Valuing Resilience Policy from a Value Perspective

Research Agenda for Resilience

Global Forum on Urban and Regional
RESILIENCE
AT VIRGINIA TECH

Goal of the Presentation

Goal is to provide a framework for incorporating values into the analysis of resilience policy

- Examination of some of the ambivalence about resilience and resilience policy
- Recognize the importance of political economy frame for interpreting resilience but suggest the need for finer grain analyses of resilience policy as it is practiced
- Introduce the concept of policy coalition and cultural cognition as a means of finer grained analyses of value structures in resilience policy
 - Draw from other research on values and world views

Limiting Conditions for the Presentation

- Exploratory work rather than empirical analyses
- Focus is on resilience policy as it relates to disasters
  - Set aside incremental change and resilience, e.g., climate change, but draw on it for illustrative purposes
- Not an analysis of normative judgments about policy
  - Progressive or regressive
- U.S. focus to the policy process

Evolution of Resilience: From Concept to Policy:

Confusion Reigns

Evolution of Resilience as a Concept

IDS, 2014
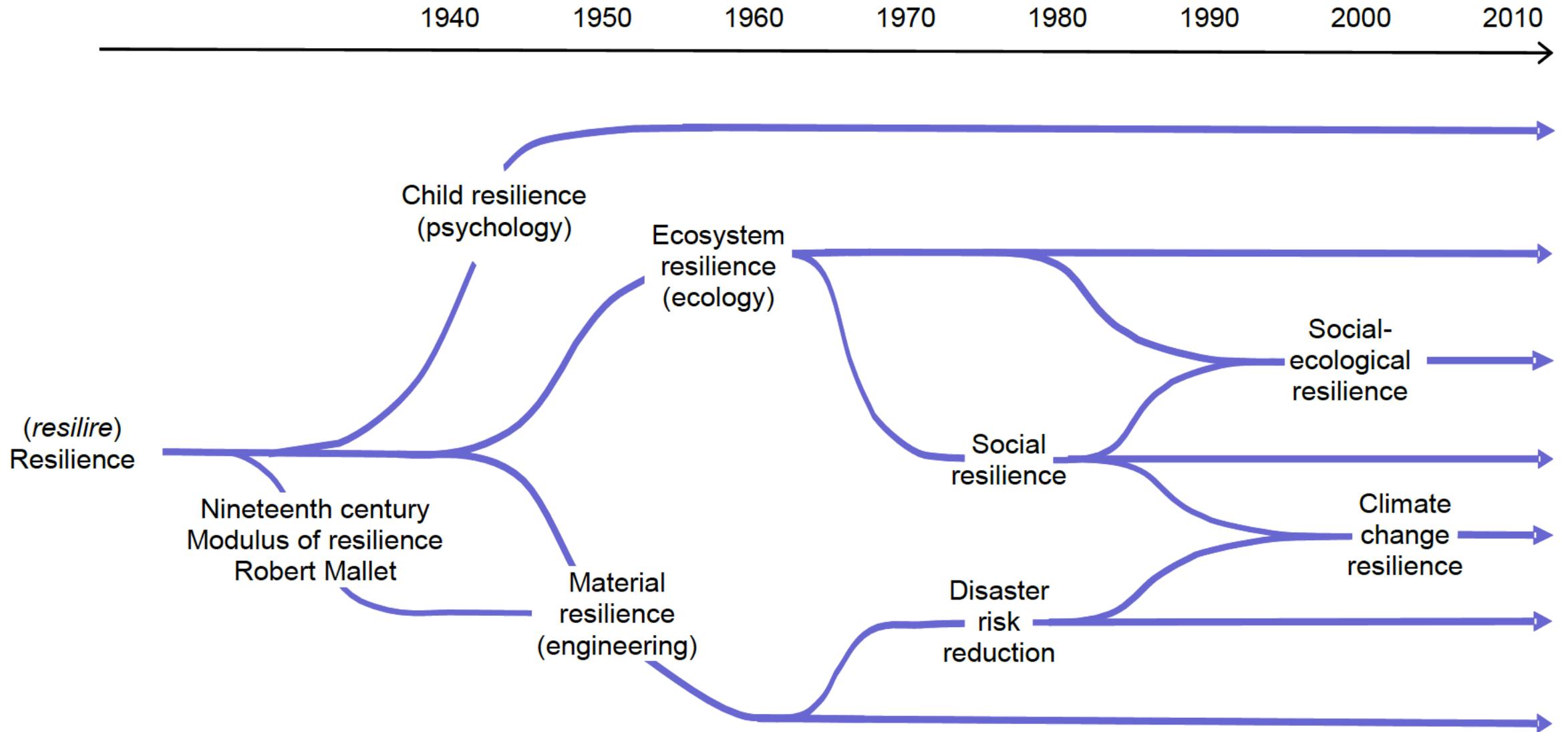
Characterization of the Concept to Policy Pathway for Resilience

