GOVERNING COMPLEX EMERGENCIES
The Emergency Governance Initiative for Cities and Regions

Meeting of the Minds
18 January 2021

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Emergency Governance Initiative
THE GLOBAL AGENDAS | 5 YEARS ON
too slow
  to achieve targets by 2030

too weak
  to balance vested interests

too disconnected
  to have full legitimacy for radical change
WHOSE CITY??
OUR CITY!!
THE BROOKLYN ANTI- GENTRIFICATION NETWORK
CLIMATE EMERGENCY
PROMINENCE OF COMPLEX EMERGENCIES 2010–2020

Based on Google News Searches
grand challenges
are reframed as
complex emergencies
Positioning Complex Emergencies

- Routine Emergency
  - Daily Emergencies
    - Medical Situations
    - Search and Rescue
    - Fire
    - Food Safety
  - Regular Emergencies
    - Technological Crisis / Power Outage
    - Infrastructure Collapse
    - Thunderstorm
    - Strong Wind
    - Winter Storm
    - Avalanche / Landslide
- Non-routine Emergencies
  - Human-made Disaster
    - Nuclear Explosion
    - Terrorism Attack
    - Chemical Disaster
    - War
  - Health Emergencies
    - Epidemics
    - Famine
    - Extreme Air Pollution
  - Natural Disaster
    - Volcano Eruption
    - Earthquake
    - Tsunami
    - Meteorite Impact
  - Human-enhanced Natural Disaster
    - Heatwave
    - Coldwave
    - Wildfire
    - Drought
    - Hurricane
    - Tornado
    - Flood
    - Mountain Collapse
- Complex Emergency
  - Global Emergencies
    - Global Climate Emergency
    - Global Health Emergency
  - Social Emergencies
    - Housing Emergency
    - Migrant Crisis
    - Racial/Ethnic Tension
    - Civil Unrest
    - Economic Collapse
    - Obesity Crisis
Complex Emergencies are long emergencies which are political in nature and mostly beyond social memory:

- high degree of uncertainty, unknown feedback loops and are difficult to define
- perceived trade-offs between ‘lives and livelihoods’
- considerable political challenges
- delayed disasters and delayed effects of actions
- opposition due to strong vested interests
- no, or low-level trigger moment
- existence of emergency response paradox
- limited direct experience-ability of emergency
CLIMATE EMERGENCY DECLARATIONS

UP TO DECEMBER 2020

820,000,000 citizens

1,863 jurisdictions and local governments

33 countries

source: climateemergencystatement.org
but little experience, knowledge and exchange on

governing complex emergencies
EMERGING PRINCIPLES FOR GOVERNING COMPLEX EMERGENCIES

1. Emergency governance requires government to be in the driving seat as convener in chief.
2. Human rights and social justice require the utmost attention.
3. Governing complex emergencies requires new forms of democratic legitimacy
4. A ‘governance by empathy’ is required to ensure collaboration, co-creation and caring are part of emergency responses.
5. Utilising existing trust and trusted institutions, critical truth-telling and acknowledging the scale of problem plays a key role in governing complex emergencies.
6. Emergency governance needs to embrace a systems approach rather than adopting sectoral perspectives.
8. Multilevel emergency governance requires particular attention.
9. Differentiating planning and implementation roles are a helpful starting point for structuring emergency governance systems.
10. There is no ‘one size fits all’ approach to suit all local circumstances and contexts.
KEY FINDINGS AND HIGHLIGHTS
Additional COVID-19 monitors or other resources of relevance to urban and regional governance can be registered [here](#).
1. There is a strong cross-cutting focus on health and economic development. Global focus, European dominance.

2. The type of content provided by the monitors set up so far is mostly descriptive.

3. The most prominent governance sphere that is addressed remains the national level.

**Figure 2: Thematic focus of monitors**

**Figure 3: Level of information on governance and institutions**

Units: no. of monitors

A. The information is vast, up to date, and specifically targets governance & institutional arrangements.

B. Some information about governance & institutional arrangements.

C. Some implications for governance may be drawn indirectly.

D. Little relevance for governance.
THE COVID-19 RESPONSE: GOVERNANCE CHALLENGES AND INNOVATIONS BY CITIES AND REGIONS

Figure 2: Geographical distribution of survey respondents

Projected population data courtesy of UN DESA World Urbanization Prospects, 2018 Revision and other sources.
SUMMARY OF MAIN FINDINGS

1. Cities and regions more frequently identified challenges related to administration, technical management, and innovation than challenges related to the political domains of democracy, legitimacy, and inclusion.

In particular, many cities and regions highlight lack of access to financial resources and uncertainty of future funding, which can make strategic planning difficult.

However, a considerable number of respondents did perceive a lack of autonomy at the subnational level and a politicisation of the crisis to be challenging.

These survey findings were corroborated with findings from the analysis of online resources.
2. Cities and regions reported most emergency governance innovations in (1) ‘authority and leadership’ and (2) ‘cooperation and collaboration with key stakeholders and (3) IT and data management.

3. The most often reported knowledge gaps in emergency governance are related to ‘finance and resources’, ‘public participation and inclusion’, and ‘coordination and integration across government units.

