homes, with potentially reduced mobility, greater needs for support services in the home, and greater risks of social isolation. A 'vulnerable persons' group was set up since the September quake to coordinate support for elderly people, and has received more than 300 referrals. *Age Concern* is coordinating 50 volunteers to visit elderly people in need, taking water, doing washing, emptying chemical toilets, and helping with other problems.

Within days of the February quake, the government announced that businesses which couldn't continue operating would be given \$500 a week for each employee they continued to employ (those who lost their **jobs** as a result of the quake were eligible for \$400 a week). The scheme ran out on 5 April. The NZ Council of Trade Unions (CTU) argued for an extension of job subsidies for another 6 weeks, and continuation of quake unemployment assistance for 80% of prior earnings for up to 12 months (or until they have found a new job or suitable training). The initial *Earthquake Support Scheme*, as it is officially known, was extended for another two weeks to 18 April. The next round of (reduced) assistance is available for a further 6 weeks at a substantially reduced set of rates and on narrower criteria (excluding, for example, sole traders and those affected by a loss of business, rather than completely unable to operate). The CTU has estimated that as many as 20,000 Cantabrians will be forced onto the unemployment benefit, when the quake job subsidies are phased out. The government doesn't have any official estimates of expected increases in unemployment.

The CTU has also argued for a range of other supports, including a top-up to skills investment subsidy, a trust to operate a group training scheme across a range of vocations, support for tertiary education to increase training, new clusters of skills in shorter-term qualifications, enhanced industry partnerships for full time training as a transition to employment, and an employment scheme.

Estimates soon after the quake suggested up to 70,000 had temporarily left Christchurch. Many of these have now or will return. Initially it was thought that around 4 percent of the city's **population** could stay away for a year. More recent estimates by Tom Love commissioned by the DHB suggest the population levels are unlikely to change by more than 2 percent (about 8,000 people), and may even increase in the medium term as construction workers arrived for the rebuilding effort. Though population decreases are more likely to be noticeable in areas with significant damage, while poorer residents were more likely to leave the city and for longer periods, according to Love, as they are less likely to own their own home, or have long term employment. *Statistics NZ* figures show that 12.7 per cent of

Christchurch, Waimakariri and Selwyn school students (just under 10,000) re-enrolled outside these areas following the quake. With many returning, that has dropped to just under 7,000 students (6.4% of enrollments) remaining outside these three districts, and is expected to continue to fall.

A major issue of concern to people is the approach of **winter**, especially but not only for elderly, families with young children and the chronically ill. Not all damaged homes are weather-tight, and many have lost their principal source of heating. Recent flooding raises concerns about living in damp houses (which could aggravate respiratory problems), and increased stress and over-crowding in schools and in housing could make people more susceptible to falling ill and increased infection rates, according to Christchurch virologist Lance Jennings. As a result, the DHB is making flu vaccines free to under 18 year olds, as well as pregnant women, elderly and chronically ill residents. Fletcher EQR, contracted by the Earthquake Commission, expects the 4,500 priority winter heating repairs initially estimated to be needed in Canterbury will be completed by “mid May”, and is actively seeking to identify further households where such repairs are needed. The Clean Heat Hub established earlier this year has made 25,000 calls to identify priority cases, based on data from a variety of sources. About 4,000 heating units have been ordered, installed or repaired to date, including heat pumps and different varieties of solid fuel burner (though probably only hundreds have actually been installed to date). Orders are being placed at up to 1,000 per week. This still means many homes will not have adequate heating this winter. ECan has indicated that it will not take action if the earthquake means people are not able to meet clean air rules; recognising that some may need to use whatever safe means they have available including an open fire or a non-compliant wood burner.

Businesses

“According to Christchurch Mayor, Bob Parker, prior to the Quake, the city hosted 15 percent of New Zealand’s workforce, and generated 20 percent of the country’s GDP.”

