"Building Urban Resilience" Workshop Results

Arusha, Tanzania

February 16-17, 2013

Global Disaster
Preparedness Center

Summary

With support from the Rockefeller Foundation, the Global Disaster Preparedness Center (GDPC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) brought together representatives from 15 Red Cross/Red Crescent (RC/RC) national societies to share learning and insights on building disaster preparedness and resilience in urban settings in Africa. The workshop looked at existing experience within the RC/RC and at where national societies want to be in the future in supporting communities to achieve resilience in urban settings.

The workshop was the first in a series that will include events in Asia and Latin America this year.

Key questions examined by the participants:	1. What should urban resilience look like?
	2. How can we best accomplish resilience goals with the small means available to us?
	3. What can we do directly within the RC/RC and what can we influence indirectly through advocacy and other types of outreach?
	4. How can we use/adapt existing strengths, like the Vulnerability and Capacity Assessment (VCA) toolkit, to better support our work in urban settings?
	5. How can we better enable community-driven instead of donor-driven approaches?

Key conclusions	A. We can't simply do our own RC/RC projects and have a big impact on resilience.
	B. Instead we need to use strategic approaches and alliances to build on the strengths of existing RC/RC programs in the following ways:
	i. Strengthening <u>RC/RC resources</u>
	ii. Coordination / <u>active partnerships</u> with others
	iii. Communicating / <u>engaging with communities</u>
	iv. <u>Advocacy</u> and linking to existing programs
	v. <u>Innovative design</u> to enable collective problem solving
	vi. <u>Addressing emerging threats</u>

Background

The RC/RC network is increasingly recognizing the growing need and demand for RC/RC services to reduce disaster risks in urban settings.

> *"The defining mark of the twenty-first century will probably be, along with climate change, the great movement of human populations out of rural, agricultural lifestyles to densely built, highly diverse environments referred to as cities."[1]*

The RC/RC has long supported disaster relief and preparedness in rural and urban communities. What has changed in recent years is the recognition that urban and peri-urban areas are not just places where economic opportunity is growing and thriving, but are increasingly places where vulnerability and risk are growing as well. This is due to several factors:

a) Climate change is altering hazard patterns, weakening traditional coping mechanisms.

b) Urbanization and population growth are increasing exposure levels as more people seek shelter and opportunity in marginal areas with high relative exposure to natural hazards.

c) Changes in job creation and land holding patterns are leading to the "urbanization of poverty"[2] with growing pockets of vulnerability in most urban areas around the world.

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[1] Report on urban community resilience for the Asia Pacific Region, the Earthquakes and Megacities Initiative, April 2012.

RC/RC national societies are already facing the challenges of urban risk, but as a RC/RC network we have not yet brought our full attention and capacity to these issues.

National Society Case Studies

RC/RC national societies from 15 countries participated in the workshop, and of these 4 national societies that are already actively engaging on the topic of urban resilience presented case studies (see figure 1 below). The case studies highlighted that national societies are active in urban areas and a number of points of learning can be taken from their experiences:

1.   *Using technology to collect data and share information*

Uganda RC mapping activities in Gulu and Lira with American RC demonstrate the value of making data open and accessible, where the use of Open Street Map enabled easy crowd-sourcing of the development of GIS base layers from satellite photos. These maps now provide a bird's eye view of the communities in these cities that enables new types of analysis (e.g. to demonstrate the fire hazard from the construction of many buildings with thatched roofs in close proximity to one another. The use of Open Street Map also provides a base for collaboration with other civil society organizations and local government in collecting and analyzing further data. Even though many municipalities are increasingly collecting GIS data, it is rarely openly shared and thus doesn't support the knock-on benefits that are now possible in Gulu and Lira. The RC/RC can use these examples in Uganda as a tool for advocating for governments to make risk data open and accessible to maximize the value from investing in collecting and organizing risk data by making it available to a wide set of organizations interested in reducing risk and increasing resilience.

2.   *Using rural tools in urban settings*

There is a lively debate internationally about whether existing tools, the VCA in particular, are suited for urban use. Participants at the workshop were very interested to capitalize on the strengths and acceptance of the VCA but also recognized the need to better adapt it for use in urban settings. In addition to the role of VCA in analysis, participants also emphasized the importance of VCA in public awareness-raising. Yet they also noted that VCAs take much longer to complete in urban settings because community members are often not available during the day and multiple teams may be needed to complete the VCA process in each community. It may also be necessary to bring other partners (e.g. government agencies or research institutions) into the process to bring the science and community perception components of risk assessment together in urban settings.

