Planning for Urban Resilience through Governance Experimentation?

A framework for Analyzing Urban Resilience Actions

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Content

- Urban Resilience – understandings and critical debates
- Analysing urban resilience actions
- Urban governance experimentation
- Insights into Resilient Melbourne Strategy Actions

Urban resilience

'Resilience turn' in urban policy and practice
Resilience now a "policy metaphor for embedding foresight, robustness and adaptability into a variety of place-making and increasingly local planning activities" (Coaffee 2013).

New urban agendas that have emerged outside the frameworks and rationale of traditional and embedded planning (Davidson & Gleeson 2017).

Urban resilience

What are acute shocks?

Earthquake
Wildfires
Flooding
Sandstorms
Extreme cold
Hazardous materials accident
Severe storms and extreme rainfall
Terrorism
Disease outbreak
Riot/civil unrest
Infrastructure or building failure
Heat wave

What are chronic stresses?

Water Scarcity
Lack of affordable housing
Poor air quality
High unemployment
Homelessness
Changing demographics
Lack of social cohesion
Poverty/inequity
Aging Infrastructure
Shifting macroeconomic trends
Crime & violence

Understanding of resilience

Resilience as socio-ecological resilience
(Folke 2006, Folke et al. 2010, Meerow et al. 2016)

Resilience as an **evolutionary process** that not necessarily returns to normality/status quo (Davoudi et al. 2012, Pike et al. 2010, Simmie & Martin 2010).

"Urban resilience refers to the ability of an **urban system – and all its constituent socio-ecological and socio-technical networks** across temporal and spatial scales – to maintain or rapidly return to desired functions in the face of a disturbance, to adapt to change, and to quickly transform systems that limit current or future adaptive capacity" (Meerow et al 2016).

Reactive 'Bouncing back' → Proactive 'Bouncing forward'

Potentials for urban resilience (actions)

‘Proactive’, solution-oriented governance approach

Boundary-/Bridging object
Cooperation between actors from public and private sectors, community and academia

Logic of open-ended system change
(uncertainty, building systems-based adaptive capacity to unexpected future developments)

Potential in destabilizing and disrupting incumbent structures and institutional logics
(breaking down silos and institutional path dependencies in areas such as transport, housing, urban greening)

Critical debates around urban resilience

for whom?
of what to what?
for when?
for where?
(Capriotti and Cowley 2017, Meerow and Newell 2016)

How?

Externally steered
Top down approach
Neoliberal tendencies
(prioritizing economic interests, undermining citizen engagement and tasks of public authorities in delivering socio-cultural and political agendas.

Resilience as urban governance experimentation

→ These new forms of urban governance and planning practice need academic attention (Caprotti and Cowley 2017, Davoudi et al. 2012, Sengers et al. 2016).
→ Research agenda to understand urban resilience implementation (Coaffee et al. 2018)

Resilience understood as collaborative and transdisciplinary urban experiments
(urban labs, living labs, urban transition labs, real-world experiments)

Alternatives apart from the 'business as usual' of urban policy through learning by doing (Bulkeley et al. 2011, Evans et al. 2016, Frantzeskaki et al. 2017, Karvonen & van Heur 2014, von Wirth et al. 2018).

Conceptualizing and analyzing urban resilience actions

Assessing Urban Resilience Actions
by identifying and analysing the structure and processes.

- Involved actors (driving and resisting)
- Actors' interests
- Experimental elements
- Knowledge creation and transfer
- Challenges and barriers

Resilient Melbourne Strategy

Acute Shocks

Sudden events that threaten a city. Examples of Melbourne's acute shocks include:

- Bushfires
- Floods
- Heatwaves
- Disease epidemics
- Infrastructure-related emergencies
- Extremist acts, including cyber crime

Chronic Stresses

Challenges that weaken the fabric of a city on a day-to-day or cyclical basis. Examples of Melbourne's chronic stresses include:

- Rapid population growth
- Increasing social inequality
- Increasing pressures on our natural assets
- Unemployment, particularly among young people
- Climate change
- Increasing rates of alcoholism and family violence

The Metropolitan Urban Forest Strategy

"Extend and link existing urban greening, reforestation, and nature initiatives across Melbourne to improve biodiversity, health, and wellbeing and reduce our exposure to hazards such as heatwaves and flooding" (RM 2018).