Sources of Ambiguity
Genealogies, Scale, Time & System Framework

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Conceptual Ambiguity
fuzzy, traveling, polysemous, lack of agency, power not acknowledged
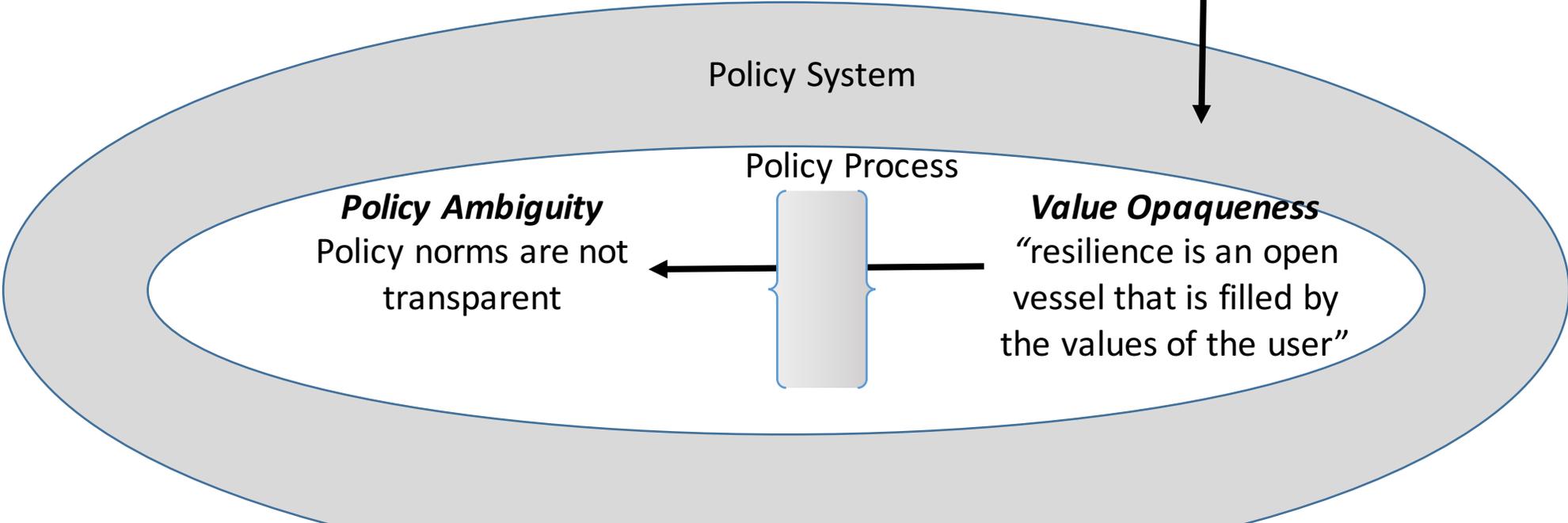
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Policy System

Policy Process

Policy Ambiguity
Policy norms are not transparent

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Value Opaqueness
"resilience is an open vessel that is filled by the values of the user"

Why the Appeal of Resilience as a Public Policy Construct?

- Resilience has an intuitive appeal – security and normalcy
- In a world of increased risk from unknown threats, prevention is impossible so we must have the capacity to cope with negative events
  - Beck's view of the risk prevalent society – real or constructed
- Resilience fits neatly into a neo-liberal ordering of governmentality
  - Resilience connotes individualism versus state responsibility; devolution of responsibility; private versus public
- A pro-resilience coalition (machine) of public, private and nonprofit organizations promotes and markets the construct.
  - Creates new markets and new profit centers for private sector and new opportunities for nonprofits to engage in market behavior

Introducing Values into Resilience Policy Analyses

Value Clarification of Concept to Policy Pathway for Resilience

Sources of Ambiguity
Genealogies, scale, time & System framework

Conceptual Ambiguity
"fuzzy, traveling, polysemous, lack of agency, power not acknowledged"

