



nucleo
valutazione e verifica
investimenti pubblici
Regione Emilia-Romagna

AN OVERVIEW ON COLLECTIVE ACTION PROMOTING RESILIENCE AFTER DISASTERS THE CASE OF EMILIA-ROMAGNA

Alessandro Daraio

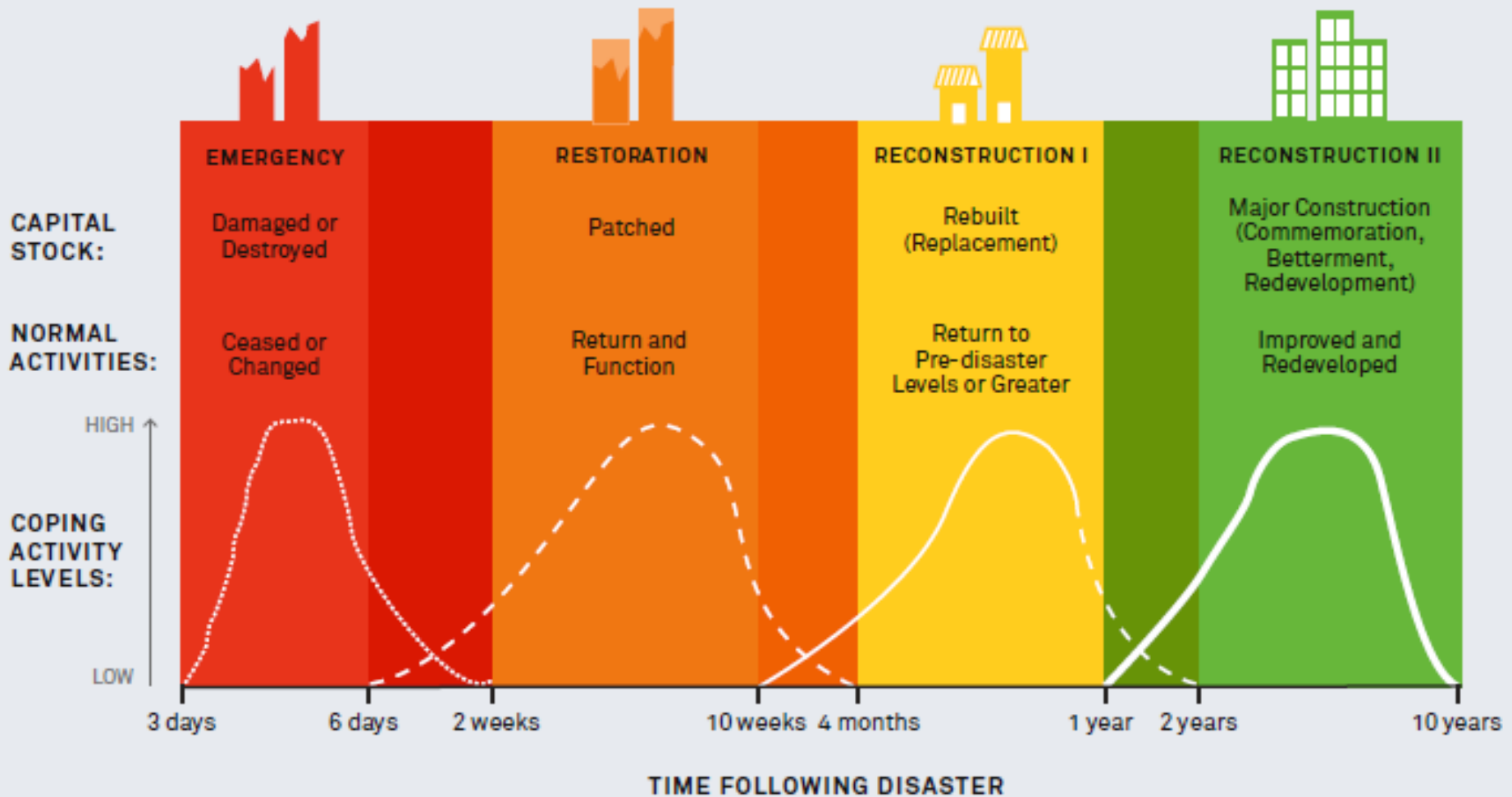
**SUPPORT TO LIBYAN LOCAL ACTORS TO IMPROVE SERVICES DELIVERY AND TO BETTER
MANAGE THE RECONSTRUCTION EFFORTS (LASDR)”**