Some 52,000 workers in around 6,000 businesses have been **displaced** from the CBD, where some estimate 30 percent of buildings have collapsed or will need to be demolished. It is now estimated by ECan that 635 commercial properties are *likely* to be demolished, and a further 1,378 red-stickered commercial or heritage buildings (plus or minus 25 per cent) *might* have to be demolished. Most other CBD buildings will require repairs of varying degree. (Those working in the CBD represent 28% of the city’s total workforce.) Gerry Brownlee, Earthquake Recovery Minister, indicated that most businesses will not be back in the CBD within 12 months. However, many businesses (with the notable exception of the hospitality industry) are rapidly relocating around the wider Christchurch area. A survey of nearly all Westpac Bank’s Christchurch 3,000 business customers (who comprise an estimated 25% of the local business banking market) reports that 70 per cent told the bank they were fully working by the end of March, 25-28 per cent reported temporary impacts, and 2-5 per cent told the bank the quake had a permanent impact on their business, such as being in a damaged building likely to be demolished, according to John Brophy, Westpac South Island head of business banking.

The Canterbury Employers Chamber of Commerce and the Council-owned Canterbury Development Corporation jointly set up **Canterbury Business Recovery Group** [www.recovercanterbury.co.nz] to offer needs assessment, referral, and recovery support to business. It also established the Canterbury Business Recovery Trust Fund to be a repository for business-to-business donations, to help businesses recover from damage and loss, and restore operations.

The Government has announced a \$6.85 million '**economic recovery package**' for Canterbury. It includes: \$2 million for exporters to visit & reassure international markets; \$1.7 million funding to increase business recovery coordinators to 30; \$650,000 for management capacity building; and a \$2.5 million donation to the above mentioned Canterbury Business Recovery Trust Fund (to identify & help finance local commercial needs). The quake wage subsidy, in the month since the quake, assisted 9,000 businesses with 60,000 employees at a cost of \$145 million (compared to the \$12.5 million paid out in the two months after the September quake), and a further 6,300 had taken up the governments quake unemployment payment.

ASB Bank is offering \$200 million at no interest for 12 months (and then a discount of 1% off the rates for the next 2 years) for existing and new business customers to 'support the rebuilding of Canterbury' (up to \$1 million per customer).

Westpac has announced the building of the Westpac Business Hub (next to the CBS Arena, Addington) to provide businesses with free essential services, including office space, phone access, broadband, photocopying, video conferencing, business advice and a corporate lounge.

The NGO Sector

The Ministry of Social Development (MSD) is undertaking a survey of the state and capacity of '**social service**' non-government organisations (NGOs) since the February quake. They are calling all MSD (Family & Community Services, Child Youth & Family, and Work & Income) - funded NGOs, have since added in all Department of Internal Affairs (DIA) -funded NGOs, and have been 'promised' information on DHB-funded NGOs, so they may also be included. While not yet complete, to date the 'outbound calling' has found about 50 per cent of NGOs contacted so far have 'red stickered' buildings – probably representing the concentration of funded and staffed NGOs in the CBD. Fifty-two of these were based in Community House in Hereford Street, none of whom will be able to get access to any files, equipment or personal belongings before it is demolished. While eager to retain the concept of a Community House, this will be difficult because of concerns of many about operating in high-rise buildings and the huge leases now being charged around the city - and likely to continue to be the case even when new offices are rebuilt, because of the need to recoup higher building costs and additional earthquake strengthening requirements. (More affordable, end-of-commercial-life buildings will mostly have collapsed or be demolished.)

MSD is convening regular NGO Sector meetings, especially of 'social service' NGOs (140 NGOs attended the first meeting, though this number has now begun to tail off); and additional funding has been provided through the *Canterbury Earthquake Community Response Fund* for immediate needs. However the current allocation expires on 30 June at

the end of the financial year, and no funding can yet be provided beyond that time. *Christchurch Council of Social Services* (COSS) has established a membership 'social networking' website [<http://chch3.net.nz>] for NGOs to communicate, share information and resources, and raise issues in the recovery. MSD also sees itself as having a role in providing information, support and training to NGOs. To date this has mainly occurred through the MSD/NGO meetings.

In addition, **migrant & refugee** organisations have been concerned at a lack of cultural sensitivity and multi-lingual communication, and no equivalent to the hub for Pasifika (at Aranui Heartlands Centre) and marae-based support for Maori. A Migrant & Refugee Interagency Group is continuing to meet fortnightly to share information and identify action they can take.