Policy System

Policy Transparency
Normative dimension of policy transparent

Analysis: Policy Core and Secondary Beliefs

Value Clarification
Identify deep value/world views
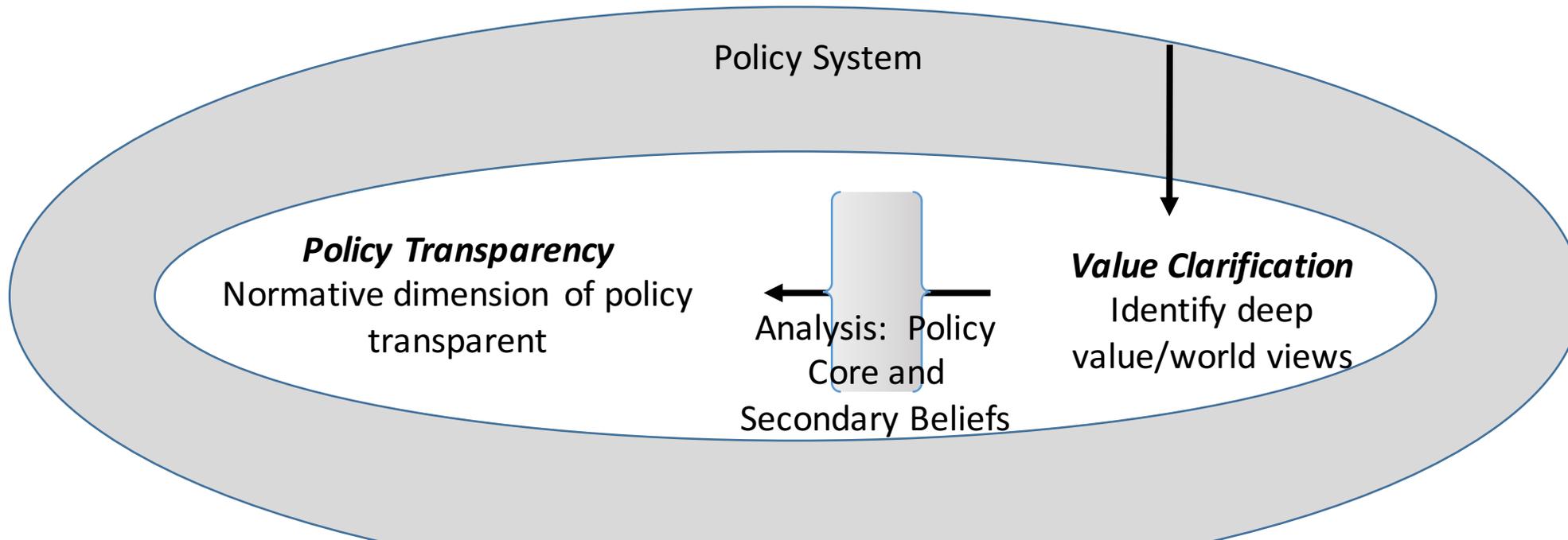
Clarification of Values in Resilience Policy:
Advocacy Coalition (AC) and
Cultural Cognition (CC) Framework

- Rationale
  - Validation in prior research is strong
    - AC has a long tradition in the policy science
    - CC has an emerging presence in risk literature
  - Validation across a number of policy domains
    - Health, nanotechnology, climate change, environmental policy
  - Consistent with literature on values and beliefs developed in socio-psychology
    - Value structure in CC is consistent with research on world views conducted in other contexts
  - Capable of including value conflicts across organizational scales
    - E.G. – How do you reconcile personal value conflicts with those of your organization's culture

Clarification of Terms

- Advocacy Coalition Framework
  - Origins: Sabatier (1988); Jenkins-Smith (1993)
  - Major tenants
    - Policy is shaped by the interactions between coalitions that exist on particular policy domains
      - Coalitions are: dynamic, consists of a range of stakeholders, persistent over time, and vie with competing coalitions in shaping policy (dominating or finding compromise depending on the context)
    - Coalitions have a set of hierarchal set of beliefs that influence views in subsequent levels
      - Core beliefs -   Deep values – fundamental core values that shape ideas about justice, liberty, nature of human existence, etc.
        - Resistant to change ("akin to a religious conversion")
      - Policy Core – basic strategies for achieving the normative position established in the core
        - Nature of the problem, group priorities, orientation of policy conflict (individual freedoms vs security; public vs private, etc.)
        - As with core beliefs, policy beliefs are difficult to change so struggle is to find some common ground
      - Secondary beliefs – instruments needed to implement a policy (tactics for implementation)
        - Example: regulation, tax policy, budget allocations, personnel appointments, etc.
        - Greatest opportunity for compromise or change beliefs