BOLOGNA 8 OCTOBER 2018

Outline

- Background concepts
 - Disaster recovery
 - Governance and management models
- Roundtable discussion
- A conceptualisation of the Emilia-Romagna recovery collective action

Disaster recovery timeline

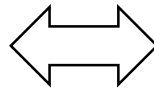


Source: Haas, Kates, and Bowden (1977) Reconstruction Following Disaster.

Disaster recovery collective action

- Tension between change and return to normalcy (future oriented planning vs. pre-disaster city plan)

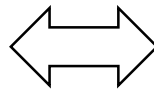
RESTORATION



BETTERMENT

- Tension between speed and the need for long-term quality, sustainable, inclusive planning

URGENCY



DELIBERATION

- 'Learn as you go' process dealing with radical uncertainty

Disaster recovery collective action

The recovery is not limited to the physical capital but deals the whole community functioning

Recovery is both the outcome and the process to reach it



The **governance** and management model is crucial to guide the process and to reach the outcome

Governance

Different definitions:

- The exercise of authority or power in order to manage a country's economic, political and administrative affairs – i.e. formal and informal processes of formulating policies and allocating resources (decision-making).
- The norms, values and rules of the game through which public affairs are managed in a manner that is transparent, participatory, inclusive and responsive.
- Structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment, and broad-based participation (**good governance**).

Governance



Disaster recovery: governance and management approaches

CENTRALISED

(China, New Zealand)

- The national government led and controlled the overall recovery management and policy creation

PARTLY DECENTRALISED

(Japan)

- Organisations in multiple levels of government managed recovery and policy making, but with tight coordination from the national government

DECENTRALISED

(India, Indonesia, US)

- Many different organizations in multiple levels of government (including NGOs) managed recovery policy making, with some coordination and support from the national government

Source: Johnson and Olshansky (2016) After Great Disasters. How Six Countries Managed Community Recovery.

Disaster recovery: general recommendations

- Enhance existing government systems and structures, rather than establishing new methods
- Avoid permanent relocation of residents and communities except in rare instances
- Reconstruct quickly, but do not rush
- Increase capacity and empower local governments to implement recovery actions
- Plan and act simultaneously while monitoring, evaluating, and correcting
- Flexibility and adaptability. Foresee procedures to revise rules and budget during the process, as time compression creates a high probability of mistakes
- Emphasize data management, communication, transparency, and accountability in recovery design, management, policies, and actions