Photo: City of Melbourne

Innovative governance approach

Coordination

The Nature Conservancy, Australia Program Office (100RC Platform partner)

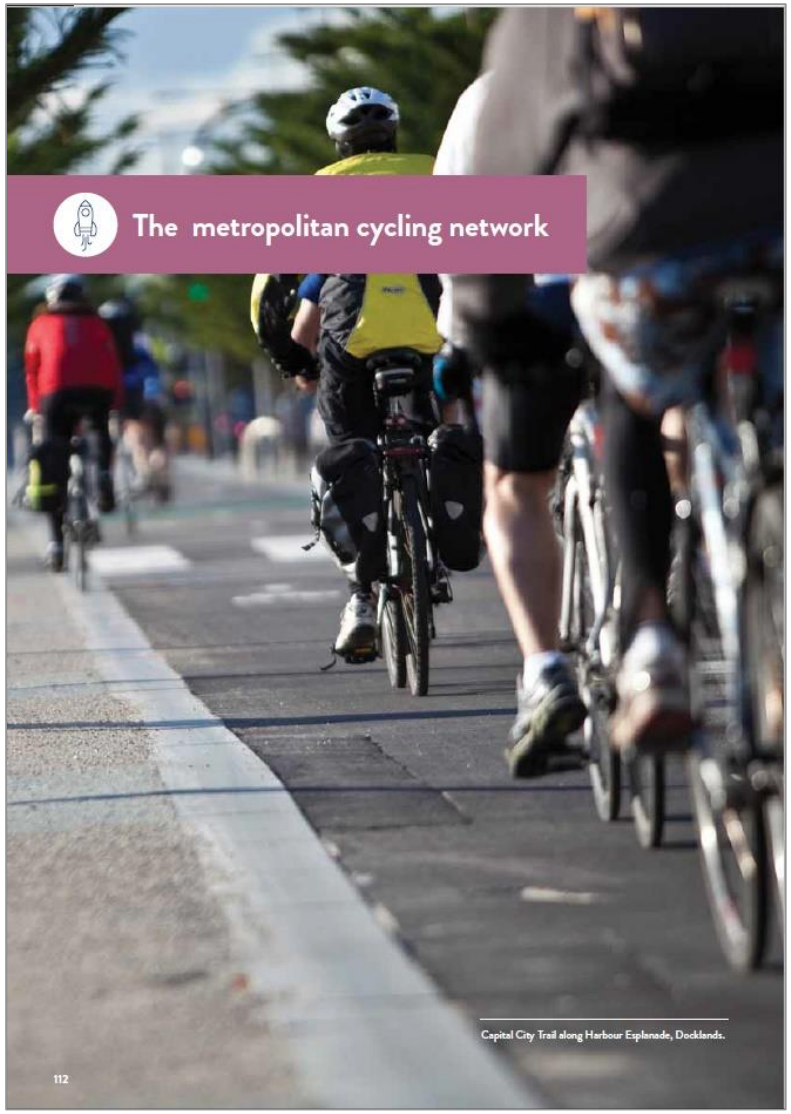
Resilient Melbourne Delivery Office

Policy	Municipalities within the Metropolitan area, State government authorities
Technical support	Trimble (100RC Platform partner), geospatial analysis Digital Globe (100RC Platform partner), satellite imagery
NGO	e.g. 'Greening the west'
Academia	University of Melbourne, RMIT