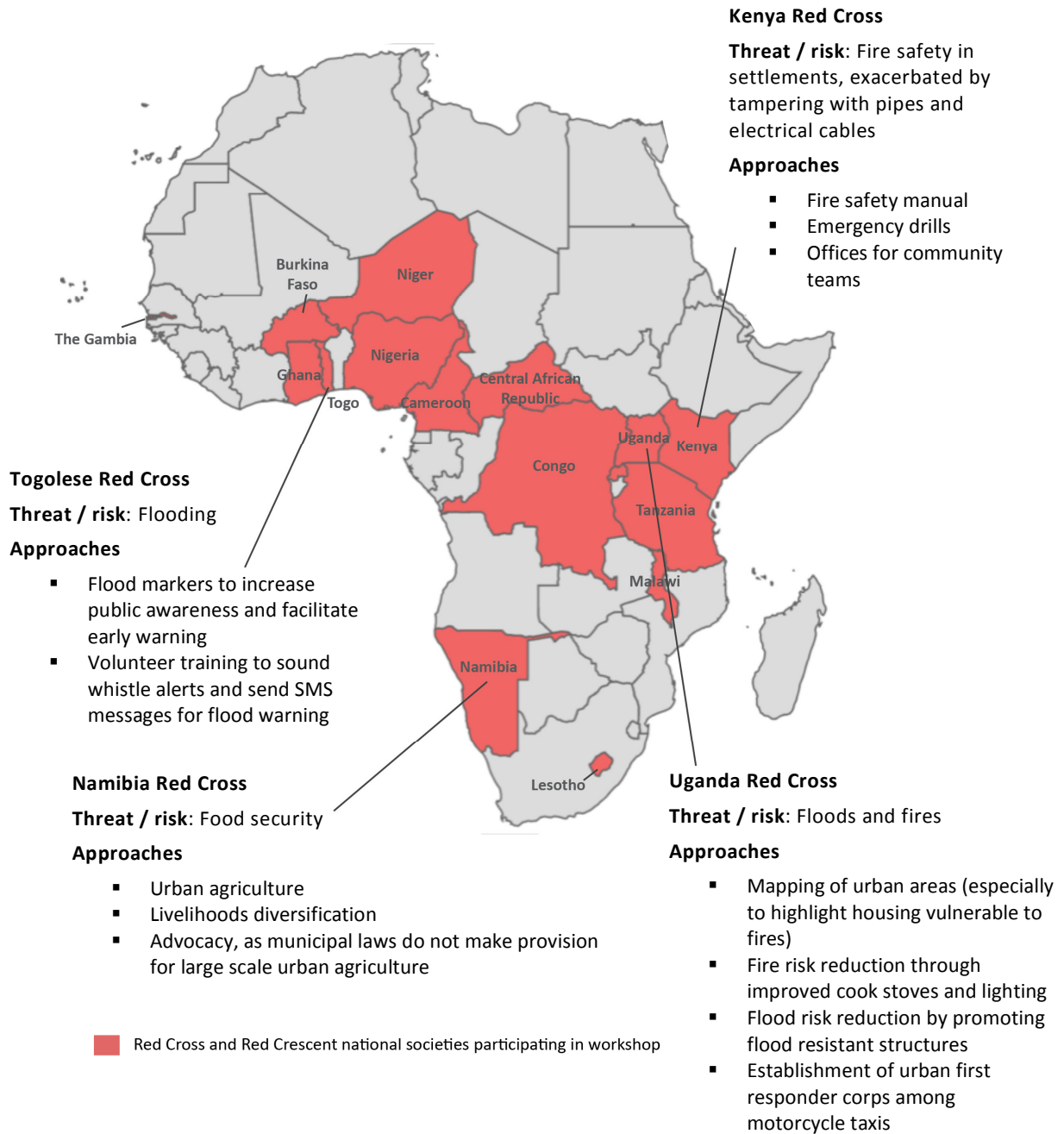3.   *Linking different types of programming to build resilience*

While many national societies thought of themselves as only just beginning to address urban resilience in their countries, they highlighted the relevance of existing RC/RC services in urban areas related to community health and first aid, livelihoods, and reduction in domestic and social violence. These services provide natural links to resilience and an entry point for expanding work with communities.

4.   *Adapting the RC/RC approach to an urban context*

Participants highlighted a number of ways in which the RC/RC approach needs to be adapted to overcome the differences in social relations in urban versus rural settings. Social relations are seen to be closer and simpler in rural environments; whereas cities impose a distance between people. Both community outreach and volunteering approaches need to plan for this distance and the time needed to overcome it.

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[2] Mike Davis, Planet of Slums, 2007.

Figure 1. Participants and case studies among Red Cross / Red Crescent national societies

Kenya Red Cross

Threat / risk: Fire safety in settlements, exacerbated by tampering with pipes and electrical cables

Approaches

- Fire safety manual
- Emergency drills
- Offices for community teams

Togolese Red Cross

Threat / risk: Flooding

Approaches

- Flood markers to increase public awareness and facilitate early warning
- Volunteer training to sound whistle alerts and send SMS messages for flood warning

Namibia Red Cross

Threat / risk: Food security

Approaches

- Urban agriculture
- Livelihoods diversification
- Advocacy, as municipal laws do not make provision for large scale urban agriculture