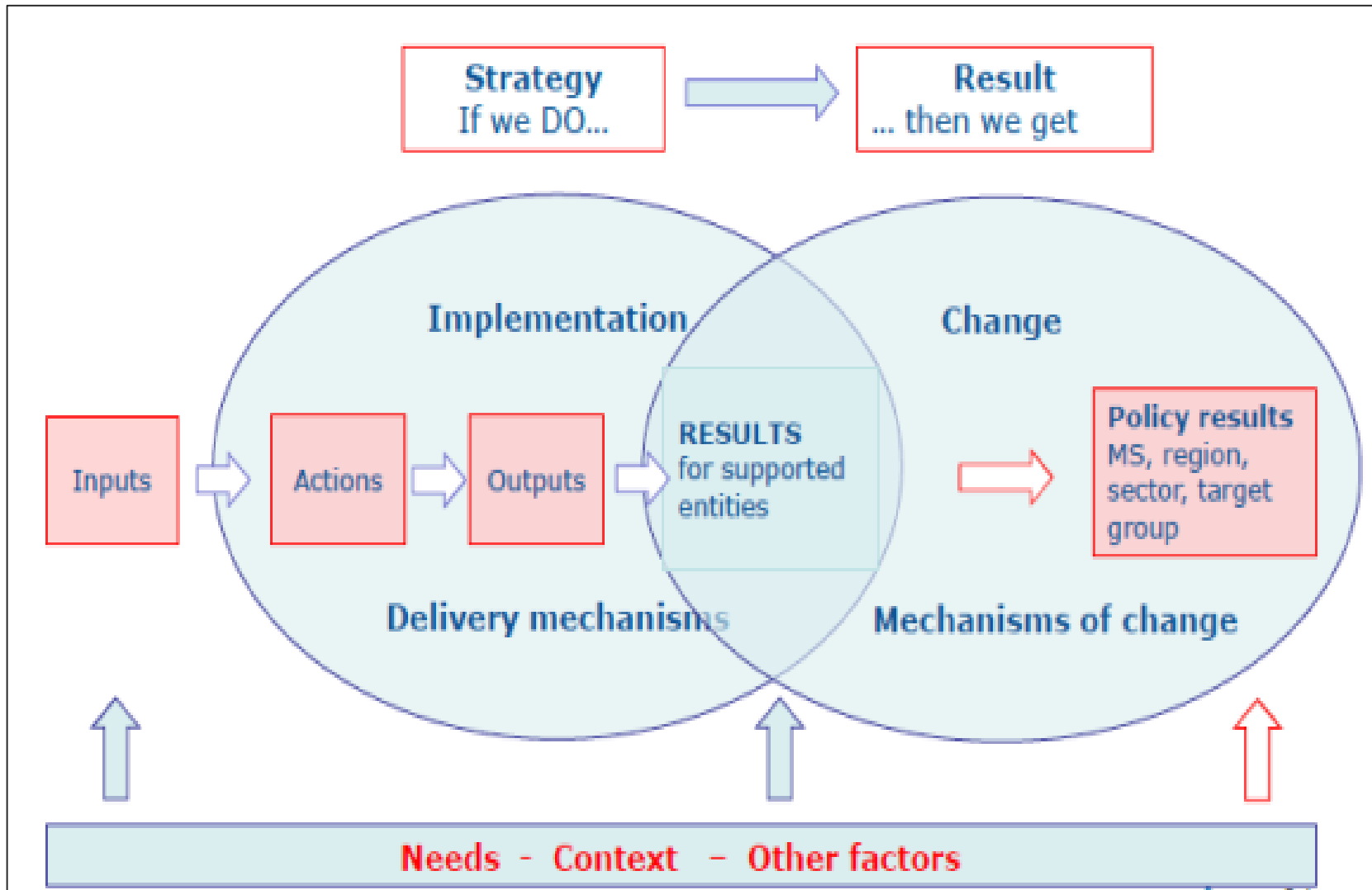


A conceptualisation of the Emilia-Romagna recovery collective action

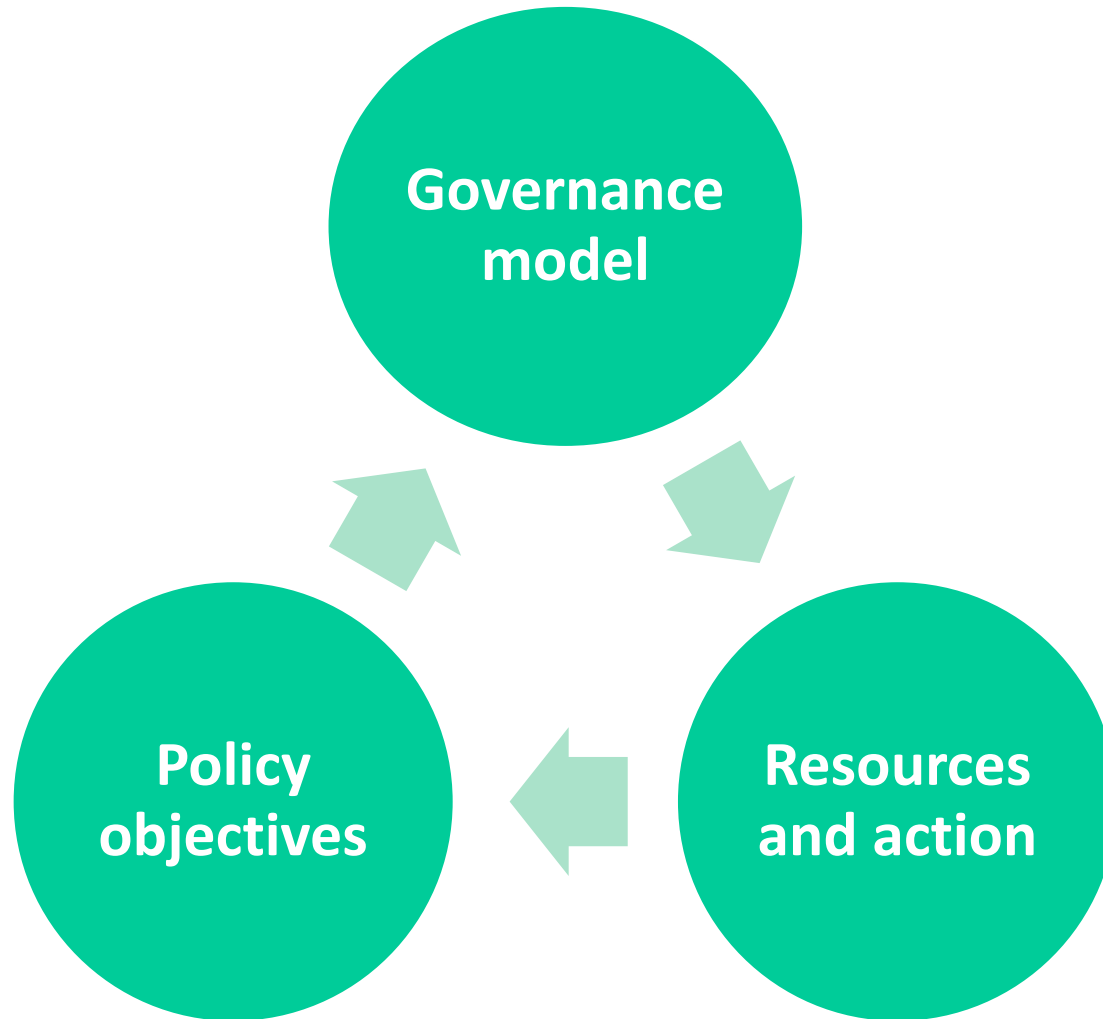
Conceptualisation and evaluation of the Emilia-Romagna approach

- Internal evaluation effort coordinated by the Regional Evaluation Unit (Nucleo valutazione e verifica investimenti pubblici) in collaboration with the Regional Agency for Reconstruction, started in 2015
- Two broad evaluation questions:
 1. Has the Emilia-Romagna region, in its components of community and production system, been resilient to the 2012 earthquake?
 2. How is the collective action for reconstruction contributing to the resilience of the communities / productive system?
How the governance system shaped policy choices?
- Methodology: inspired to theory-based evaluation