Sport and recreation groups have suffered the same fate as the broader NGO sector, but have also been affected by the damage and destruction of playing fields and facilities (It is estimated by SPARC that 46% of sporting fields are out of action). Player numbers for sports in Canterbury this winter are estimated to be down 15% (a loss of 8,000 participants across all winter codes), according to Sport Canterbury Recovery Manager, Vaughan Utteridge. The 'rostered' schools have virtually eliminated all extra curricula activities at those schools, and have had the effect of undercutting the viability of many non-school-based activities. SPARC and *Sports Canterbury* are developing a *Sports Recovery Strategy*.

Similar issues apply to many **arts and cultural** organisations, and their venues or facilities. Christchurch Polytechnic has offered free shared office space and office equipment for the next three months. After that Creative NZ will manage the lease arrangements. . Organisations to relocate to the polytechnic so far include: Christchurch Arts Festival Trust, Christchurch Symphony Orchestra, Body Festival, SCAPE Physics Room, World Buskers Festival, Christchurch Writers Festival, Arts on Tour NZ, Christchurch Music Industry Trust, Christchurch City Choir, as well as Creative NZ. It has also begun discussing the resources needed to start rebuilding arts facilities, and Creative NZ recently announced an *Earthquake Emergency Response Fund* of \$2 million for artists and arts organisations over two years.

Canterbury Community Trust is contacting all its grant recipients and offering IT **recovery help**. TechSoup is also offering donated and discounted hardware for Canterbury NGOs affected by the quake, alongside its usual programme of donated and discounted software. ASB Bank (not the ASB Community Trust, which is restricted in its area of operation by its Trust deed) has been set aside \$1 million up to 30 June to support registered charitable organisations in Christchurch (up to \$10,000 each) who have suffered property damage or loss as a direct result of the earthquakes or who are implementing a suitable re-establishment project.

Unfortunately a number of NGOs have reported being 'taken for granted' and 'pushed aside' by officials coming in to run things, and in some cases expressed a difficulty in having their voice, or the voices of the people they serve, heard.

The Immediate Response

The immediate response to both quakes but especially the February quake has been one of amazing generosity of spirit, time and resources – at an informal, neighbourhood level, and through the established government agencies, emergency services, NGOs, churches etc. The *Student Volunteer Army* (after a successful trial run in September, and subsequently invited to Japan to help set up a similar effort there), *Farmy Army*, *Rangiora Express* (which flew in 45 tonnes of hot food to the eastern suburbs), *Volunteering Canterbury* (which had to ‘relocate’ to a Facebook page, but ended no day without a volunteer allocated to every request for help), and Welfare/Recovery Centres overwhelmed with volunteers and offers of help; these have all become by-words across the city.

Informal and spontaneous groups have also sprung up for the medium term recovery, as well as the immediate response. The arts initiative, Gap Filler, originally formed following the September quake, to bring life and creativity to empty city centre sites has since expanded into a broad range of ideas to help rebuild community spirit, keep artists in Christchurch, and entertain people through the winter ahead. A church hall in St Albans offers ‘the warmth of a hug and food’ with a free lunch. *Munted Mates* is a networking group for people repairing/rebuilding their homes. People talk to each other about what is working for them in getting the service they want, and what to expect from the builders, insurance companies and EQC. The Heathcote Anglican Church Hall offers a BYO Pub, when all other local meeting places were destroyed. Neighbours everywhere are getting to know each other, looking after each other and helping out.

The formal social service response is coordinated through the Disaster Welfare Plan – **Psycho-Social Sub-Committee**, chaired by MSD (Denise Kidd, Family & Community Services). The relevant government officials have been working closely together and calling on NGOs for assistance, and regularly calling in NGOs for briefings. The Sub-Committee has launched, in an iterative way, what now represent five major initiatives, and a sixth is planned but has yet to take a specific shape:

(1) A number of **Disaster Welfare Centres** (including some ‘unofficial’ neighbourhood centres) were immediately established across the most effected areas, providing emergency shelter and food, etc. The Salvation Army (responsible for the provision of food under the Disaster Welfare plan) provided 50,000 meals and 9,000 food parcels through these Centres and elsewhere. The Salvation Army has also provided \$500 cash cards and vouchers on a discretionary basis. (To date they have spent about \$5 million of the \$14 million raised or pledged to their Earthquake appeal.)

