



Illustration:
The Effects of Good Government
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ReBuS

RESILIENCE BUILDING STRATEGIES

TOOLKIT
brochure

The toolkit aims to provide public authorities with a framework to assess resilience of their communities and to support planning for strategic response to emergencies

Council of Europe
Centre of Expertise
for Good Governance

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**CENTRE OF EXPERTISE
FOR GOOD GOVERNANCE**



CENTRE OF EXPERTISE FOR GOOD GOVERNANCE

The Centre of Expertise for Good Governance helps Council of Europe member states deliver good democratic governance at local, regional, and central level.

The Centre of Expertise is uniquely placed to support multi-level governance. While maintaining an approach that focuses on understanding the needs of local governance actors, the Centre's connection to the Council of Europe's intergovernmental Committee on Democracy and Governance (CDDG) offers it ready access to high-level government officials from the 47 member states with a reservoir of knowledge and expertise in governance reforms.

The practical and impact-oriented projects of the Centre of Expertise are implemented in cooperation with local, regional, national and international stakeholders and are aimed at improving legislation and strengthening the institutional capacity of all tiers of government.

The Centre of Expertise promotes best European practice and standards, such as the European Charter for Local Self-Government and the 12 Principles of Good Democratic Governance, through legal and policy advice, and through implementation of benchmarks, evaluations, and innovative methodologies ("tools").

The development and promotion of new innovative capacity-building tools is among the priorities of the Centre of Expertise. These tools take inspiration from the best European practice and enable the reinforcement and evaluation of capacities of public authorities in a variety of areas. All interested bodies are encouraged to use the tools, provided that the copyright is respected; qualified and certified by the Centre experts are used; and the Centre is informed.

The Centre of Expertise can provide assistance in adapting and implementing the tools and training national experts.



RESILIENCE AND GOOD DEMOCRATIC GOVERNANCE

The COVID-19 pandemic has left public authorities facing an emergency unprecedented in both scale and scope. These authorities have been called on to adopt urgent measures to address the threat to public health and contain the pandemic. They have also had to address challenges in ensuring the effectiveness and continuity of public administration in respect of principles of good democratic governance, including civil participation.

As daily tasks have become a ritual in emergency management, public authorities find themselves calling into question the value of 'past' practices (i.e. the tools by which public authorities manage the present) and 'future' strategies (i.e. the vision that frames how present practice might evolve and improve in terms of efficiency and effectiveness). A critical assessment of these practices and strategies is of paramount importance for member states in designing comprehensive and effective tools to help anticipate and respond to emerging challenges.

The COVID-19 emergency, and its aftermath, will continue to have an impact on social, economic and institutional structures across public administration for years to come, with consequent implications for civil participation and democratic governance at all levels. It is therefore imperative to conduct an in-depth analysis of the preparedness and ability of public administrations to respond to such extraordinary circumstances, at institutional, administrative and civil society levels. Given the potential implications of measures adopted, due attention should also be paid to promoting respect for good democratic governance principles at local level.

The **ReBus - Resilience Building Strategies** - toolkit offers a framework for such an assessment shaped by the concepts of resilience and robustness - relatively new policy solutions which look at the potential of systems and actors, such as communities, to address or minimise the impacts of potential shocks and uncertainty.

These concepts reflect the recent paradigmatic shift in approach to the policy-making process from more traditional disaster management views to a pro-active approach to building strategies that reduce risk, enhance resilience, and focus on recovery and functionality.

BUILDING RESILIENT COMMUNITIES

Assessing

the community: integrating social, economic, institutional and physical elements

Identifying

local needs, resources and capacities

Fostering

Participation in decision-making processes

Ensuring

respect for the Principles of Good Democratic Governance at all levels

IMPLEMENTING ReBuS

ReBuS Toolkit is a highly adaptable and versatile instrument that can be implemented in different administrative, territorial and cultural settings across Council of Europe Member States.

ReBuS Toolkit may be implemented at several administrative/governance levels:

- Local level
- Regional level
- Inter-municipal level
- Cross-border level.

Potential Users of ReBuS are most likely (though not exclusively) to be found among the following actors:

- Central level public authorities (in which case the user needs to identify implementing partner/s at local/regional level)
- Public authorities at local and/or regional level
- Associations of public authorities (e.g., association of municipalities)
- Civil protection agencies.

