



Collaborative governance after the Canterbury Earthquakes: the Residential Advisory Service (RAS)

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OUTLINE

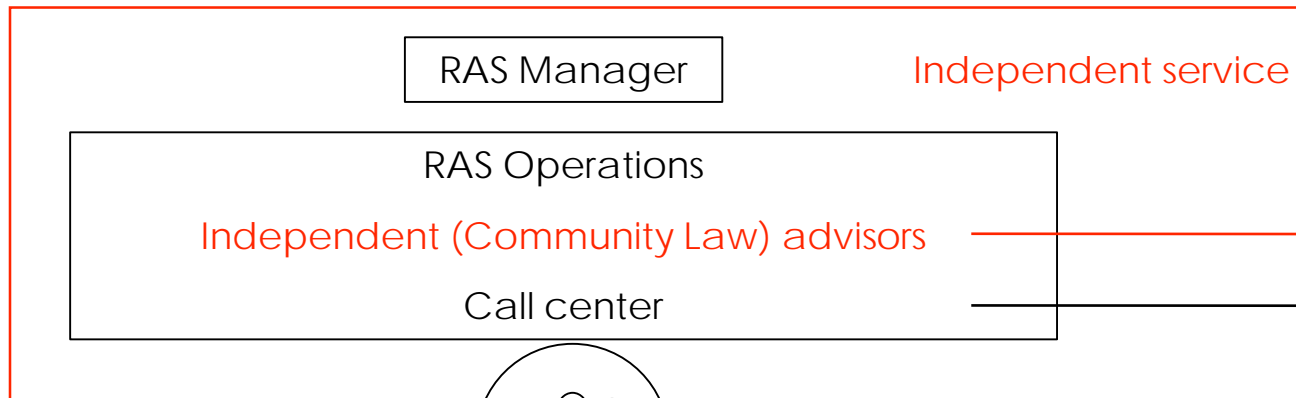
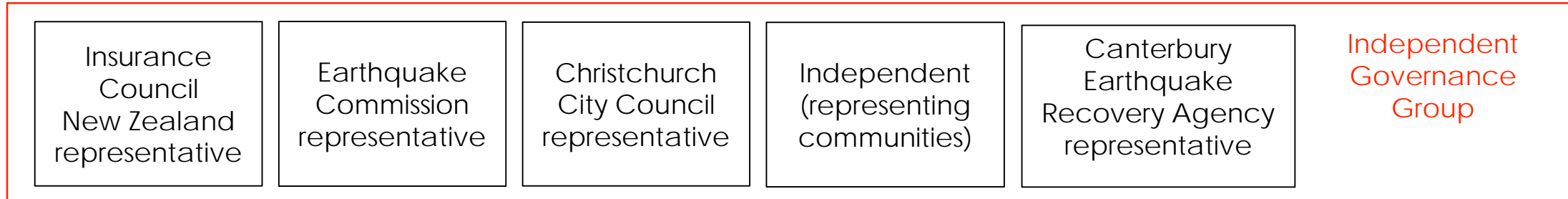
1. Introduction: Residential Advisory Service (RAS) & Collaborative Governance
2. How/why did this governance group emerge in the recovery environment?
3. Independence mechanisms
4. Governance group function
 - within the larger RAS organisation
 - in wider recovery networks
5. Local government representation – benefits & challenges
6. Community representation – benefits & challenges
7. Takeaways

CONTEXT:

2013 census data: **185,880 dwellings in Greater Christchurch**
(148,794 of these in Christchurch City)

2016 EQC data: Claims lodged for **167,000+ dwellings**

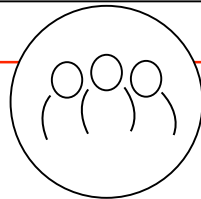
The RAS (2013-2015)



RAS data: as of 13 November 2015:

3,116 Independent Advisor clients

12,463 calls from homeowners



Issues holding up individual residential repairs/rebuilds

RAS governance fulfils all 6 key characteristics of collaborative governance:

1. Initiation by public agencies (CERA)

2. Inclusion of nonstate actors (insurer & community representatives)

3. Direct engagement of all in decision making (not mere "consultation")

4. Formal organisation/regular meetings

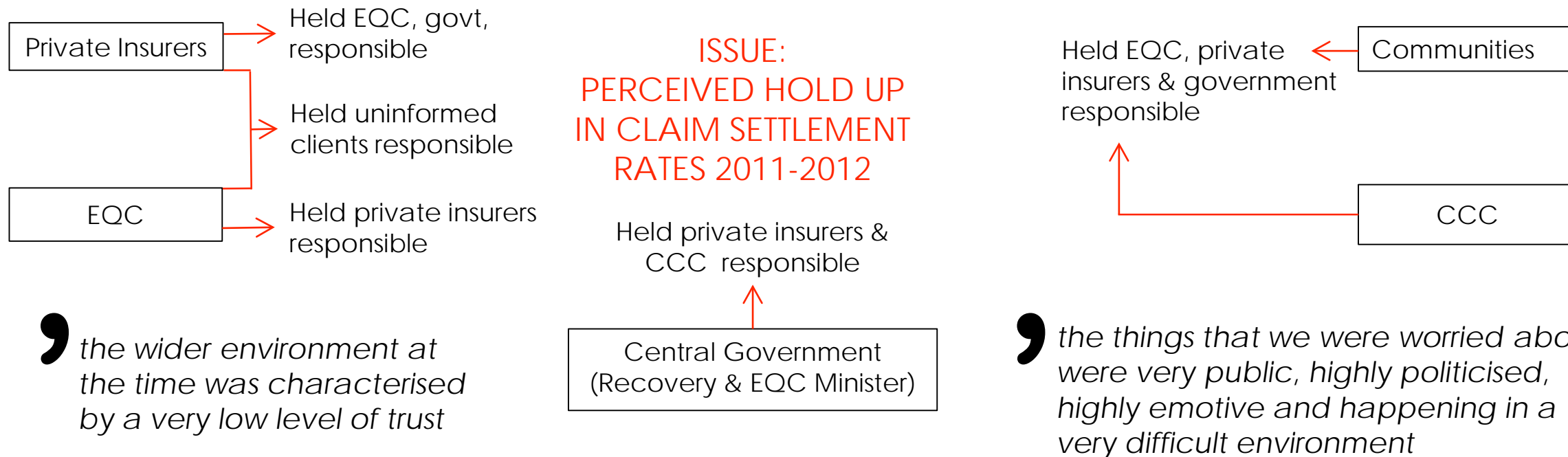
5. Consensus-based decision making

Distinguish collaborative governance from other decision-making and/or advisory arrangements

6. Focus on public management/benefit:

- RAS governance group focused on reducing barriers to residential recovery
- Accountable to key stakeholders defined as 'affected communities in greater Christchurch'

'Sector failure' drives blame attribution & mistrust



Cross sector collaboration occurs 'when single-sector efforts to solve a public problem have been tried and found wanting'

p. 49, Bryson, J. M., Crosby, B. C., & Stone, M. (2006). The Design and Implementation of Cross-Sector Collaborations : Propositions from the Literature. *Public Administration Review*, 66, 44–55.

Workshop August 2012: Combining sector-specific knowledge to identify the problem

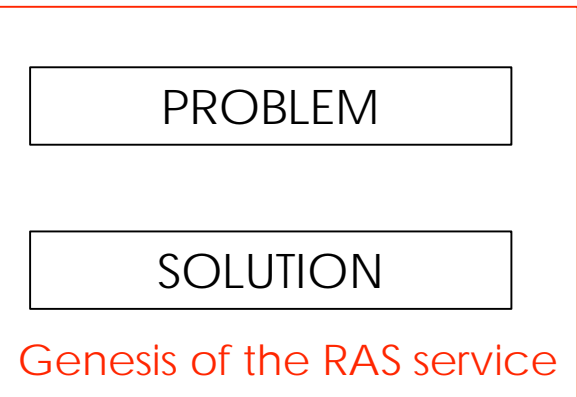


’ a climate of mistrust

→ The majority of clients had received offers but had not yet responded

→ Clients did not understand offers, and did not trust insurers, EQC, or (local/central) government sources to provide independent advice