The Centres have now been converted into **Recovery Assistance Centres**, and the focus is more on information, referral and some immediate practical support – the need for which appears to be diminishing, and agencies report not wanting to create on-going ‘dependence’. They have been staffed by government officers and volunteers, a few permanent NGOs but with most NGOs coming and going as required (as there have usually been plenty of people to help and as may be expected reducing numbers of new people seeking assistance). This has included a specific Pasifika Hub, coordinated by staff of the Ministry of Pacific Island Affairs who relocated to the Heartlands Aranui Recovery Centre,

and Nga Hau e Wha Marae which operated as Recovery Centre for Maori, as well as the wider community.

The Red Cross has also provided \$500 and \$1,000 emergency & hardship grants on application to all individuals and families respectively affected by the quake through lack of electricity, water or sewerage or being unable to live in their home. This has met with some criticism as being 'poorly targeted'. By mid April, Red Cross had paid out \$37.95 million to 42,600 people, with a further 4,500 applications to be processed – out of \$54 million raised in donations. The number of applications had been about four times higher than expected, according to Appeal chair, Sir John Hansen. The Red Cross has recently added a Temporary School Grant of \$500 for each child whose usual school or early childhood centre remained closed until the start of term three, to cover additional transport and other costs.

(2) The **0800 earthquake counseling support line** is operated by Youthline out of Auckland. If there is an immediate counseling need callers are connected up with Lifeline or Relationship Services for telephone counseling; others are 'triaged' by the (pre-existing) social service NGO collaborative "Right Service, Right Time" (Social Service Providers Aotearoa, based in Methodist Mission) for follow-up by visiting social workers/counselors from a variety of cooperating NGOs and the DHB. To date, 1,700 referrals have been accepted from 0800 callers. Collaborating NGOs include Methodist Mission, Early Start, Presbyterian Support, Problem Gambling Foundation, Catholic Social Services, Nga Maata Waka, etc.

(3) Within a couple of days **Operation Suburbs** (the house-to-house inspections) developed to include 40 Salvation Army officers working along side Civil Defense and building inspectors to check on immediate stress and support needs for children and adults. This quickly had to scale up over-night to 400 Salvation Army, Victim Support, Rotary, church volunteers and Maori Wardens to ensure coverage of the 150,000 houses in effected areas in a timely way. This has since been converted into **Operation Well-Being** as almost all houses in effected areas have now been visited at least once. It aims to refer people to whatever is the most important information or services they need. A further 840 referrals have been accepted from Project Suburbs/Project Well-Being through the same "Right Service, Right Time" triage process described above.

(4) Learning from their experience with the Pike River Disaster, **Police Family Liaison** requested immediate help from professional and experienced bereavement counselors, to work alongside their officers with family members of the missing and deceased. Again a collaborative approach among DHB, Glenelg, Methodist Mission and Presbyterian Support allowed a multi-disciplinary team to be quickly allocated to support all bereaved family members. Those working in this role noted that more than half of the deceased were not New Zealand nationals.

(5) "Education" is a separate sub-committee under the Disaster Welfare Plan, but works closely with the (government officials) of the Psycho-Social sub-committee on Education Welfare Recovery. A collaboration of NGOs, Glenelg (which has the contract to provide social workers in 50 primary schools), 24-7 Youth Work (which has over 60 youth workers in secondary and intermediate schools), Partnership Health (which has community workers in 3

high schools), are looking to collaborate with other youth, child & family focused NGOs (such as Methodist Mission, Presbyterian Support, Catholic Social Services, Barnardos, YMCA), public health agencies in schools (Public Health Nurses, Community & Public Health, Nurse Maude) and other specialist services (such as Kingdom Resources, Rata Counseling, START, etc), aim to strengthen the **school-NGO link**, provide support and activities in schools, with a clear referral pathway to the full range of needed services. They also hope, if funding can be found to fill any identified gaps in social work-type services in schools, and provide group programmes to help children and families cope with change.

(6) There are plans to develop a ground-up '**Resilient Communities**' programme, to engage people and strengthen neighbourhoods. It is still fairly undefined how this might occur, and is likely to require a completely different skill-set from the immediate disaster welfare responses which are centrally organized and directed, and provide practical help 'to' people, rather than helping them draw out their own skills and resources. It is possible that the focus might initially be on a couple of pilot community building/engagement projects in affected areas, such as Aranui and Avonside/Dallington. (After the September quake, the equivalent work was essentially handed over to the City Council – which provided some money but was otherwise not significantly engaged – and the COSS, which organized a number of useful, low key meetings of local community groups around the suburbs. The report of these meetings was just completed at the time of the February quake, and is currently being published, but the process did not appear to have yet catalyzed any ongoing initiatives.