An interested user should:

- Read through the Toolkit.
- Consult with local/regional/national actors who may be interested in implementing ReBuS as a means of identifying where/with whom/what level to begin implementation (e.g., one or more administrative units, region, etc.).
- Contact the Centre of Expertise for Good

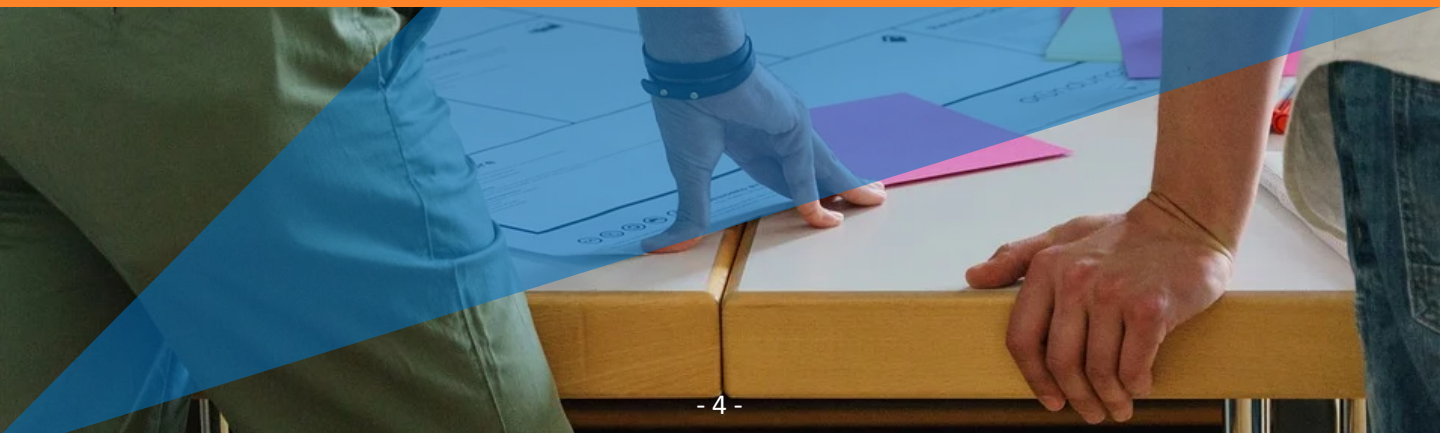
Governance for advice and further assistance.

When launching ReBuS in each context, the following steps will be taken:

- The user/implementing partner identifies a team of local experts
- The local team of experts will be invited to a workshop with the Council of Europe with the aim of:
- Developing understanding and knowledge of all elements of the ReBuS Toolkit
- Undertaking a situation and needs analysis of the context in which implementation of ReBuS is planned
- Prepare a first draft Action Plan for ReBuS implementation

Users/implementing partners will follow the four phases of implementation as set out in the Toolkit as follows:

- Establish a dedicated working group on resilience at community level, based on a thorough and transparent mapping and evaluation process.
- Assess resilience by means of specific indicators that allow for an all-encompassing analysis of all elements of the target community.
- Set objectives for the vision of resilience at local level that reflect existing needs, priorities, and take in consideration existing resources.
- Translate the objectives for resilience into action.



ReBuS - RESILIENCE BUILDING STRATEGIES

Building resilience entails developing strategies that encompass a long-term vision for the community.

Resilience Building Strategies address the capacity of a community to withstand, recover, adapt, and persist in face of crises. These strategies focus on institutional preparedness and recovery, but do not stop there, as they also seek to strengthen the performance of public authorities and improve overall levels of good democratic governance.

ReBuS is

- An awareness raising tool – promoting a holistic understanding of resilience and robustness
- An analytical tool – measuring the overall ability of a community to persist over time and maintain performance capacity through targeted strategies
- A planning tool – guiding public authorities to incorporate resilience and robustness in emergency and strategic planning
- A learning tool – enabling a capacity-building process for public authorities and practitioners

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STEPS TO RESILIENCE BUILDING STRATEGIES



PHASE 1 SETTING UP A COMMUNITY RESILIENCE TASK FORCE

Step 1
Stakeholders'
Mapping

Step 2
Stakeholders'
Assessment



PHASE 2 ASSESSING COMMUNITY RESILIENCE

Step 3
Contextualisation

Step 4
Resilience
Assessment



PHASE 3 SETTING OBJECTIVES FOR COMMUNITY RESILIENCE

Step 5
Priorities Setting

Step 6
Feasibility
Assessment



PHASE 4 ACTION PLANNING FOR COMMUNITY RESILIENCE

Step 7
Action Designing

Step 8
Monitoring and
Evaluation

ReBuS Toolkit

1. ReBuS Handbook
2. ReBuS E-Tool
3. ReBuS Capacity building materials

2. The E-Tool

- Section 1 – Society index
- Section 2 – Economy index
- Section 3 – Governance index
- Section 4 – Infrastructure index
- Section 5 – Environment index
- Section 6 – Community resilience assessment
- Section 7 – Challenges and resources for resilience building strategies

1. The Handbook

- Section 1 – Understanding Resilience
- Section 2 – Enabling Community Resilience
- Section 3 – Resilience Building Strategies

3. The capacity building

- ReBuS video tutorial
- ReBuS training: presentations, exercises and handouts for interactive) workshops

COMMUNITY RESILIENCE

The resilience of a community is determined by the relationship between its members and integral components. It is not merely a sum of everyone’s resilience or of the robustness of its infrastructure but depends on stakeholder participation during the various stages of policy processes.