Uganda Red Cross

Threat / risk: Floods and fires

Approaches

- Mapping of urban areas (especially to highlight housing vulnerable to fires)
- Fire risk reduction through improved cook stoves and lighting
- Flood risk reduction by promoting flood resistant structures
- Establishment of urban first responder corps among motorcycle taxis

Red Cross and Red Crescent national societies participating in workshop

Visions for the future

On the second day of the workshop, participants used a 'back-casting' visioning process to imagine successful urban resilience in the future – the year 2030 – and to work backward from that point to identify the challenges and gaps that would have been overcome to get there, and how those challenges and gaps might have been overcome.
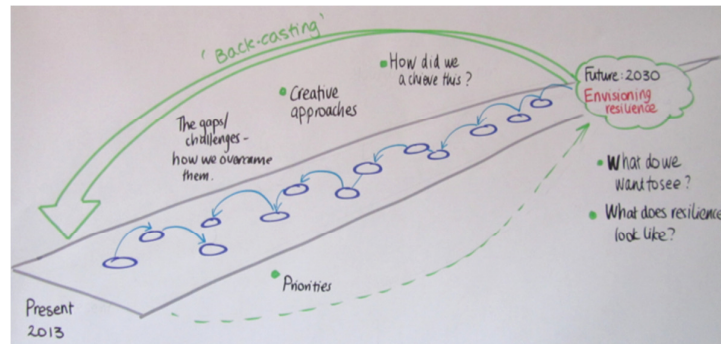

Figure 2. Illustration of 'back-casting' method

The results highlighted a range of elements that were seen to be necessary for successful resilience, and also provided insights on how these elements would look.

External Elements	Details of vision
Better communication	All actors at the table. Effective partnership and advocacy to address the interdependencies inherent to urban development.
Better infrastructure	Bridges to ensure that drainage is not obstructed. Clean access to natural resources. Renewable energy.
Well planned urban areas	Access routes and axes to connect city and communities, markets, industry, recreation areas, public meeting places, recycling points.
Planned settlement areas to replace informal settlement	Slums haven't necessarily disappeared but they are better connected to city services.
Community cohesion	Access to livelihoods opportunities and credit.
RC well located to connect with community	Working in partnership with local authorities as well as with community structures.

Figure 3. Group working through their future vision and the steps to get there

At the same time participants noted some challenges in envisioning the future including a tendency to still depict sustainability in rural terms, a recognition that informal settlements will likely remain in place indefinitely, and a tendency to focus on the urban center rather than the larger city, including the periphery.
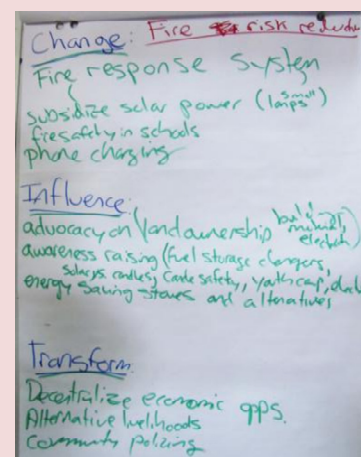
Figure 4. Group outlining community relations in resilience

