



## Who, how and why 'must' participate in building resilience to disasters in a changing climate

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### Why? Background

- **Stakeholder participation** has emerged as pivotal for **building resilience** to the devastating impacts of **disasters**; and the challenges and uncertainty **climate change** poses
- Resilience is not passive; rather, **stakeholders are actively involved** in the process of building resilience (BR)
- **Who** is involved and **how** they are involved are crucial aspects for developing resilience in practice

## AIM

- This study focuses on revealing how practitioners **frame** the issue of **participation** in relation to resilience, and how, in consequence, they construct practices.
- Focus on **who** must be considered when building resilience to disasters, including aspects associated with the participation of an **expanded set of actors** and the **role of the community**; and
- **How** participation is encouraged when **partnership** is proposed as a strategy

## THEORETICAL FRAMEWORK

- Resilience theory
- Social-interactive discourse theory (Hajer 1995)

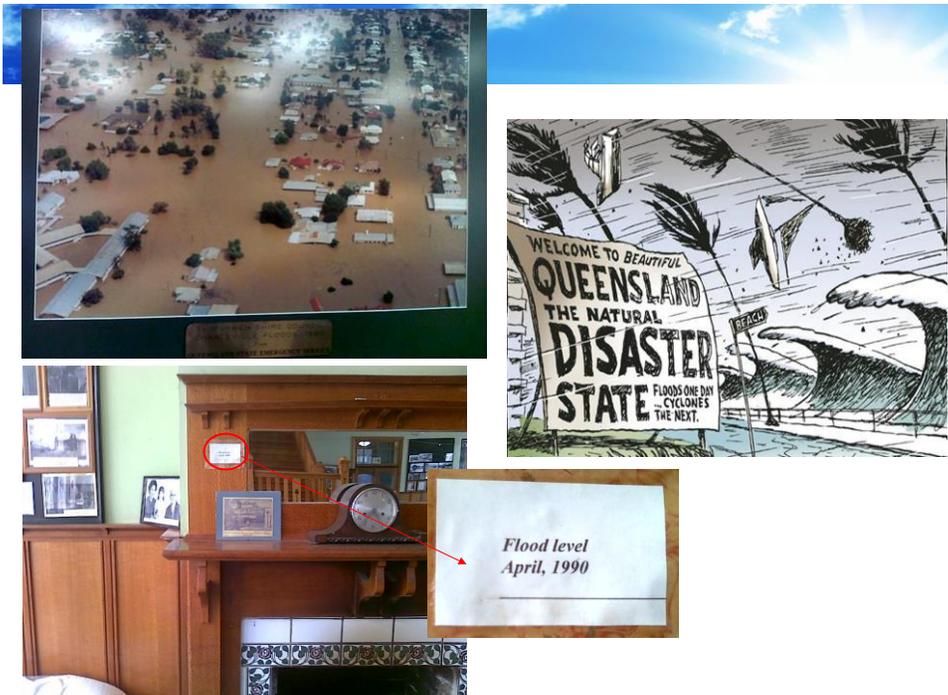


### Methodologies:

- Case study and discourse analysis

### The case study:

- Natural Disaster Resilience Program, **NDRP, QLD, Australia**
- “... reformed the Government’s emergency management approach towards enhance resilience to disasters” and explicitly included CC
- Conducted at the **state level Brisbane (QLD)** and **two sites at the local level: Gold Coast and Charleville**



## How we did it Natural Disaster Resilience Program



FRAME ANALYSIS

Document review

Observation

In-depth interviews



## Key findings- *Who*

### Key actors in building resilience to disasters

Stakeholder group	Frequency of interviewees
Community (including NGOs)	24
Government and governmental agencies	22
Federal and state levels	18
Local level	20
Private organisations	8

## Key findings- *Who-*

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**Communities play a pivotal** role for BR;

- **Invaluable and unique source of knowledge; contextual** knowledge based on the experience of former disasters;
- There is a diversity of points of view, and that individuals opinions and **concerns are valid and thus should be considered;**
- Individuals are responsible for preparing and responding to disasters;
- Nevertheless, community participation **has not sufficiently permeated** the NDRP **practice**, communities (except for large NGOs) played a small role and had few effective conduits for participation.