Advocacy Coalition Framework

Competing Policy Coalitions

Policy and Rule Making Process

Bonding and bridging ties among individual policy actors within the policy subsystem. Competing networks of organizational and individual actors

*Debates and decisions based on the **core policy beliefs** of competing coalitions*

*Debate and decisions on implementation issues, **secondary beliefs**, such as financing, budget allocations, regulations. Locus of control, etc.*

Selection of desired policy proposals and actions

Policy Process Associated with ACF

Cultural Cognition

Definition: "*Cultural Cognition refers to the tendency of individuals to conform their beliefs about disputed matters to values that define their cultural identity*" The greater the conflict or dispute the greater the expression of core values in decisions.

Research origins: multifaceted
- Grid/group theory: Douglas (1966) and Wildavsky (1990s) - grid/group theory
- World view research: Schwartz, Inglehardt, Hofstede, Weizel
- Cultural cognition project Yale law school – Kahan

Research Questions
- **Are there distinctive dimensions to our deep values?**
- **Do these distinctive dimensions map across different groups (world views)**
- **Can the dimensionality of deep values help us understand Policy Core beliefs?**
  - **Examples in other policy domains – health, climate change, environmental policy, technologies, risk assessment, etc.**
  - **Specifically can they help us understand Resilience policy core beliefs?**
- **How do values conflicts between individuals and groups (organizations) influence policy?**

Advocacy Coalition Framework:
A Value Perspective

Policy Process and Rule Making as a Value Debate

DEEP CORE BELIEFS

Competing Policy Coalitions

Normative and ontological axioms that shape individual's beliefs on fundamental values about life and ordering of society
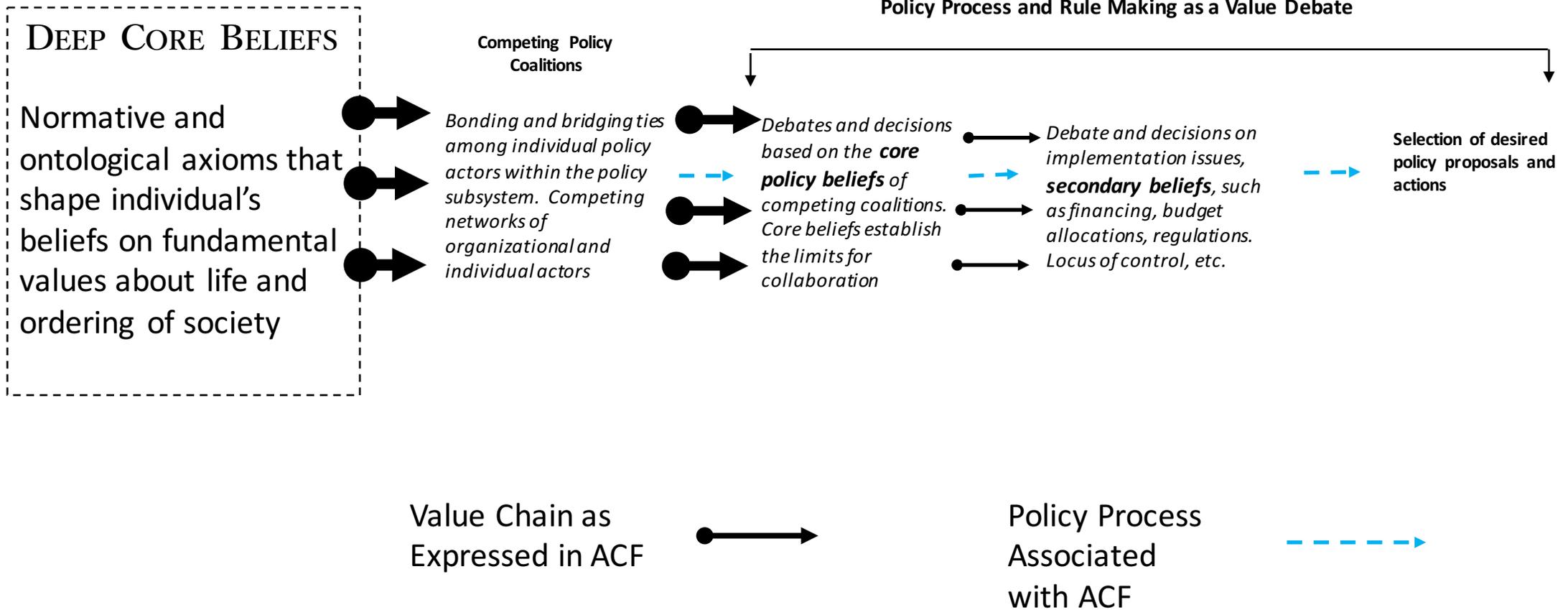
Bonding and bridging ties among individual policy actors within the policy subsystem. Competing networks of organizational and individual actors