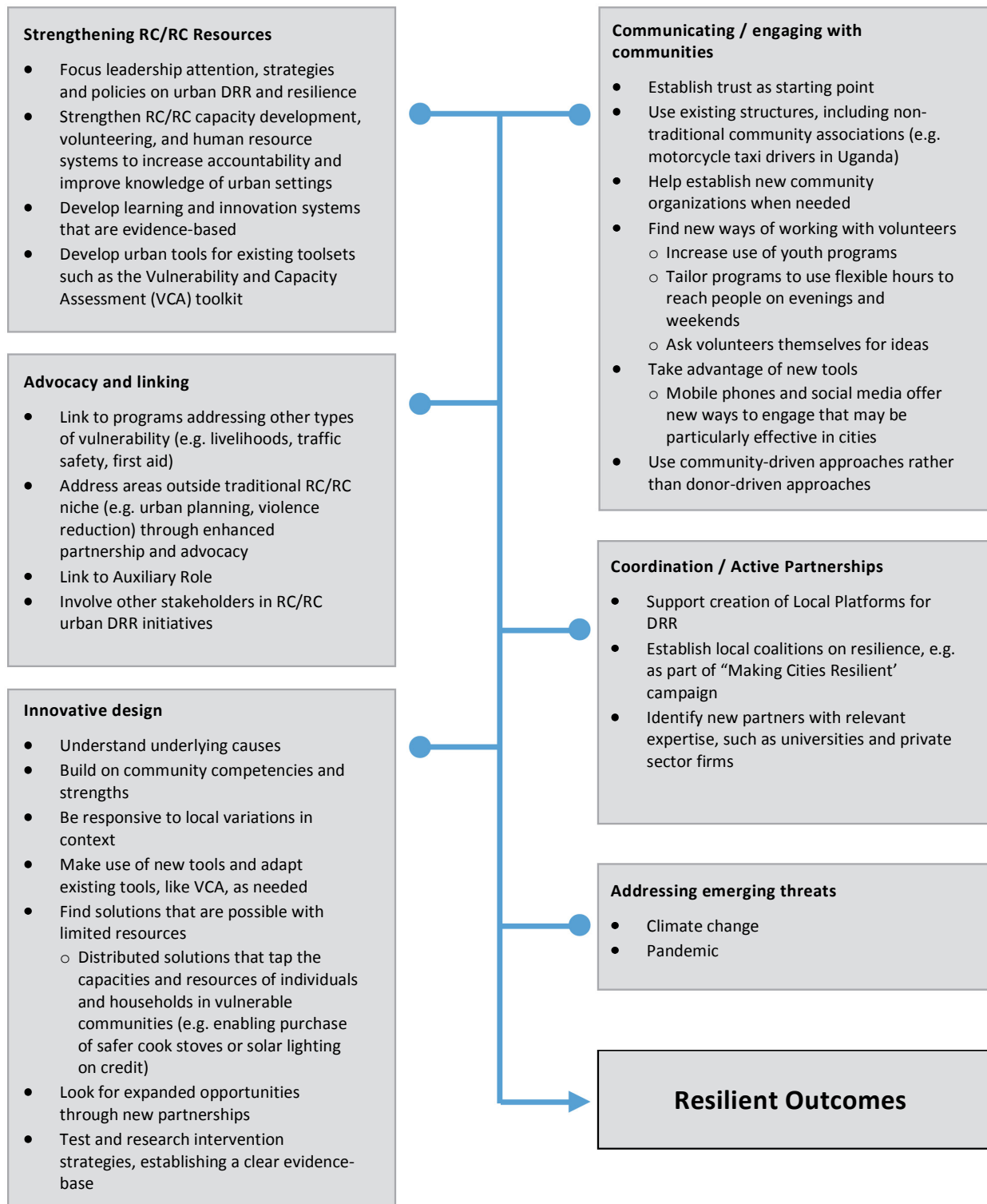| Internal Elements	Details of vision
Management and governance	Within the RC/RC, a strong focus and governance commitment to urban resilience.
Integrated strategy and planning	Urban DRR and resilience components are prioritized within RC/RC strategies and policies.
Opportunities for organizational / human resource development	Strong support within the RC/RC network to assist national societies to develop further skills and capabilities to engage urban communities and operate within the urban governance context.
Community-driven programs	Prioritization of community-driven rather than donor-driven goals and objectives.
Robust volunteer programs	Volunteers from a wide range of backgrounds are actively contributing ideas and solutions.
Innovative technology	The RC/RC embraces new technology to expand outreach with communities and enable broader use of existing tools and new solutions.

Method note:

While the "back-casting" approach that was used for the workshop worked well to set the general tone and encourage groups to develop expansive visions for the future, some groups used the method as a way of deepening their analysis and understanding of the situation. For example, they traced the linkages back, to clarify causes and root causes and from this were able to differentiate actions in terms of those the RC/RC can change, influence, and transform. This seemed to provide space for detailing the types of advocacy that can be contributed by the RC/RC and expanded roles that the RC/RC may be able to take on to enable transformation among a wider set of stakeholders.

Getting there

The workshop outlined a range of recommendations for targeting urban resilience through RC/RC activities. *The listing below is an overview. More details are available in Attachment 3.*

Strengthening RC/RC Resources

- Focus leadership attention, strategies and policies on urban DRR and resilience
- Strengthen RC/RC capacity development, volunteering, and human resource systems to increase accountability and improve knowledge of urban settings
- Develop learning and innovation systems that are evidence-based
- Develop urban tools for existing toolsets such as the Vulnerability and Capacity Assessment (VCA) toolkit

Advocacy and linking

- Link to programs addressing other types of vulnerability (e.g. livelihoods, traffic safety, first aid)
- Address areas outside traditional RC/RC niche (e.g. urban planning, violence reduction) through enhanced partnership and advocacy
- Link to Auxiliary Role
- Involve other stakeholders in RC/RC urban DRR initiatives

Innovative design

- Understand underlying causes
- Build on community competencies and strengths
- Be responsive to local variations in context
- Make use of new tools and adapt existing tools, like VCA, as needed
- Find solutions that are possible with limited resources
  - Distributed solutions that tap the capacities and resources of individuals and households in vulnerable communities (e.g. enabling purchase of safer cook stoves or solar lighting on credit)
- Look for expanded opportunities through new partnerships
- Test and research intervention strategies, establishing a clear evidence-base

Communicating / engaging with communities

- Establish trust as starting point
- Use existing structures, including non-traditional community associations (e.g. motorcycle taxi drivers in Uganda)
- Help establish new community organizations when needed
- Find new ways of working with volunteers
  - Increase use of youth programs
  - Tailor programs to use flexible hours to reach people on evenings and weekends
  - Ask volunteers themselves for ideas
- Take advantage of new tools
  - Mobile phones and social media offer new ways to engage that may be particularly effective in cities
- Use community-driven approaches rather than donor-driven approaches

Coordination / Active Partnerships

- Support creation of Local Platforms for DRR
- Establish local coalitions on resilience, e.g. as part of "Making Cities Resilient' campaign
- Identify new partners with relevant expertise, such as universities and private sector firms

Addressing emerging threats

- Climate change
- Pandemic

Resilient Outcomes

Opportunities for follow-up

The participants suggested a range of opportunities for further collaboration and collective follow-up:

- **Networking**

  There was a strong demand expressed for further opportunities to network and interact with the set of national societies that participated in the workshop and others that were not able to participate.