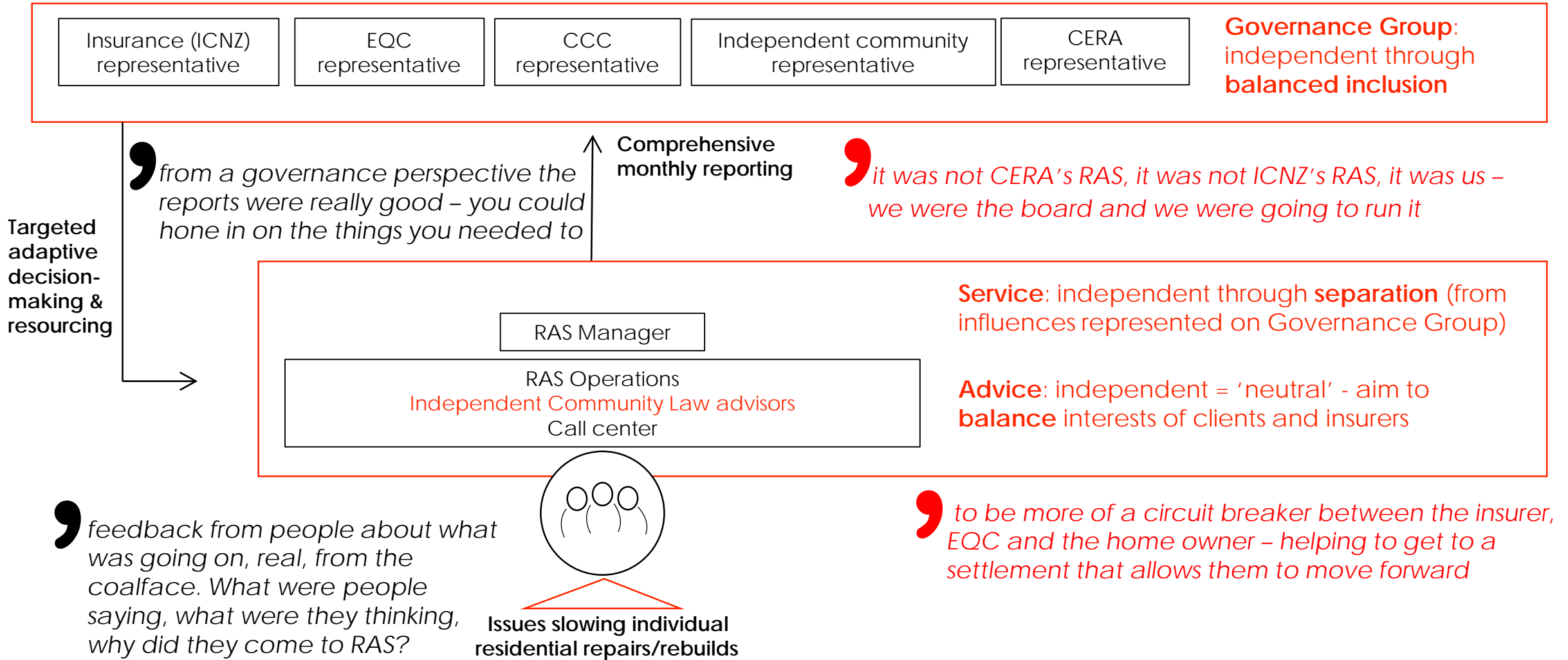
→ No source of independent, specialized/personalized advice was available