Metropolitan Urban Forest Strategy

Coordination	Public-Philanthropic partnership (RM + Nature Conservancy)
Rationale	Environmental and social challenges; (ideological/normative) Goal: transformative change
Key processes	• Collective and inclusive problem -understanding and -solving • initiated from 'top-down', but developed as 'bottom-up' process • Transformative and (open-ended) thinking • Building on existing local knowledge and structures (e.g. project 'greening the west')
Relations	• inclusive and participatory approach Since 2017: 4 multi-stakeholder workshops (with increasing numbers of stakeholders from public, private sector, academia, NGO)
Institutions	• Institutional entrepreneurship • Mindful of politics & contestation

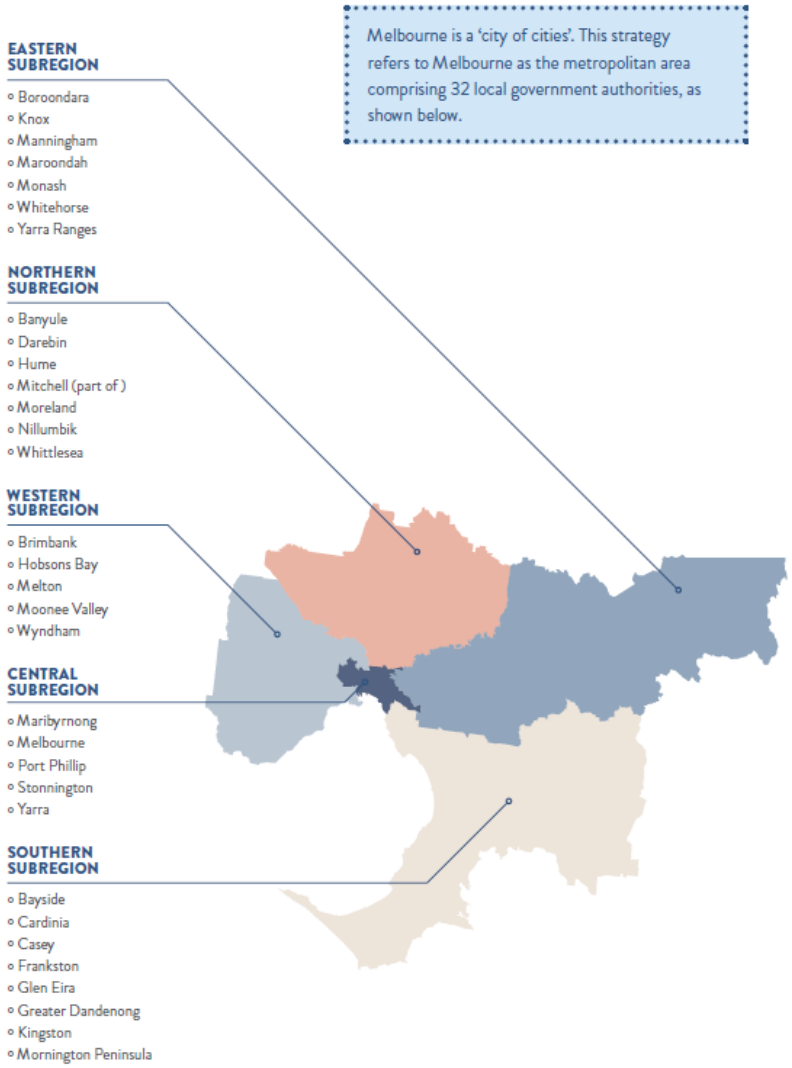
Metropolitan Cycling Network



Goals

- pooling **knowledge** from researchers, government and infrastructure agencies and cycling advocacy groups
- drawing on local government and infrastructure **agency expertise to plan** the metropolitan bicycle path network and connect existing bicycle paths
- **encouraging** local government and infrastructure agencies to build new bicycle paths.