Resilient individuals do not make resilient communities, as the resilience of the ‘community’ system lies in the interaction and relations between its components and not only in individual features. Similarly, vulnerable individuals or vulnerable groups in society do not account for ‘vulnerable communities’, but rather they may potentially be influencing the overall ‘vulnerability’ of a community. When analysing the impact of crises in a specific context, it could be relevant to consider ‘communities’ beyond territorial or administrative frameworks, as such situations and their impacts rarely respect administrative or territorial borders.

‘Community’ should, in fact, be understood as a ‘group of interacting people living in a

common location.’ It should also be considered as a more cohesive social unit compared to ‘society’, due to the presence within a community of a ‘unity of will’ and a system of shared values and norms (Council of Europe/ISIG, 2017).

COMMUNITY RESILIENCE FRAMEWORK



Each area is assessed independently by applying a benchmark focusing on specific sets of indicators for each component.



The automatic scorecard calculates the overall score for each component, thus compiling the area index.



Visual representation supports users in performing *what-if scenarios* exercises.



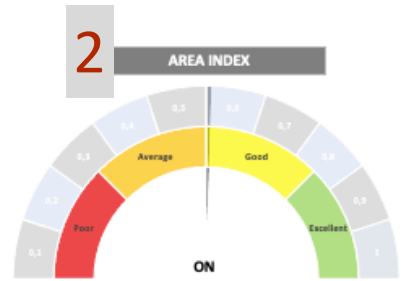
Each indicator, based on the assessment, is colour coded to represent a challenge or a resource to be integrated in the ReBUS strategies.

THE E-TOOL

The ReBus E-Tool provides the following functionalities:

single area assessment

1. Automatised score card
2. Area Index Gauge – displaying the overall area index
3. Component Gauges – displaying the score for each indicator (inner meter) and the component index (outer meter).



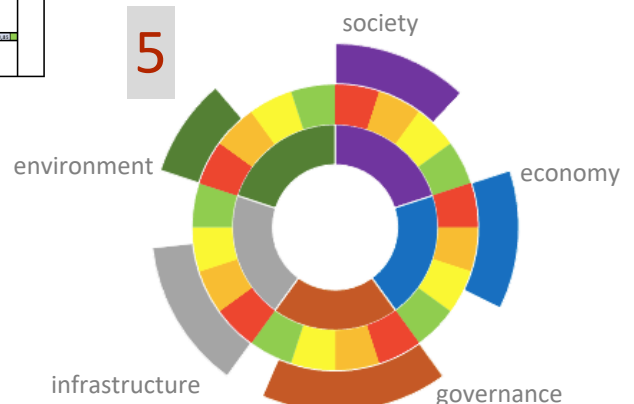
SCORE CARD										
AREA	COMPONENT	INDICATOR	Non Relevant	Not at all	Partially	Sufficiently	Fully	Indicator Score	Component Score	Overall Index
1 Society										0,56
	1.1 Demography								0,5	
		1.1.1 Indicator	X					0		
		1.1.2 Indicator		X				0,25		
		1.1.3 Indicator			X			0,5		
		1.1.4 Indicator				X		0,75		
		1.1.5 Indicator					X	1		
	1.2 Social Inclusion								0,5	
		1.2.1 Indicator					X	1		
		1.2.2 Indicator			X			0,75		
		1.2.3 Indicator			X			0,5		
		1.2.4 Indicator	X					0,25		
		1.2.5 Indicator	X	X				0		
	1.3 Participation								0,5	
		1.3.1 Indicator	X					0		
		1.3.2 Indicator		X				0,25		
		1.3.3 Indicator			X			0,5		
		1.3.4 Indicator				X		0,75		
		1.3.5 Indicator					X	1		
	1.4 Human Capital								0,5	
		1.4.1 Indicator					X	1		
		1.4.2 Indicator				X		0,75		
		1.4.3 Indicator			X			0,5		
		1.4.4 Indicator	X					0,25		
		1.4.5 Indicator	X	X				0		



overall assessment

AREA	COMPONENT	INDICATOR	Indicator Score	Component Index	Overall Index
1 SOCIETY	1.1 Demography	1.1.1 Indicator	0	0.5	0.56
		1.1.2 Indicator	0.25		
		1.1.3 Indicator	0.5		
		1.1.4 Indicator	0.75		
		1.1.5 Indicator	1		
	1.2 Social Inclusion	1.2.1 Indicator	1	0.5	
		1.2.2 Indicator	0.75		
		1.2.3 Indicator	0.5		
		1.2.4 Indicator	0.25		
		1.2.5 Indicator	0		
	1.3 Participation	1.3.1 Indicator	0	0.5	
		1.3.2 Indicator	0.25		
		1.3.3 Indicator	0.5		
		1.3.4 Indicator	0.75		
		1.3.5 Indicator	1		
	1.4 Human Capital	1.4.1 Indicator	1	0.5	
		1.4.2 Indicator	0.75		
		1.4.3 Indicator	0.5		
		1.4.4 Indicator	0.25		
		1.4.5 Indicator	0		

4. Identification of Challenges and Resources across areas.
5. Results visualisation of the overall assessment results for each area.



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