*Debates and decisions based on the **core policy beliefs** of competing coalitions. Core beliefs establish the limits for collaboration*

*Debate and decisions on implementation issues, **secondary beliefs**, such as financing, budget allocations, regulations. Locus of control, etc.*

Selection of desired policy proposals and actions

Value Chain as Expressed in ACF

Policy Process Associated with ACF

Ten Value Types in Two Dimensional Space

From Rohan: 2000
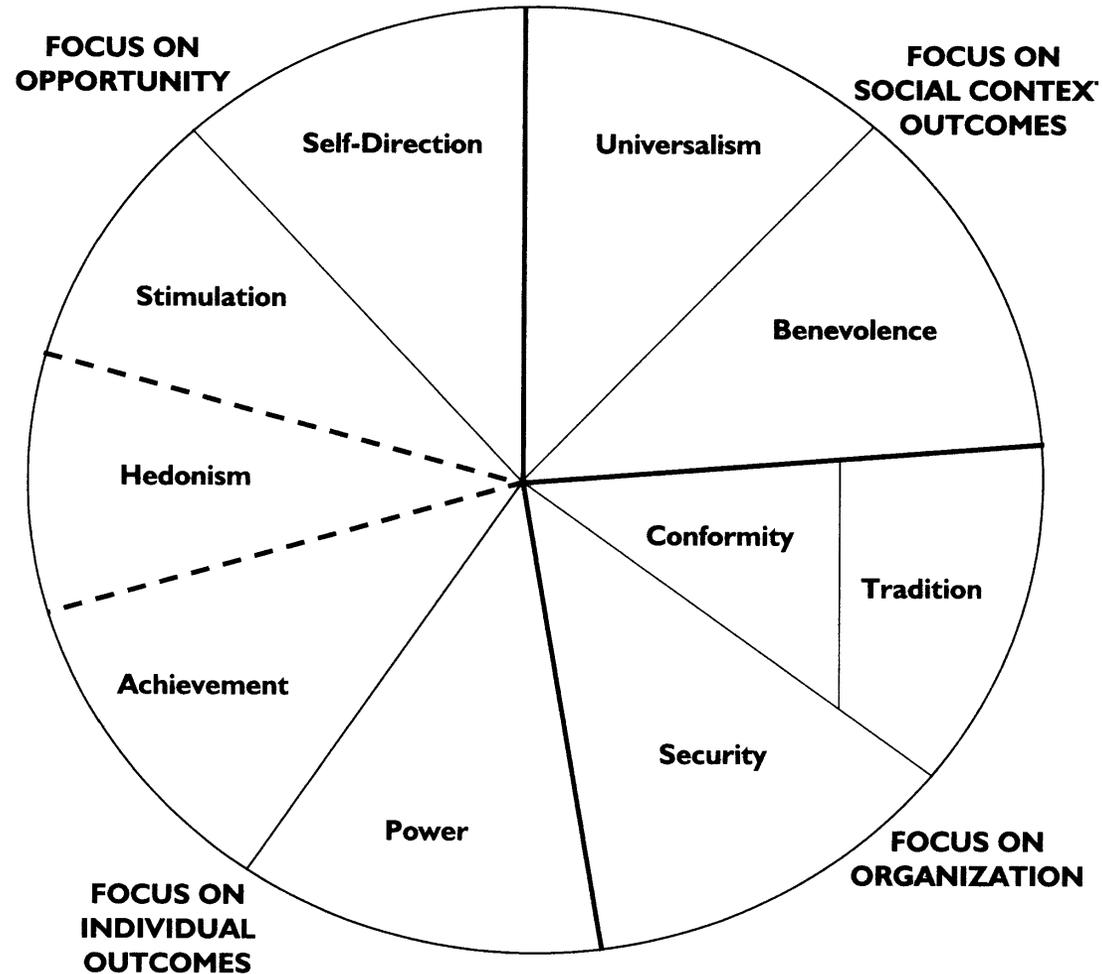
American Creed
(Seymour Lipset)