= LACK OF TRUST was inhibiting residential recovery progress

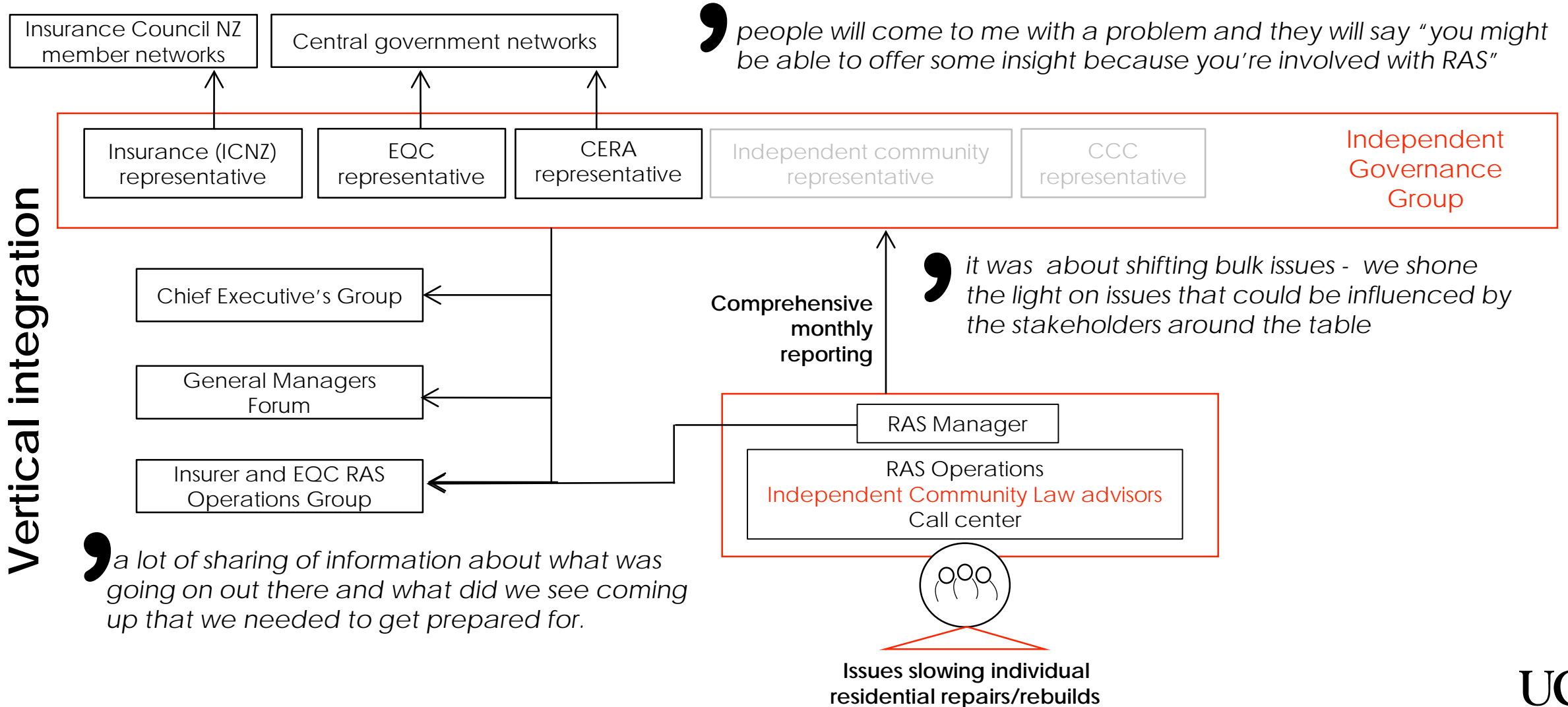
→ An independent source of specialized advice to help homeowners navigate claim settlement and repair & rebuild processes