As noted above, some significant and spontaneous 'self help' initiatives at a neighbourhood level, and especially around inner-city business owners, have sprung up to express grievances, highlight unmet needs, or provide alternative sources of information, mutual support and camaraderie – including for example, a local radio station in a caravan, neighbourhood intranets and internet forums, community cafes, information notice boards at portaloos and other locations, street parties, protest meetings, community fares, low-key arts & craft projects, etc. Maori Wardens have had a key role, and many churches have provided local leadership and hosted activities. One government official described local churches as mobilizing in a way 'never seen before'.

To date the Mayor has not yet decided how he will allocate more than \$2 million in earthquake donations currently in the Mayoral Earthquake Fund. After the September quake, the bulk of the fund went to a heritage restoration account managed by the Council.

Recovery governance

As noted above, much of the action to-date has been undertaken through the disaster planning structure under the leadership of the National Controller, authorised under a national state of emergency (which expired on April 30 2011). At the end of March, the government announced the establishment of the *Canterbury Earthquake Recovery Authority* (CERA) for 5 years. It will replace the Civil Defense structure when the state of emergency finishes, and effectively has most of the powers available to Civil Defense under a state of emergency. A permanent chief executive is yet to be appointed. It will be based in Christchurch, and "made up largely of staff seconded from government departments". It

can over-rule any council decisions, but the City Council has been given a lead role for developing the plan (within 9 months) to rebuild the CBD. One of CERA's first tasks will be to come up with an over-arching recovery strategy (expected to be finished by October). Local recovery plans will have to "give effect to" the CERA strategy. A four-person review panel (chaired by a retired High Court judge) would have 3 days to consider legislative and regulatory changes proposed by CERA. There will also be a cross-party "advisory group" formed of all local List and Electorate Members of Parliament, and a Forum of 20 community leaders (to be appointed "before the end of April", and likely to meet six times a year).

Assurances about taking a consultative approach, however, took a battering when even the City Council – which has been supportive of CERA - complained that it received no official notice of Select Committee hearings in Christchurch to consider the CERA legislation, and only heard indirectly through the media the evening before the hearings - let alone promoting opportunities for wider community interests to be heard.

While CERA is being created as a government department, other countries had established statutory authorities, more arms-length from any direct political control – for example in the wake of Darwin's Cyclone Tracy, New Orleans's Hurricane Katrina, Victoria's Black Sunday Bushfires and Queensland's 2011 floods.

National and international experts at Lincoln University *Resilient Futures* Conference on 18 April were critical of top-down, bureaucratic approaches to recovery. San Francisco consultant Laurie Johnson (described as "a veteran of rebuildings from Chile to China") said international experience showed governments often had a top-down, fast-track approach to rebuilding when it should be a grassroots process, with the community actively involved in the creation of the plan. Johnson said a rush to make decisions created losers because the lack of consultation meant only the voices of the organised and powerful were heard. The experience of other disasters was that 'existing inequalities grow'. Professor Bruce Glavovic, EQC chair in natural hazards planning at Massey University, said CERA looked to have a top-heavy command and control structure, with limited community involvement. Glavovic asked: "How is it going to capitalise on local culture and knowledge? How is it going to mobilise local capacity to rebuild? How is it going to enable local communities to make choices that will build safer and more sustainable communities?" Glavovic reports that in a number of famous disasters, governments have been slow to realise the importance of a people-led approach. The recovery after Japan's 1995 Kobe earthquake was initially technocrat-led, until public unhappiness led to a system of more than 100 neighbourhood councils, a grassroots process known as *machizukuri*. The recovery from 2005's Hurricane Katrina likewise became a mess, mired in mayoral politics, until eventually a consultative process, breaking down the city into 13 districts to gather local views, led to a "people's plan". One of the success factors highlighted for the Victorian Bushfires recovery was the existence of a large number of local-level recovery committees, which came up with 'community recovery plans'.