  Potential follow-up:

  1. GDPC website – The GDPC website (to be launched in May 2013) will provide many opportunities to engage national societies in joint learning as an urban preparedness and resilience forum. The GDPC would like to keep all of the national societies that participated in the workshop engaged in the design and rollout of the website. The GDPC will e-mail all participants on a regular basis on the progress in rolling out the website.

     The video interviews that Omar Abou-Samra shot with some of the participants will also be shared on the website once it is up.

     In the meantime, participants could also use a common Twitter hashtag – ♯PrepareCenter – to promote further dialogue via social media.

  2. Urban resilience workshops in other zones – There will also be an opportunity to share the learning from the Arusha workshop with the workshops in Asia and Latina America that the GDPC and Federation will hold in a few months. The GDPC will coordinate with Daniel Bolanos to identify potential participants from national societies in the Africa Zone.

  3. National urban resilience workshop – Daniel from Kenyan RC suggested that they will try to share lessons from the RC work in Nairobi with branches in other cities in Kenya. Jacob Mwisyo from the Federation regional office for East Africa also committed to sharing the workshop results with other national societies in East Africa.

  4. Briefing other national society staff – Several national society representatives mentioned that they would brief their colleagues on the results of the workshop.

- **Guidance and tools**

  There were numerous requests for additional Federation guidance on urban resilience since the experience on urban DRR is so varied at the moment.

  Potential follow-up:

  5. Urban DRR strategy – Uganda RC is looking for input to include as an appendix on urban risk as part of its five year DRR strategy

  6. Guidance – The Federation is currently working on global guidance on assessment, community mobilization, advocacy, and partnerships and will work to ensure that urban DRR and resilience are addressed in these.

  7. VCA Review – The Federation is currently reviewing the VCA with regard to urban resilience. Nate Cooper will keep the group updated on this progress.

  8. Characteristics of Resilience – The Federation will try to shift the orientation of the ongoing Characteristics of Resilience studies in Africa and Latin America to give more attention to urban settings.

• **Evidence base**

A number of participants also commented that they would like to see in-depth case studies developed for the good practice examples that were shared during the workshop.

Potential follow-up:

9. <u>Pilot projects</u> – There may be some opportunities through the Africa Zone office for further pilot projects. Daniel Bolanos is also following up interest from UN-ISDR to partner with the RC/RC on the "Making Cities Resilient" campaign in Africa.

10. <u>Case studies</u> – The GDPC will put together a plan to develop case studies on several of the programs mentioned in workshop. The GDPC will keep the full set of participants updated on this plan as it is developed and rolled out.

11. <u>Research</u> – The GDPC would also like to develop a set of research studies to address gap areas that were identified during the workshop (e.g. advocacy, land-use planning, new models for volunteer engagement).

12. <u>Advocacy research</u> – The GDPC has already been in discussion with DRR Law group from Geneva (that Mary Picard was representing) to collaborate on such research. This would be a good opportunity to take forward research on both advocacy in general and advocacy in relation to working with local governments on land-use planning / master planning / building codes with interested national societies.

Conclusion

Taking place just after the UN International Strategy for Disaster Reduction's regional platform meeting (held in Arusha February 13-15, 2013), the 'Building Urban Resilience' workshop offered one of the first opportunities for RC/RC national societies in Africa to come together to share learning and insights on building urban disaster preparedness and resilience. 15 RC/RC national societies participated, including representatives from both national headquarters and urban branches of the national societies.

The presentations and group discussions demonstrated that many of the national societies are already actively engaging in urban settings, although often on other aspects of vulnerability not necessarily directly related to disaster risk. With these activities though, the national societies are already learning to address the challenges of working in urban settings and increasingly seeing the relevance of urban disaster preparedness and resilience to their work and to the communities they serve.