Conceptualisation and evaluation of the Emilia-Romagna approach



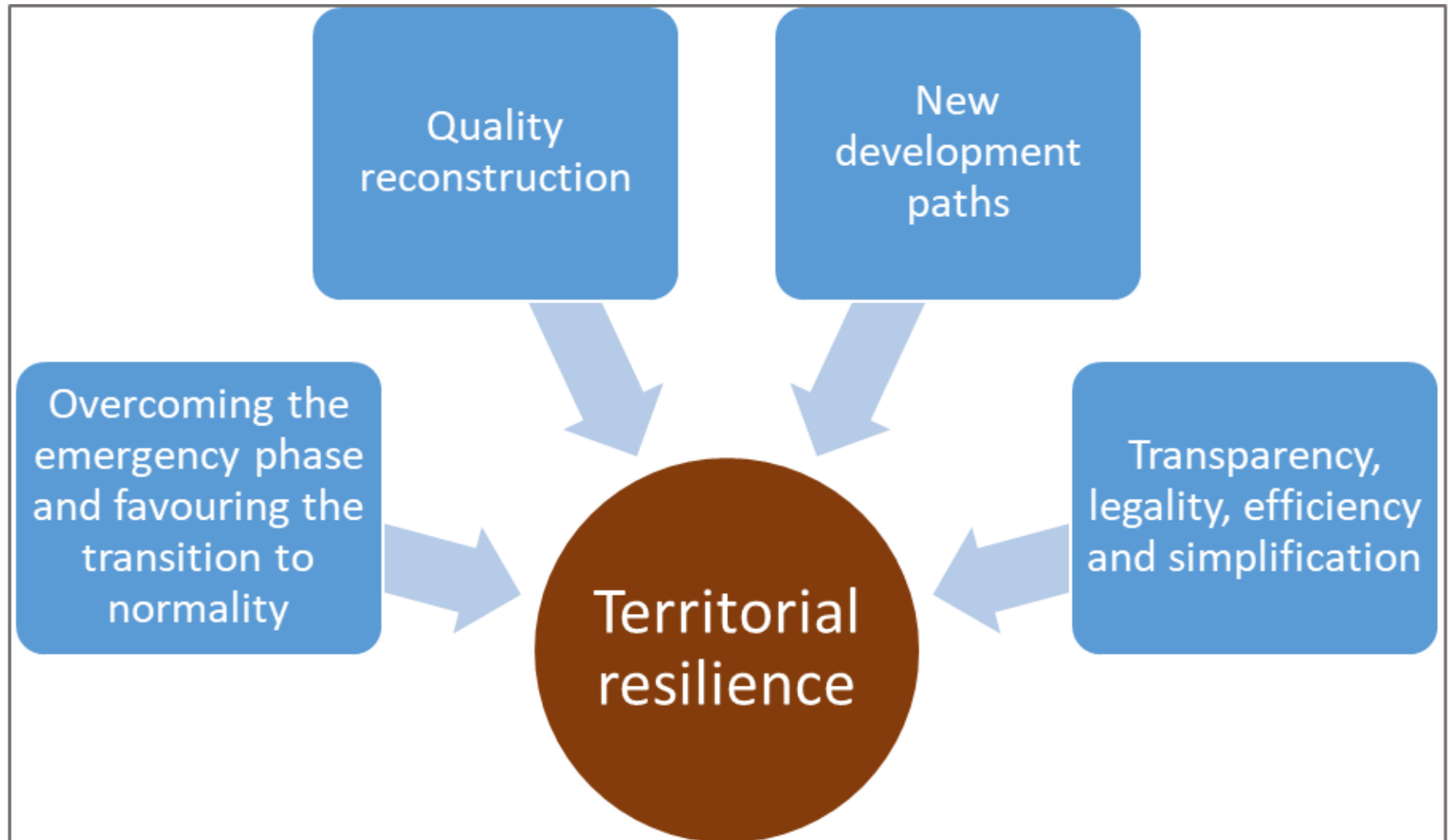
Conceptualisation and evaluation of the Emilia-Romagna approach



The Emilia-Romagna recovery programme

- A complex programme not formalized (no rational design):
 - different coexisting time horizons: solution to emergency, transition, long-term rebuilding, resilience;
 - different sectors (different policy silos);
 - different typologies of action, from monetary and material assistance to physical re-building.
- **ULTIMATE GOAL:** to avoid that the impact of the earthquakes hampers in a permanent way the territorial competitive advantage of the affected region, which is based on the combination of high density of integrated firms (industrial district model) coupled with a tight social cohesion and sense of community

The Emilia-Romagna recovery programme



The Emilia-Romagna recovery programme

Specific objectives	Actions
Overcoming the emergency and favouring the transition towards a complete return to normality by restoring the essential conditions for resuming the life of local communities (security, home, work, services)	Temporary works
	Securing and restoring the functionality of hydraulic works for soil protection
	Tent camps, other shelter facilities, hotel hospitality for displaced households, monetary subsidy for autonomous housing, availability of housing for rent
	Building of temporary housing solutions (for medium term use) in urban centers and rural areas
	Income support for temporary unemployed people
	School restoration or building or temporary solutions to ensure the regular begin of school year 2012/2013
	Operational programme for Municipal Buildings, to ensure the availability of safe places for local administrative centers
	Restoration of social and health service facilities, aiming at maximum continuity of health care and social assistance services
	Temporary relocation of small commercial facilities ensuring the reopening of shops and service offices
	Restoration of sport and cultural facilities
	Restoration of priority religious buildings (at least one in each community)
	Public grants for the reconstruction of buildings, plants, stocks (light damages) and/or temporary relocation of productive activities