Individualism

Laissez-Faire

Populism

American Exceptionalism

Liberty

Egalitarianism
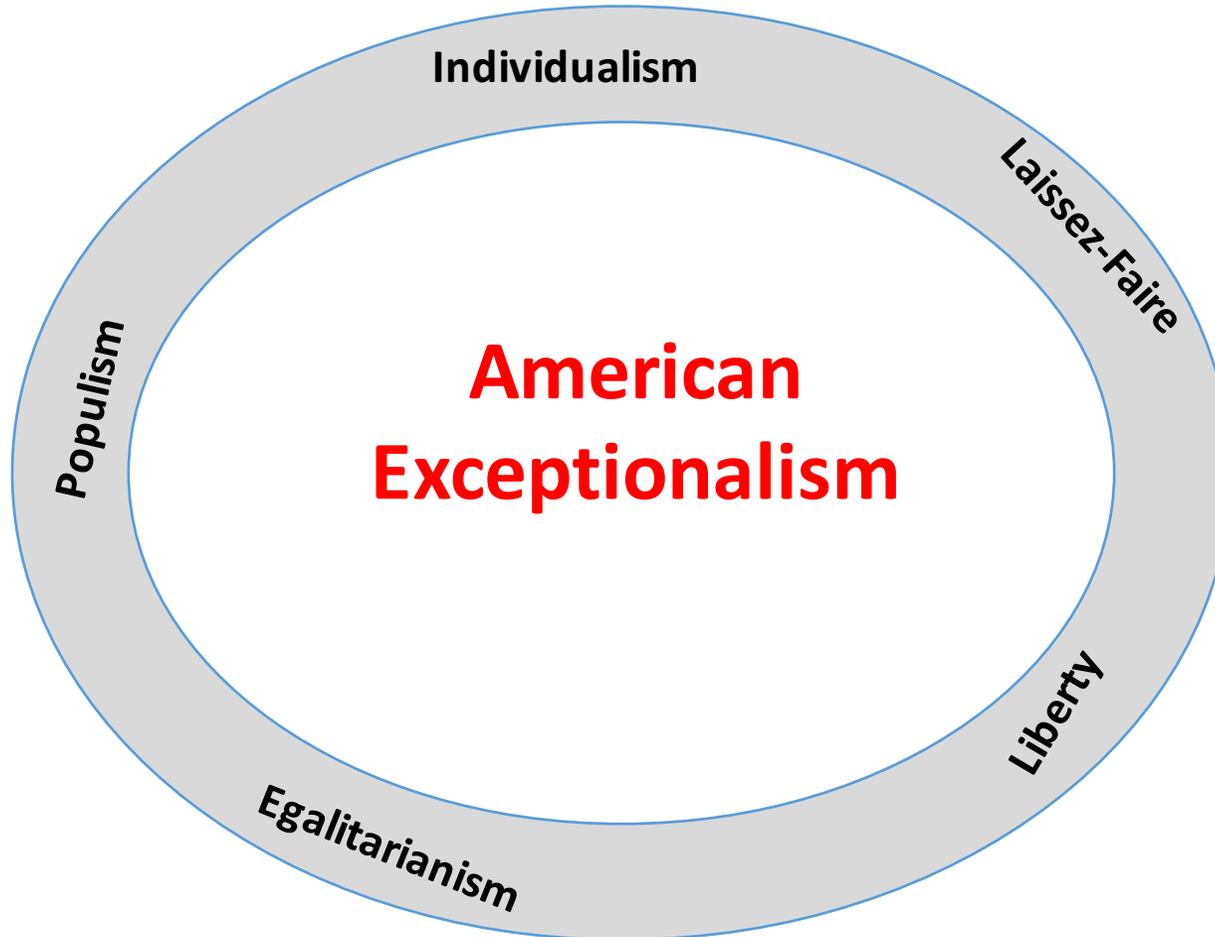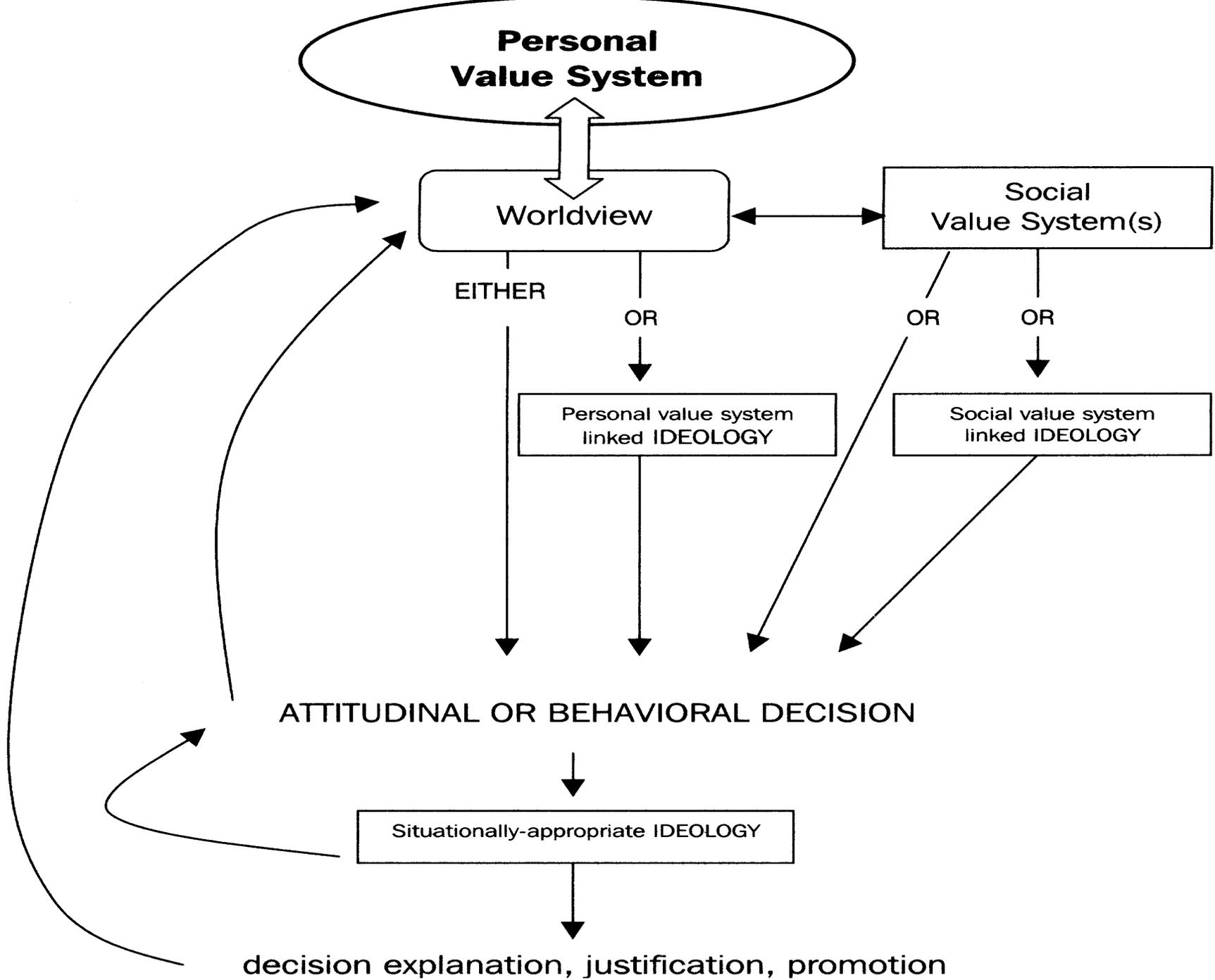
Advocacy Coalition Framework
Value Perspective