The RC/RC national societies also see a clear role for the RC/RC in supporting urban communities to achieve resilience both through integrated RC/RC programming on community preparedness, health and first aid, food security, and livelihoods and also by influencing local development and urban planning through advocacy, strategic alliances, and active partnering. To support stronger RC/RC programs in these areas, the national societies highlighted the need for strengthened communication, coordination, and networking (both with national and local partners and within the global RC/RC network) and increased opportunities for capacity development to build on the strengths of existing RC/RC programming in the following ways:

i. Strengthening <u>RC/RC resources</u>
ii. Coordination / <u>active partnerships</u> with others
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Attachment 1.   PARTICIPANTS LIST

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Attachment 2.   GROUPWORK ON ISSUES AND IDEAS

	Issues	Ideas
Group 1	Environmental vulnerability ↓ Unemployment / poverty ↓ Different norms & values (weak social solidarity) Time is an issue in urban DRR work High accident rate ↓ Fire outbreaks Lack of urban planning ↓ Not answerable to social structure	Risk assessment / mapping Advocacy on legal issues and policies Improve waste management (through sensitization, dust bins, etc.) Media sensitisation Education (formal + informal) Stakeholders partnership First aid training for commercial drivers Road Safety Fire risk reduction activities Access to facilities by physically challenged Proper planning
Group 2	Constant increase in urban migration of children, leading to increased child delinquency.	Identify underlying causes of child delinquency + address them.
	Limited space to initiate livelihood activities.	Lobby municipal authorities to provide space in urban areas for livelihood activities.
	Urban DRR activities are more expensive to implement than rural.	Integrate food security + livelihoods.
	Poor service delivery + high rate of illiteracy prevents public awareness raising on topics of flood, fire + accidents	Advocate for authorities to take ownership of service delivery. Target local leaders, use local languages, theatre + visual aids in public awareness campaigns
	Motorcycle taxi drivers are mobile and they would prefer to prioritise their business	Collaborate with motor + licensing authorities, train traffic offices, + provide incentives for the drivers to receive training.
Group 3	How to build + maintain community commitment	Integrating operations research in our programming. Encouraging individual household initiatives to complement communal work (e.g. tree planting, energy savings, etc.)
	Effective Communication with community (internal + external)	More innovative approaches to communication / mobilization ▪ Mobile phones ▪ RC volunteers / staff ▪ Media (targeted) ▪ Peer-to-peer
	Coordination between RC and other actors	Need to revisit existing risk assessment tools (include mapping activities, and engagement with community leadership)
	Local government + RC + community capacities	Establish local urban DRR platforms – coordination, roles + capacity
	Difficult to explain resiliency in local languages	Talk about issues directly and clearly, using tangible risks as initial entry points
Group 4	Lack of political power of communities	Build evidence through quality RC programs. Support community to organize and advocate with government.

	Issues	Ideas
	Limited economic opportunities	Income generating activities in rural and urban.
	Low trust + partnership of community	Involve local leaders, use local RC volunteers, and engage community in all phases
	Limited resources of RC/RC	Partnerships with other stakeholders
Group 5	Community mobilization in urban environment	Engaging the youth in community mobilization – creative platforms.
	Integration talk in theory but in practice its compartmentalization	Aligning our work with local authorities on master plan / strategic plan.
	How does RC define resilience in practice	Livelihood support is key to resilience
	Need to define RC niche + engage with partnerships to add value to our work	Start small and work through existing formal and informal structures in localities

Attachment 3.   GROUPWORK ON VISIONS FOR FUTURE

Vision for significantly strengthening RC/RC capacity development by 2030
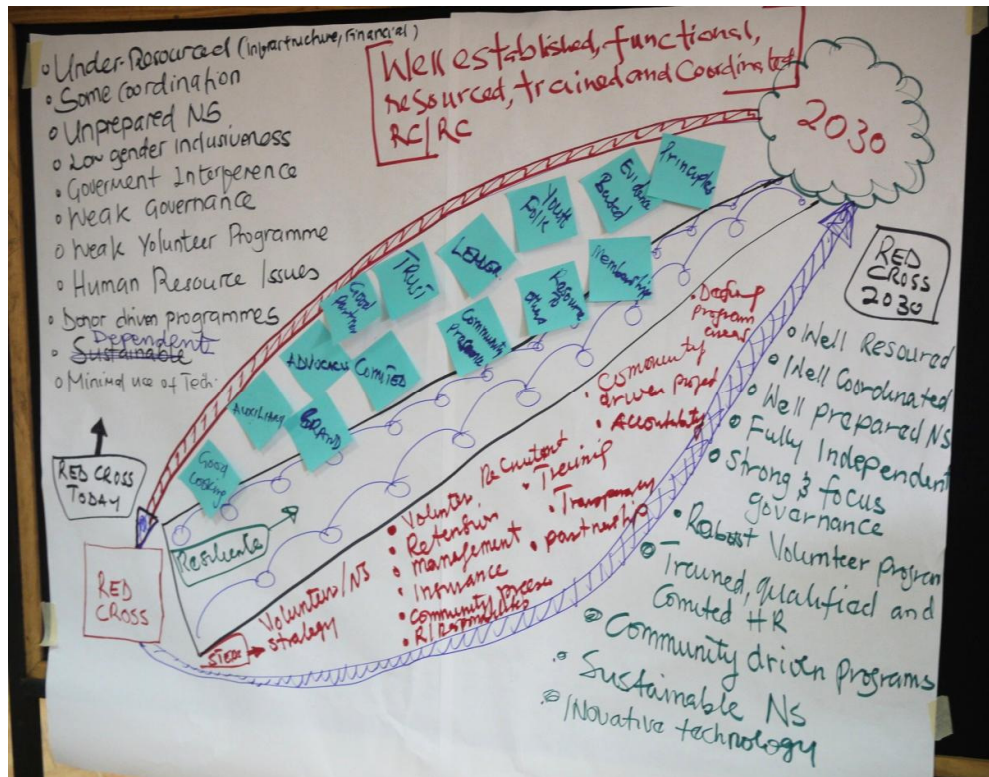
Well established, functional, resourced, trained and coordinated RC/RC