Adaptive capacity (vertical integration) Independence mechanisms



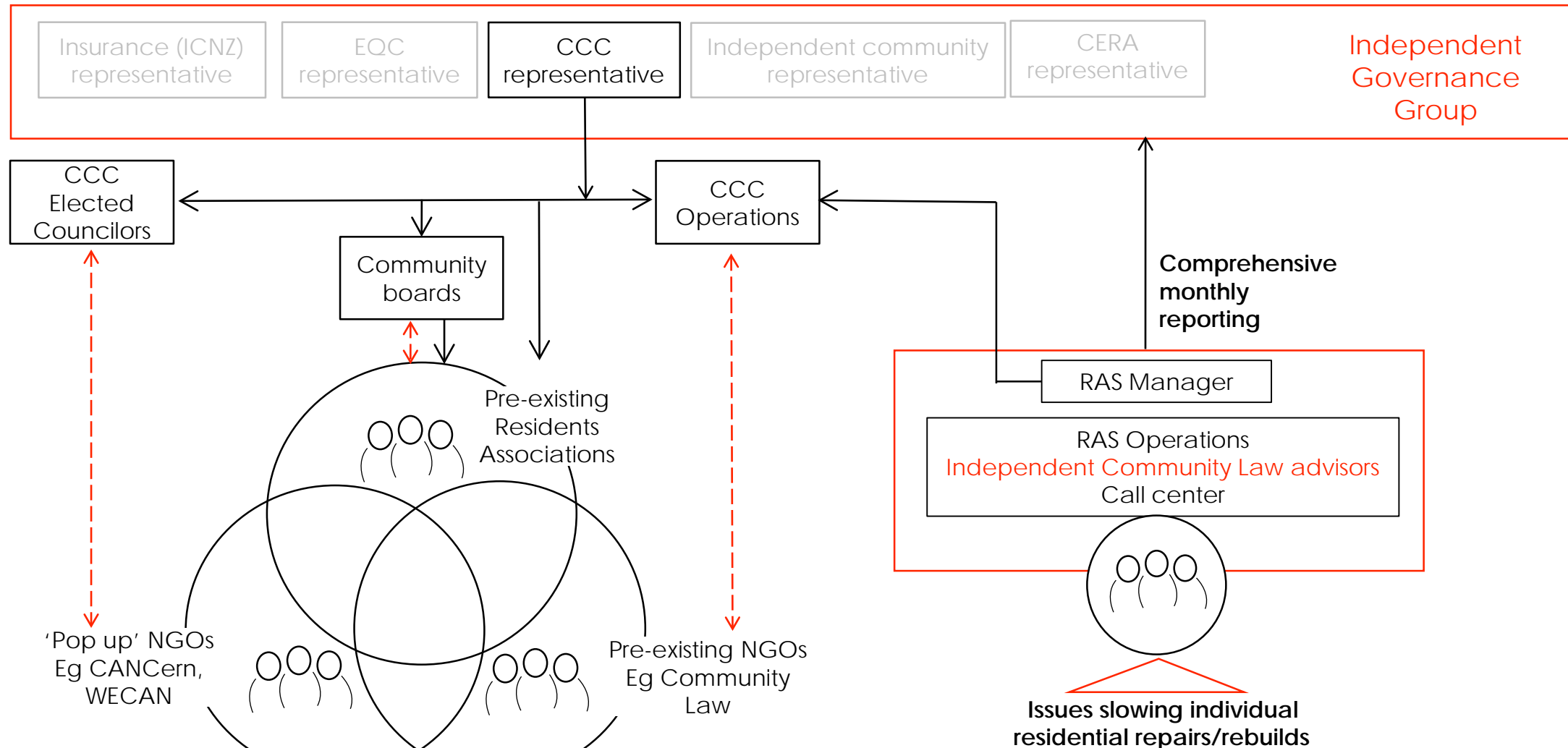
Recovery coordination platform

Government & insurance – cross-sector networking



Recovery coordination platform

Local government representation – linking into local (horizontal) networks



Local government representation – horizontal integration

Local government representation

- Maximises existing connectivity into longstanding local community networks & services

Challenges

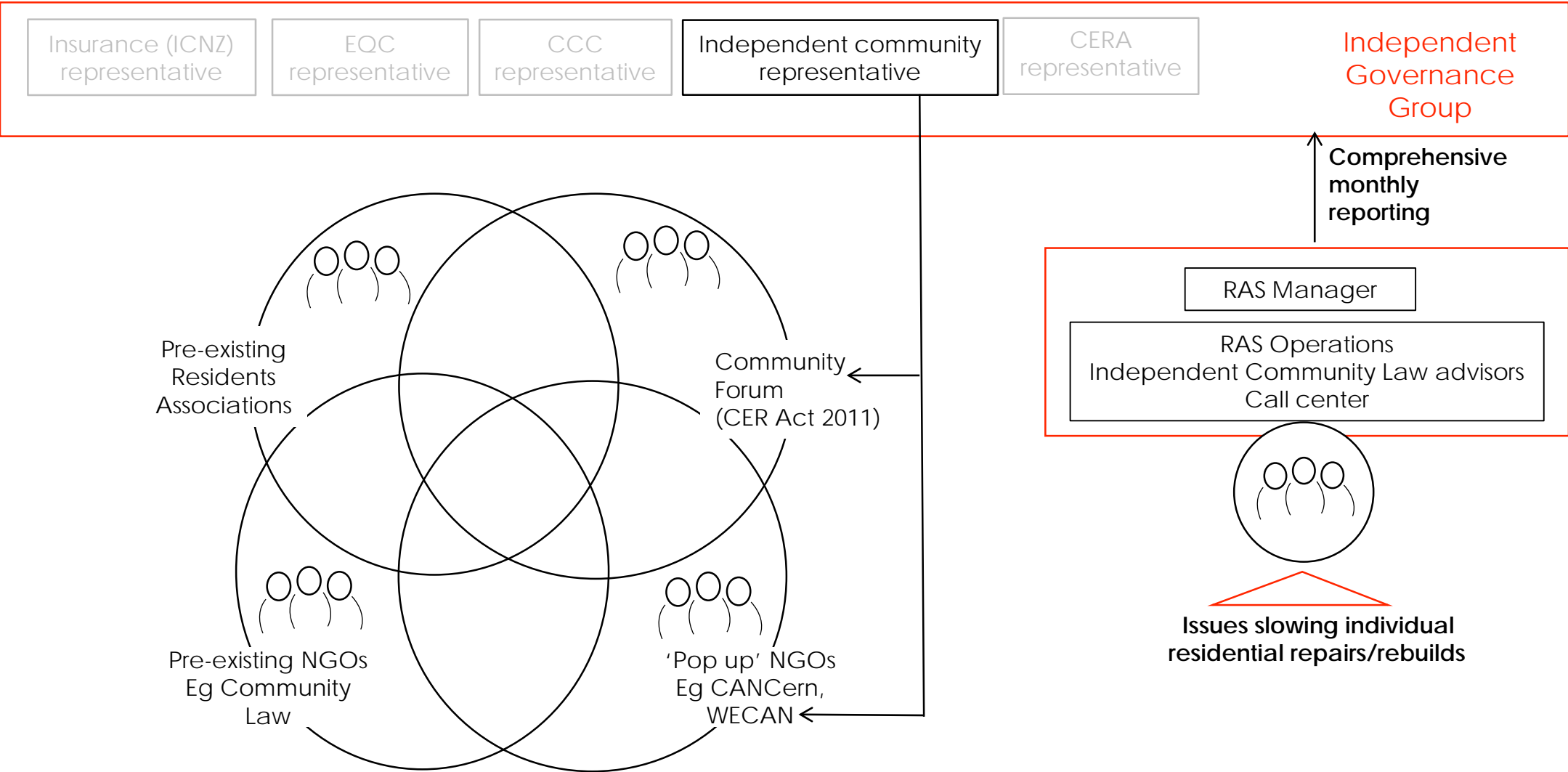
- Blame attribution and mistrust dynamic made this difficult
- The separation of community law advisers from the governance group is likely to have influenced the perception that some advisers tended to focus on the need to actively advocate for clients (rather than facilitate a resolution)