Implementing innovative governance at the metropolitan level



Source: Resilient Melbourne

Complexity of institutional settings and networks, institutional lock-ins

Challenges in communication

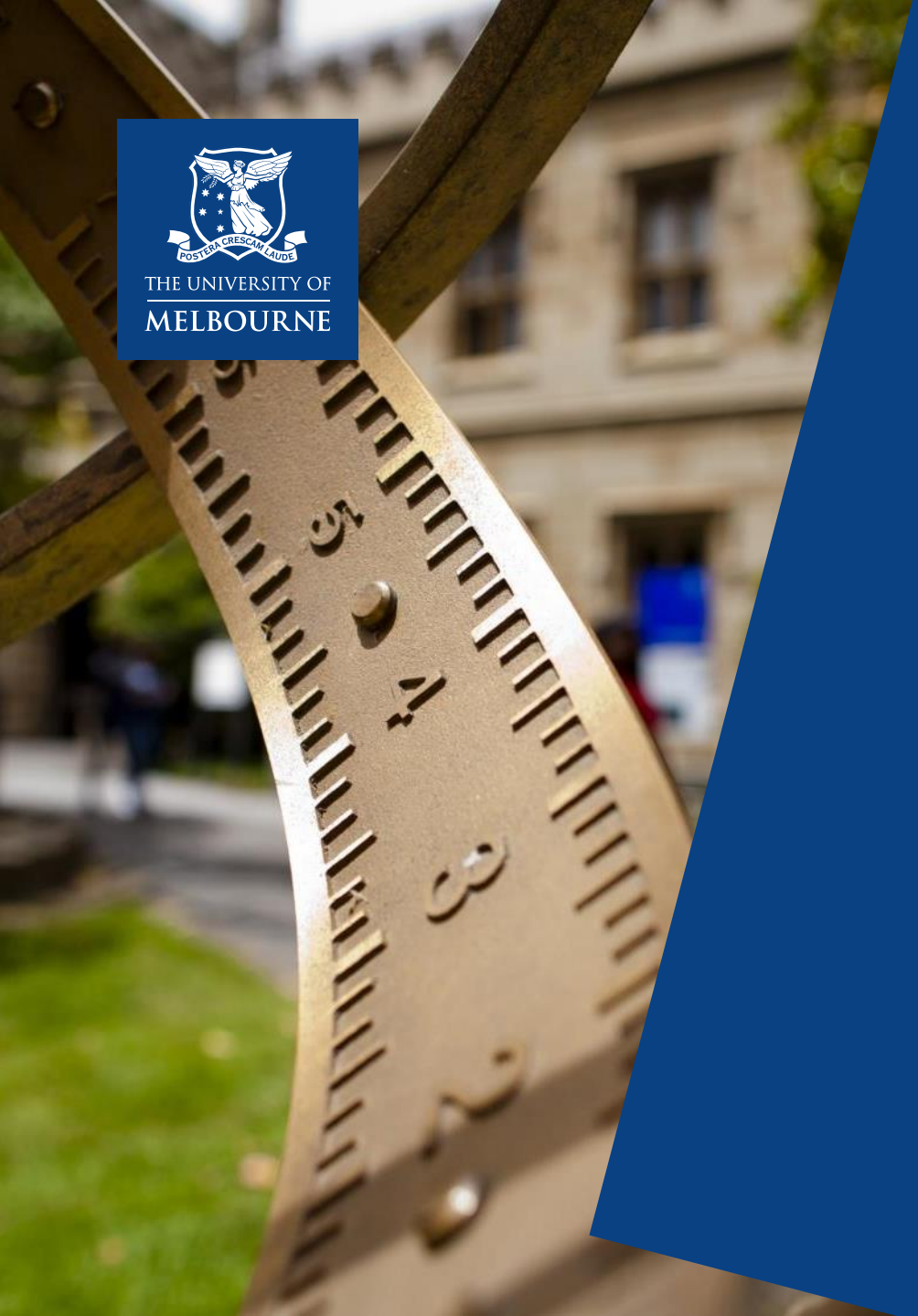
Building trust with a huge number of actors that haven't cooperated before
(32 council)

Diverging interests and institutional pathways

Institutional 'crowding-out' effect and overlapping initiatives and responsibilities.
"We are doing the same / have done that before!"

Solidarity

"Why should we pay for it"?



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Thank you