Red Cross Today
- Under-resourced
- Some coordination
- Unprepared national societies
- Government interference
- Weak governance
- Weak volunteer programme
- Human resource issues
- Donor-driven programmes
- Dependent
- Minimal use of technology

Values
- Principles
- Evidence-based
- Membership
- Youth folk
- Leader
- Resource to others

- Community presence
- Trust
- Good partner
- Committed
- Advocacy

Steps
- Defined program areas
- Community-driven projects
- Accountability
- Training
- Transparency

- Partnership
- Volunteer recruitment, retention, and management (including insurance)
- Community process
- Responsibilities
- Volunteer / national society strategy

Red Cross 2030
- Well resourced
- Well coordinated
- Well prepared national societies
- Fully independent
- Strong & focused governance
- Robust volunteer programmes
- Trained, qualified and committed human resources
- Community-driven programmes
- Sustainable national societies
- Innovative technology

Vision for improving water and sanitation by 2030
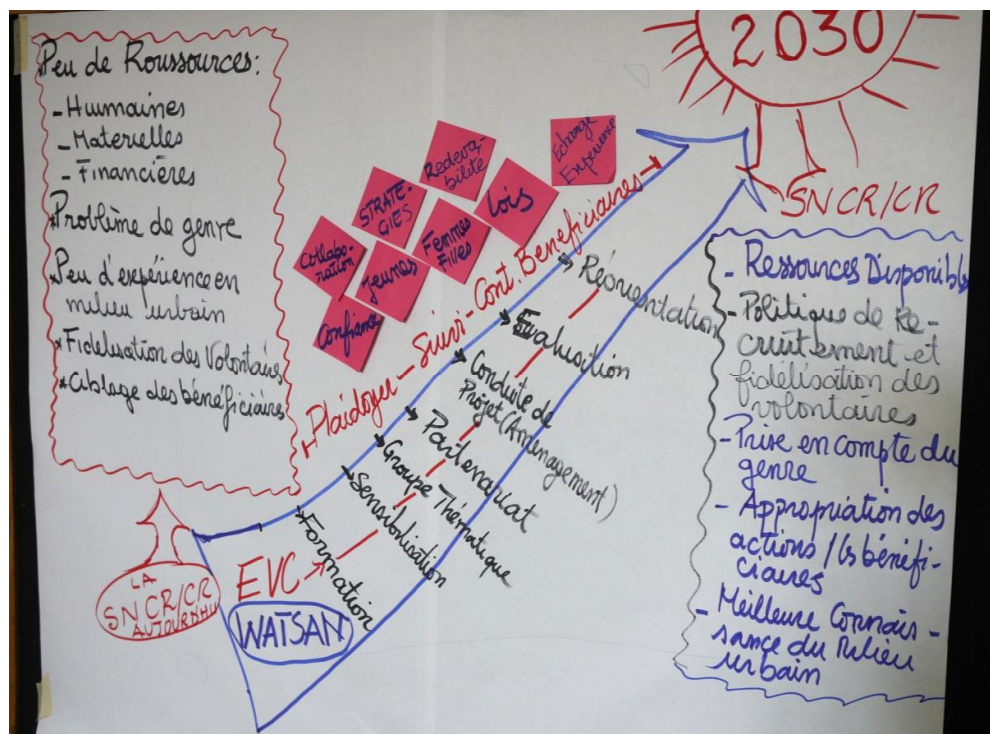
RC/RC role in promoting effective water and sanitation in urban settings

Red Cross Today
- Lack of resources
  - Human
  - Material
  - Financial
- Challenges on gender
- Lack of experience in urban settings
- Volunteer retention
- Beneficiary targeting

Advocacy   – *following through to* –   Beneficiary ownership

Tools
- Exchange of experience
- Law
- Accountability
- Women & girls
- Strategies
- Youth
- Collaboration
- Confidence

Steps
- Vulnerability and capacity assessment
- Training
- Promoting community awareness
- Thematic groups
- Partnership
- Project management
- Evaluation
- Reorientation

Red Cross 2030
- Available resources
- Recruitment and retention of volunteers
- Gender taken into account
- Beneficiary ownership of interventions
- Improved knowledge of urban settings