The Emilia-Romagna recovery programme

Specific objectives	Actions
Planning and implementing quality reconstruction	Rules and instruments to plan an effective reconstruction process (regional law, urban plans, etc.)
	Public subsidies, rules and procedures for housing restoration and rebuilding (including a special programme for public housing)
	Special programme for urban historic centres
	Funds and direct action for restoration and rebuilding of cultural heritage
	Public subsidies, rules and procedures for restoration and rebuilding of productive facilities

The Emilia-Romagna recovery programme

Specific objectives	Actions
To foster the ability to discover and undertake new paths of development	Open call to enterprises for safety and risk prevention interventions
	Open call for grants promoting R&I activities within business
	Building of a new public technopole in the framework of the regional high technology network (ERDF ROP)
	Support to productive investments of firms (ERDF ROP)
	Support to productive investments and modernisation of agriculture firms (EAFRD)
	Public intervention for the enhancement of environmental and cultural heritage
	Creation of a fund for favourable credit access for business
	Tax credit for business for restoration interventions and for new employment
	Creation of tax free areas in urban centers
Intervention for education and training, human capital, access to employment and social inclusion (ESF ROP)	

The Emilia-Romagna recovery programme

Specific objectives	Actions
To promote the principles of transparency, legality, efficiency and simplification in all phases of the programme	Memorandum of understanding on legality for the reconstruction of the areas affected by the earthquakes, and cooperation protocol with all competent authorities at national, regional, local level
	Operational tool to avoid criminal infiltration in the reconstruction process
	Market and competition protection
	Operational tools for simplification of procedures and improved accessibility by citizens and business

Stylized facts about the governance model

Authority and power

- National Government and Parliament (special law)
- Regional Government (territorial planning)

Roles and responsibilities

- Ad-hoc commissioner appointed by the Government (President of the Region)
- Commissioner technical structure (the Regional Administration, later the Agency)
- Institutional committee with Municipalities and intermediate institutions
- Implementing bodies according to ordinary settlement