Figure 10: Survey Results - Knowledge gaps and innovative practices by emergency governance domain
Grey = Highly innovative practices; Red = Knowledge gaps
EMERGENCY GOVERNANCE FOR CITIES AND REGIONS

Figure 1: Governance challenges referenced during Live Learning Experiences
Number of mentions by participating cities and regions

Figure 2: Emergency governance innovation registered during Live Learning Experiences
Number of mentions by governments for key emergency governance domains

Access the Live Learning Experiences Knowledge Hub here for over 40 hours of idea-sharing on urban responses to the COVID-19 challenges by almost 100 cities and regions
The Barcelona Deal: Building a City-Wide Consensus to Guide the COVID-19 Recovery

Overview: innovating in cooperation and collaboration across key stakeholders
Virtual roundtables brought together over 200 city stakeholder groups and all 7 parties in the city council

What are the main objectives?
Collectively define the principles to guide the recovery from the economic crisis over the next 18 months, highlighting the importance of dialogue and co-responsibility

What governance challenges does it address?
Overcome partisan divides over the vision for the city and the inflexibility of the slow and rigid decision-making and participatory structures

What are emerging lessons?
Compromise constructs a way out of a crisis and provides opportunities for new participatory decision-making tools even in crisis times. A trade off is that follow up is required to move from high-level visions to concrete policy proposals

Watch here the interview with Laia Bonet, Barcelona’s Deputy Mayor of Barcelona for the 2030 Agenda, Digital Transition, Sports, Territorial and Metropolitan Coordination, and International Relations
BOGOTÁ’S CITIZEN CULTURE: ESTABLISHING TRUST THROUGH OPEN COMMUNICATION

What are the main objectives?
Empower the public to feel ownership of the measures being introduced. Sharing data to ensure a transparent approach

What governance challenges does it address?
Overcome low citizen trust while in the early stages of the mandate

How is it innovative?
Emphasis on listening and learning: a two-way conversation. Adoption of a pedagogic, caring approach to make core messages clear and accessible to all

What are emerging lessons?
Trust can be built by integrating citizen culture into public policy by combining clear communication with social research to adjust policies and acknowledging success and failures at the individual and city level.

Watch [here](#) the interview with Luz Amparo Medina, Director of International Relations for the Capital District of Bogotá.
GAUTENG MULTI-LEVEL GOVERNANCE: REGIONAL COORDINATION OF COVID-19 RESPONSES

What are the main objectives?
Coordinate the emergency response across a heavily decentralised system of governance

What governance challenges does it address?
Ensure a cohesive and unified strategic direction at the provincial level while enabling local context-specific policies

How is it innovative?
Combination of central strategic direction and granularity to locally tailor emergency response, enabled by research partnership that made data available at the province level to guide strategy

What are emerging lessons?
Innovative MLG based on emphasis on focused leadership and tight coordination mechanisms and a data-driven, ward-based response

Screenshot of the interview with Mduduzi Mbada, Head of the Policy Research & Advisory Services Unit, Office of The Premier of Gauteng Province
SEOUl DATA ANALYTICS: DEPLOYING BIG DATA AND TECHNOLOGY TO RESPOND TO COVID-19

What are the main objectives?
Seoul Smart City Platform to reduce virus transmission by using big data and engaging the public via innovative technologies and prepare for the next stage of the pandemic.

What governance challenges does it address?
Overcome sectoral siloes in the SMG, which used to prevent information from being shared, and increase coordination while also communicating with the public.

How is it innovative?
The speed, accuracy and integration of Seoul’s contact tracing system sets it apart. It also swiftly pivots mechanisms already in place to support the emergency response.

What are emerging lessons?
Institutional flexibility and absence of excessive bureaucracy allowed SMG to repurpose SSCP for emergency response. Protecting users from infringement of privacy rights will remain a key issue when innovating with big data analytics.
THE IMPACT OF THE COVID-19 PANDEMIC ON SUBNATIONAL FINANCES

SUMMARY OF MAIN FINDINGS

1. The emergency amplified old problems and created new ones: insufficient funds are now more volatile and demand to be faced is higher while cities are less able to generate revenue.

Scissor effect: on average, the cities and regions in the survey sample reported a 5% increase in expenditure and around a 10% decrease in revenue.

- Financially independent subnational governments may have suffered higher income losses: the source of revenue associated with higher income losses was from tariffs and fees (-22% on average), followed by revenue from rent or sale of assets (-18% on average). Intergovernmental fiscal transfers were less affected (-8% on average).

- The financial challenges of subnational governments have been exacerbated in some countries by restrictive regulatory environments.

- 21% of the cities/regions in the sample borrowed money to tackle the emergency. A majority (58%) chose not to, despite being able to had they wished, but the remaining 21% did not borrow due to legal constraints (15%) or lack of access to financial institutions (6%).
2. Local governments have **significant responsibility for financing policy sectors which are either inelastic in their demand or tend to have even higher demand** during an emergency. Repercussions of reallocating capital investments to finance operational responses challenge financial sustainability and prosperity.

**Figure 3: Responsibility for financing different policy sectors across tiers of government**

<table>
<thead>
<tr>
<th>Policy Sector</th>
<th>Below city level</th>
<th>City</th>
<th>Metropolitan area</th>
<th>National / Federal</th>
<th>Supranational (e.g. EU, World Bank)</th>
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<td>Spatial planning</td>
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<td>infrastructure services</td>
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<td>Transport and mobility</td>
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**Figure 5: Postponement of capital investments (e.g. in infrastructure, housing, environment) to focus on emergency response**

- **31%** Yes, we had to stop or cancel key capital investments that were happening or scheduled to happen.
- **38%** No, key capital investments were not considerably affected by this emergency.
- **31%** Yes, briefly, but these investments are now underway, or we are confident they will resume very shortly.
3. The national economic recovery packages will give an indication of the positioning of city and regional governments, not only in the recovery, but also in the configuration of postpandemic governance.

4. Finances are likely to remain strained for some time to come and cities and regions will be required to innovate. This is the focus of the upcoming PB3 – stay tuned!
thank you

Emergency Governance for Cities and Regions

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