Vision for addressing home fires in informal settlements by 2030
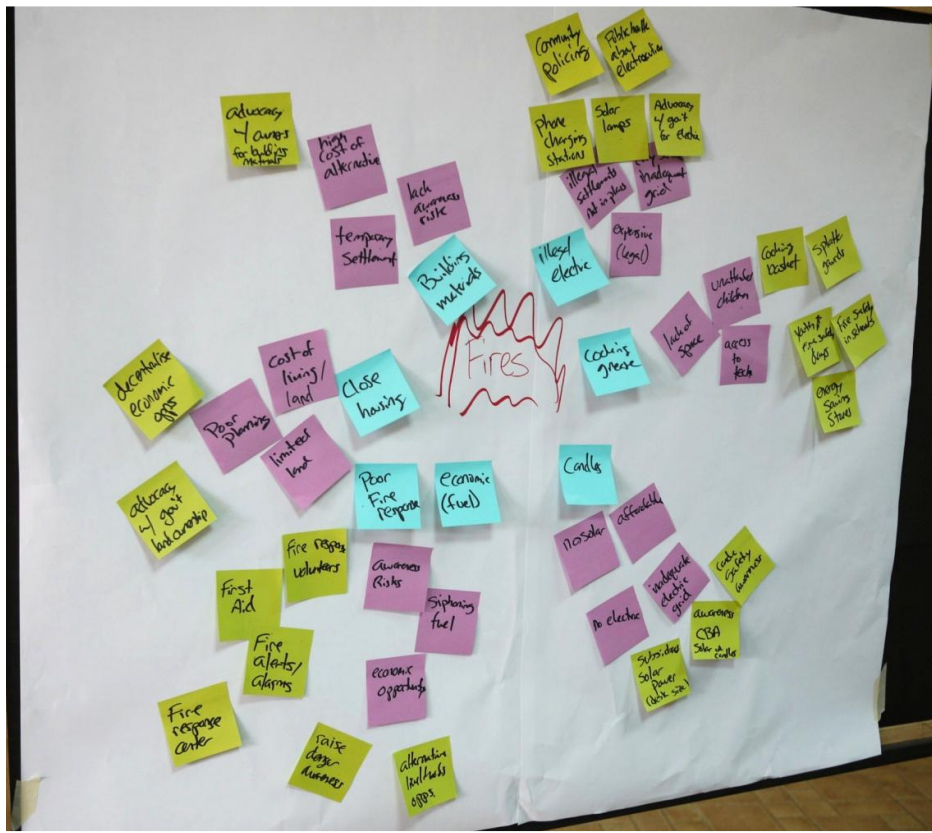
Challenge	Causes		Root causes		Solutions
	Candles	←	▪ No solar ▪ No electric ▪ Inadequate electric grid	→	▪ Subsidise solar power ▪ Awareness raising on cost benefit analysis for solar cells ▪ Code safety awareness
	Cooking grease	←	▪ Lack of space ▪ Unattended children ▪ Access to technology	→	▪ Cooking basket ▪ Splatter guards ▪ Youth & fire safety days ▪ Fire safety in schools ▪ Energy saving stoves
Fires in community	**Illegal electric**	←	▪ Illegal settlements not in plans ▪ Expensive (legal) ▪ Inadequate grid	→	▪ Phone charging stations ▪ Solar lamps ▪ Advocacy with government for electric ▪ Community policing ▪ Public outreach about electrocution
	Building materials	←	▪ Temporary settlement ▪ Lack of awareness of risk ▪ High cost of alternative	→	▪ Advocacy with owners for safe building materials
	Close housing	←	▪ Cost of living / land ▪ Poor planning ▪ Limited land	→	▪ Decentralize economic opportunities ▪ Advocacy with government on land ownership
	Poor fire response	←	▪ Awareness of risks	→	▪ Fire response volunteers + Fire response officer ▪ First Aid ▪ Fire alerts / alarms
	Economic (fuel)	←	▪ Siphoning fuel ▪ Economic opportunities	→	▪ Alternative livelihood opportunities ▪ Raise danger awareness

Vision for building community resilience by 2030

Steps

- Planning / Preparation
    - Community entry
    - Stakeholder consultations (e.g talk to women's groups + youth groups)
    - Secondary data -- Determine risks + issues
    - Community selection
    - Trust building
- Risk assessment & action planning
    - Risk & capacity assessment
    - Mapping
    - Action planning – Define objectives & indicators
- Implementation
    - Community Disaster Risk Reduction Committee
    - Train committee
    - Community Action Planning
- Review, monitoring, evaluation, replanning
    - RC / stakeholders implement action plan
    - Continuous reviews with stakeholders
    - Monitoring + Evaluation
    - Review of plans

Stakeholders

- Schools & Education Department
- Health Authorities
- Garbage workers & authorities
- National disaster Coordinator
- NGOs with local projects
- Police
- Line Ministries

Building partnerships through project cycle

(Parallel)

- Tech support agencies
- Ministries
- Universities
- Partners
- Local authority

Red Cross Role

1. Facilitation of the whole process + coordination
2. Community mobilization
3. Sensitisation of communities + capacity building
4. Defining + forming partnerships
5. Technical support for implementation of action plans
6. Advocacy with local / urban authorities