Possible solutions

- Collaborative justice tradition - which has evolved to reduce the risk of adversarial deadlock/polarisation
- Include and coordinate different, collaborative mechanisms (advisory services, tribunals etc)

Recovery coordination platform

Community sector representation – linking into local horizontal networks



Independent community representation – horizontal integration

Independent community representation

- Engagement with existing & emerging community networks
- Feedback loops in and out of governance group decision-making
- Holding institutional governance members to account (community lens)

Challenges

- Recruiting/maintaining suitably qualified representatives = in touch with shifting range of community groups focused on the relevant social issue (in this case residential recovery)
- Lack of mandate, heavy workload/demand, not funded
- Confidentiality versus engagement
- Reducing effects of power imbalance between funders and community rep

Possible solutions

- Recognise/acknowledge 'mandate' not possible
- Manage workloads by including more than one independent representing communities
- Use formal structures to privilege community interests (balancing power of funders)
- Use transparency and challenge confidentiality to increase accountability and reduce mistrust

Collaborative Governance Challenges

- 1. Overcoming resistance (in all relevant sectors) to collaborative coordination approaches**
 - Recognise that complex social issues cannot be solved from within any one sector, and 'sector failure' erodes public trust
 - Use balanced, transparent collaborative arrangements that include all sectors affected by the issue
- 2. Achieving targeted solutions to complex social issues (in this case residential recovery rate)**
 - Include local (government and community) representation to ensure that existing and emerging local network representatives share decision-making authority with those representing government and private sectors
 - Draw representatives from active decision-making networks to stabilize emerging intersections between (horizontally organized) local community networks and (vertically organized) government and private sector networks
- 3. Managing tendency for organisations and sectors to prioritize their own perspectives/interests**
 - Use formal arrangements (MoUs, terms of reference, shared values) to focus the collaboration on providing a public benefit
 - Ensure support for the collaboration, and individual representatives, from the highest level within all participating entities

Where there has been tension or difficulty is further back in each of the participating organisations, where there is less sense of accountability for a shared outcome. It's like, you know, trade negotiators often have an easier time negotiating trade deals than they have in selling the outcome of the negotiation back to their respective governments.

This presentation is dedicated to Michelle Mitchell (1966-2016),
Deputy Chief Executive Social Recovery,
Canterbury Earthquake Recovery Authority,
and deeply respected
Chair of the RAS Governance Group 2013-2015

HE KOTUKU RERENGA TAHI
A white heron flies once

RESEARCH SCOPE

FOCUS: Independent RAS governance group



TIMELINE: emergence 2011-2013

evolution 2013-2015