## Implications-*Who*- Enhancing the role of community

- Ways in which the community **knowledge and social memory** can be **captured, maintained and incorporated** in DRM;
- More than using participation as a **slogan, platforms** and mechanisms are needed for a **meaningful** participation: knowledge can be **expressed**, and where communication in **reciprocal** ways occurs, resulting in definition of **common meanings**;
- From a systemic point of view, communities are **part of DRM system**; actions taken by communities at the local level **affect the overall** DRM system

## Key findings-*Who* Key actors in building resilience to disasters

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Local level (LG)	<b>20</b>
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- **Closer** to and more **interactive** with communities;
- **Multifaceted relationship** with the community for BR
  - LG most directly support and give services to communities during disasters;
  - LG **capture contextual realities** when translating '**one size fits all**' approaches;
  - Who talk to and know their communities, they are in a position to include different views coming from their communities; and
  - They are the appropriate organisations for linking upper levels of government with grassroots organisations.

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- Critical to have 'political will';
- It is the **government's role to lead the process**, to give **strategic direction** and to **enable** conditions by enacting the appropriate **legislation**, by providing sufficient **resources**, and by **supporting** communities; and
- **Only one** interviewee said that the role of government agencies is to provide **expertise and knowledge** to councils and communities.

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- Most participants limited their answers to **listing this group** of stakeholders when mentioning the other groups;
- Two respondents: have a key role in BR by ensuring **business continuity** and assisting **economic recovery**

## Key findings-*Who*- Broadening the scope of actors

The NDRP opened the possibility for organisations outside those traditionally involved in DRM, to **participate for the first time** in DRM programs:

- This constitutes a **huge step**, as producing change in practices is especially difficult to achieve when involving social or governance issues;
- That this has contributed to **sharing knowledge**, inclusion of a **diversity of points of view and expertise**, and contributed to the discussion **with renewed ideas**;
- : *So XX organisation probably could not have applied before ... under the new program [the NDRP], they are invited in. Come on in, give us your ideas. And often, and what I like about it, is they are providing us with non-emergency management ideas. (sg14)*

## Implications-*Who*- A broad set of actors

- **Enables co-creation** of knowledge and 'reframing'
- Is relevant in the presence of escalating **uncertainty and complexity**: access to a **wider pool of alternatives** and a **deeper pool of resources**;
- To be engaged in '**context sensitive designs**' that consider the specific opportunities, constraints and conflicts of each reality

## Key findings: *How* Co-management and partnership

- Governments creating **public dependency**, lack of **robust delegation** of responsibilities, and imposing **top-down** initiatives;
- Creating a **silos effect** with **stakeholders** acting in isolation at different levels and organisations, and in **communities not participating** in DRM.
- Partnership permeated the practices **NDRP**:
  - ✓ different organisations participated in different phases of the program

## Implications Co-management and partnership

- It opened up channels and opportunities for the **flow of knowledge** and **reframing**;
- Effective and valid participation needs creation of a space for a **balanced definition and negotiation of responsibilities and roles**;
- Consideration of the **power relations** among actors;
- Result in stakeholders being more **willing to participate**.

## Key findings-*How*

### Co-management and partnership in NDRP practices

- Reciprocal relationship between:
  - ‘**responsibility**’ (as enacted)
  - ‘**response-ability**’ (as enabled) (Collins and Ison 2009)
- **Formal** arrangements erode the capacity to be ‘**response-able**’;
- Thus, **if devolution** of responsibility is passed to non-government stakeholders needs the sufficient support to **enable ‘response-ability’**;

## Key concluding remarks

1. Widening the **scope of agencies** and stakeholder groups, and bringing in new ones have **multiple benefits**;
2. BR requires **governance structures that promote collective efforts** and cooperation:
  - Is not a quick process and it faces challenges;
  - Elevating the role of communities needs urgent attention;
  - Avoid communities’ views being interpreted as conflictual or as a threat to government efforts
3. Move **from experiential learning** (individual learning) **towards social learning** (group learning and sharing experiences);
4. Co-management gives opportunities for **reframing**: changing practices and improving institutions, ultimately resulting in **decreasing risk**

Thank you