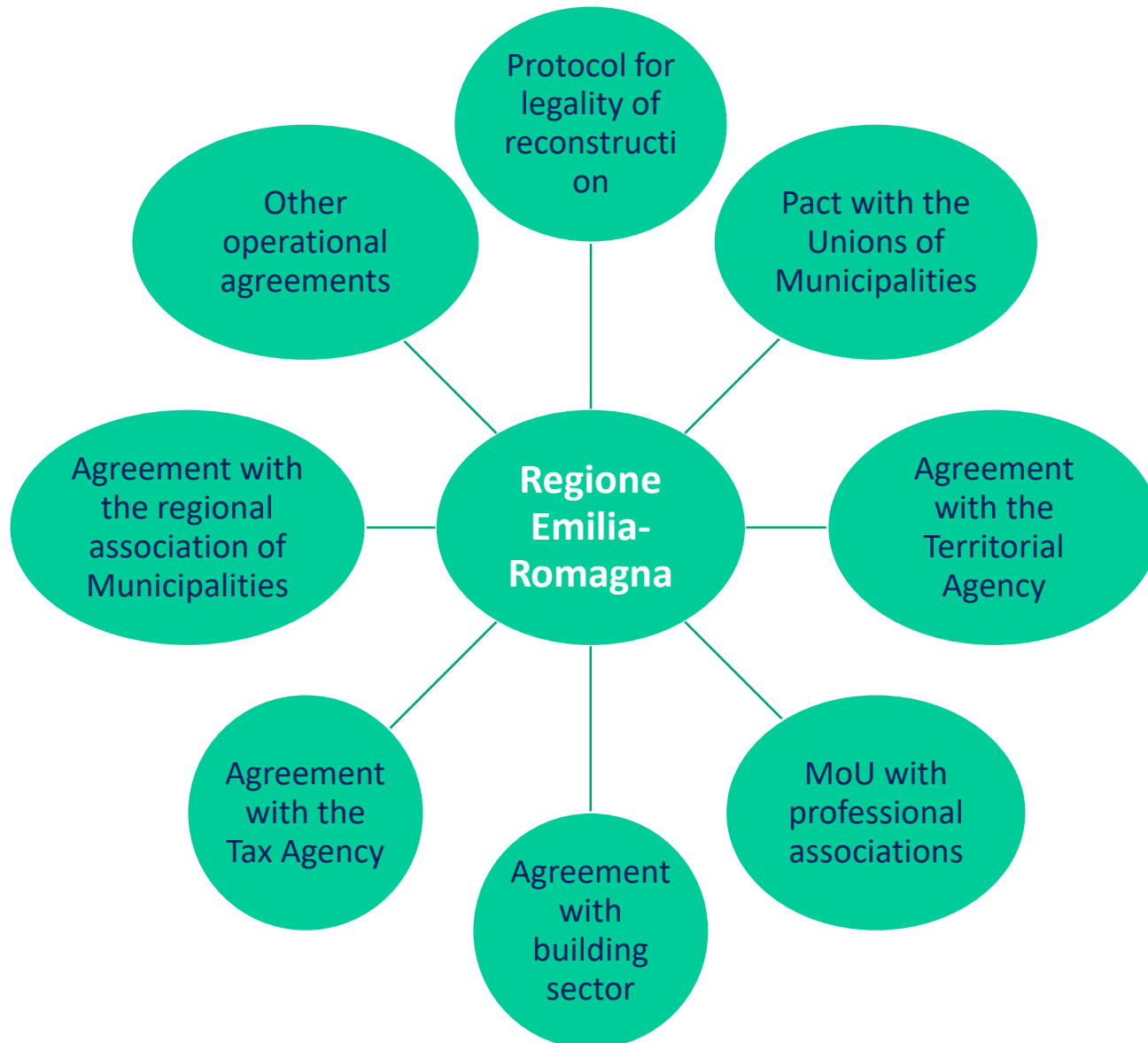
Resources

- National special fund for the reconstruction
- Other national resources supporting business, workers and citizens
- Own resources from the Region (including re-programming of EU structural funds)
- Local recourses and donations

Stylized facts about the governance model

- A general law setting basic principles and rules to guide recovery after disaster is missing in Italy
- **Special laws** rule individual cases when they occur (emergency status declaration), adopting different models
- The choice is driven by the nature and intensity of the disaster and the width of the affected area, **but also** by political and institutional factors
- Potential drawbacks:
 - Uncertainty about expectable resources and procedures
 - Delayed planning
 - The first test of the efficacy of the local governance is the negotiation with the National Government/Parliament regarding financial resources, timing, distribution of power and responsibilities, etc.
 - Difficult capitalization of lessons from the past

Stylized facts about the governance model



Pieces of the programme theory puzzle

- Territorial resilience does not depend only on the restoration of the physical capital damaged by the earthquake, but is linked to preservation and strengthening of the institutional, organizational and social capital that characterize the local system (community of people, businesses, institutions)
 - the action for reconstruction further to be effective and efficient must be able to strengthen the institutional and social cohesion in the affected area
- territorial capital is closely linked to the availability of job opportunities and community services
 - Once ensured the availability of temporary housing solutions, the priority is the offer of essential services for citizens life (school) and safeguard of employment levels

Pieces of the programme theory puzzle

- the various components of the territorial capital have a different degree of volatility and mobility. The entrepreneurial component is the most mobile one
 - the resumption of productive activity and the rooting of production chains in the territory is a priority to be supported with all available means
- the rational design with formal rules and procedures is not able to ensure the success in reaching the objectives
 - To opt for inclusive and democratic governance settlements that are as close as possible to ordinary architecture
 - decentralize implementation and strengthen all the Administrations involved
 - mobilize the protagonism of all the actors



Thank you for your attention!

alessandro.daraio@regione.emilia-romagna.it