Policy and Rule Making as a Value Debate

Competing Policy Coalitions

high grid hierarchs

low group individualists

high group communitarians

low grid egalitarians

Bonding and bridging ties among individual policy actors within the policy subsystem. Competing networks of organizational and individual actors

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Selection of desired policy proposals and actions

Value Chain as Expressed in ACF

Policy Process Associated with ACF

Research Questions to be Addressed

- What is resilience policy?
  - Is there resilience policy or is resilience a policy value?
  - Policy versus rule making
- What coalitions are active in the resilience policy domain?
  - Members, strength of networks, geographic scales, and activities
  - Policy core beliefs
    - Secondary beliefs
- What "deep core" belief frameworks are appropriate?
  - Scales and instruments
- In what policy context do "deep core" beliefs manifest themselves?
- What is relative importance of individual versus organizational core values?

Broad Resilience Policy:
Road Map to Policy Conflict

"the ability to prepare and plan for, absorb, recover from, and more successfully adapt to stressors from acute and longer-term adverse events." (Cutter, et. al., 2013)

"the ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth. " (USAID, 2012)

It is really about rule making

Hurricane Mathew Example: Recovery and Redevelopment

Prevention   Mitigation   Response   Recovery   Redevelopment

Policy Interventions
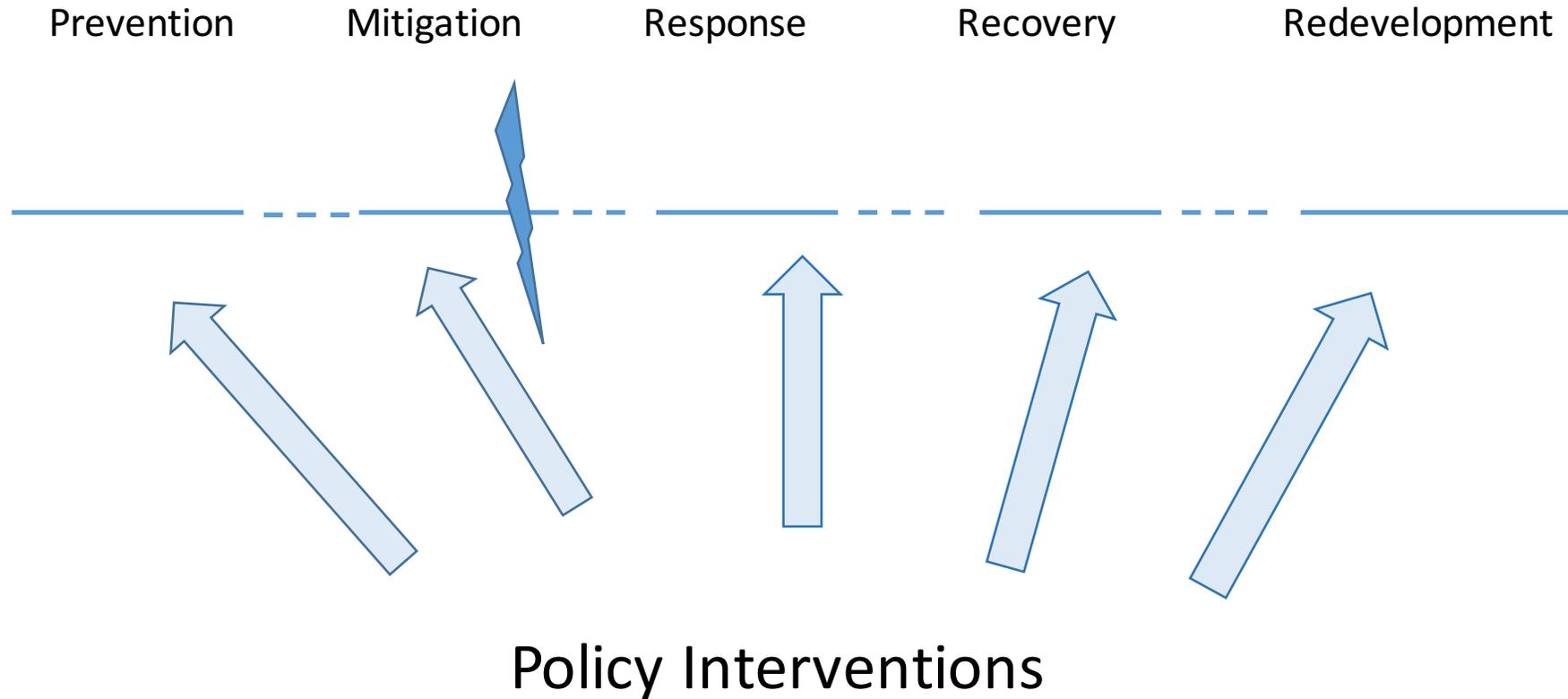
Value Priorities for Intervention; Public/Private Approach; Federalism Division; Equity – Efficiency; Policy Instrument (tax policy; allocations; regulations, etc.); End Goal (rebound or transform); Role of Technology, and others.

Questions