The Deputy Mayor, Ngaire Button, announced at the conference that the City Council would hold a public consultation weekend of seminars and discussions on the CBD at CBS Canterbury Arena during May.

The Press editorialised (26 April, 2011): "The enthusiasm that Christchurch people invest in the wellbeing of their city is shown in the discussion about how it should be rebuilt. Within hours of the September 4 earthquake, *The Press* was receiving impassioned letters about the rebuild, and that interest has continued even after the dislocation of many people's lives on February 22... It is important that the Council and CERA respond to the commitment of the community. Not to do so – to act peremptorily – would be to cause a backlash and would make the [recovery] project unnecessarily fraught. Citizens will oppose development that is implemented without consultation. The authorities also need to recognize that, in this instance, consultation cannot be of the usual type – the desultory hearing of submissions that are mostly ignored. Christchurch people are too motivated and with too strong a sense of what was and can be special about their city. They demand to be brought into the reconstruction of it. What is needed is the sort of innovation discussed [at the Resilient Futures Conference] – effective, people-led planning."

Several independent 'watchdog' groups have emerged, including around disaffected business-owners from within the Red Zone. Notable also has been the recently formed, high profile business and civic leaders forum, the *Future Canterbury Network* (chaired by former National Cabinet Minister, Philip Burdon, and including chief executives of Foodstuffs, Christchurch International Airport & Holcim, Dean of Christ Church Cathedral, Vice Chancellor of Canterbury University, CTU earthquake response coordinator, chair of South Island Property Council, several company directors, engineers and a property developer, an Art Gallery trustee and an arts patron.

CanCERN (*Canterbury Communities' Earthquake Recovery Network*) was initially formed following the September quake, and is a network of representatives mandated by existing local residents associations and similar local-level community groups. It promotes a locally-driven community development approach. The patron is the Dean of Christ Church Cathedral, and it is chaired by Tom McBrearty. Members include: Kaiapoi Avondale, St Albans, & Sumner Residents' Associations, Brookland Community Centre, and representatives from Kairaki/Pines Beach, Burwiid/Parklands, Horseshoe Lake, Bexley. Avonside, Red Zone, St Martins/Opawa, & Halswell groups.

Outgoing Civil Defence national controller, John Hamilton, said on his last day in the role: "Because of my military background, I apply a military approach to it, rightly or wrongly. I think it's right in the urgency of the response, but that approach doesn't work in the recovery side of things."

According to *The Press'* interview of Hamilton (30 April 2011), his military background set him up for frustration because a group of enthusiastic Civil Defence volunteers did not respond with the same rigid discipline as military personnel. "One of the frustrations would be building a team together out of a raft of different people who have never done this s... before," Hamilton said. "A huge number of them were highly enthusiastic and energetic volunteers and most welcome, but it tends to slow things down."

Hamilton will not be drawn on whether CERA is the right model, but says its priority should be engaging with the Christchurch community. "Don't just do it; have a conversation about it," he said. "If you don't have this engagement with the community, the process not only

gets bogged down, but you won't get acceptance by the community of the plans and your whole recovery strategy is put at risk."

Overall costs

Based on government estimates, Professor Sir Paul Callaghan calculated (The Press. 29 March 2011) that the cost of repairing residential damage will be about \$9 billion, with damage to businesses and infrastructure another \$6 billion. This would mean a total recovery cost of around \$15 billion.

The private residential costs will be met by EQC, which is estimated will pay out about \$5 billion, with private insurers making up most of the remaining \$4 billion. EQC is reported to be likely to call on the government for two tranches of \$1.5 billion for each of the two earthquakes. Business and infrastructure losses are believed to be significantly under-insured. Callaghan suggest the government will likely contribute at least \$2 billion towards the uninsured part of the infrastructure, and perhaps another \$2 billion in rescue subsidies to business, local government and individuals. That would represent a total of \$7 billion from the government, or over \$5,000 per full time equivalent employee. Since Callaghan's estimates the government has also had to step in to guarantee AMI insurance and has been asked to underwrite the local government insurer (though this may partly overlap with his estimates of uninsured infrastructure costs). In early April the government released figures suggesting the quake would cost the government \$5 billion in recovery work (compared to Callaghan's estimate of \$7 billion from the government in direct expenditure) and \$3-5 billion in lost tax revenue (which Callaghan did not include in his estimates).