

Converging Momentum

Programmatic directions and value propositions for the
Red Cross and Red Crescent in building urban community
resilience in the Asia Pacific Region

Final Report

Aynur Kadihasanoglu, Project Manager, DRR Consultant
Atoussa K. Parsey, Analyst & Social Participation Advisor

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Acronyms and abbreviations

ACCCRN	Asian Cities Climate Change Resilience Network
ADB	Asian Development Bank
ADPC	Asian Disaster Preparedness Center
APDMU	Asia Pacific Disaster Management Unit
APZ	Asia Pacific Zone
ARC	American National Red Cross
AusAid	Australian Agency for International Development
CCA	Climate Change Adaptation
CBAT	Community Based Action Teams
CBDP	Community-Based Disaster Preparedness
CBDRR	Community-Based Disaster Risk Reduction
CDDM	Community-Driven Disaster Management
CBHFA	Community-Based Health and First Aid
DEC	Disaster Emergency Committee
DFID	Department for International Development
DIPECHO	European Economic Humanitarian Office – Disaster Preparedness
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DW	Development Workshop
DIPECHO	European Economic Humanitarian Office
EMI	Earthquakes and Megacities Initiative
IFRC	International Federation of Red Cross and Red Crescent Societies
ICBR	Integrated Community Based Disaster Risk Reduction and Climate Change Adaptation
ISET	Institute for Social and Environmental Transition
MNRC	Mongolian Red Cross Society
NGO	Non-Governmental Organization
NRC	Netherlands Red Cross
NS	National Societies
ONS	Operating National Societies
PDNA	Post Disaster Needs Assessment
PFR	Partners for Resilience
PMI	Indonesian Red Cross Society
PNS	Partnering National Societies
SP	Social Protection
The Federation	International Federation of Red Cross and Red Crescent Societies
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UN-HABITAT	United Nations Human Settlements Program (formerly UNCHS)
URRP	Urban Regeneration and Reconstruction Programme
USAID	United States Agency for International Development
VCA	Vulnerability and Capacity Assessment
VNRC	Vietnam Red Cross Society
WATSAN	Water and Sanitation

Executive summary

The defining mark of twenty-first century will probably be, along with climate change, the great movement of human populations out of rural, agricultural life style to densely built, highly diverse environments: cities. Against the backdrop of rapid urbanisation, increasing frequency of hydro-meteorological disaster events, extremely dense and unsafe built environment, inadequate infrastructure and inefficiency of local governance systems have resulted in urbanisation of disasters.

Urban disaster risk reduction is a long-term, low-visibility process, with little guarantee of immediate and tangible rewards. However, inaction is not an option and the RCRC is well-placed to make a measurable and positive impact on building resilient urban communities. Recognising the need to evolve and to extend existing programmes and services from the rural to the increasingly vulnerable urban context, the Asia Pacific (AP) Zone launched this study to identify a role for the Red Cross and Red Crescent (RCRC) in urban community resilience programming. The study identifies four main limitations of existing RCRC programmes and activities in urban areas:

- 1) While most National Societies have a recognized presence in urban areas and are implementing a wide range of activities, the majority of their existing disaster risk reduction programmes have been designed for rural communities or adapted from rural experience.
- 2) National Societies do not systematically gather, simplify and disseminate existing city-level vulnerability and risk information for the public consumption and programming purposes.
- 3) Most of the existing tools of the Federation such as guidelines, training materials and manuals have been designed for rural communities and National Societies face real difficulties in adapting them to their national/local contexts.
- 4) National Societies lack experience in working with local authorities, professional organizations, business and academic organizations, and other local actors in the urban context.

The RCRC is already a major humanitarian actor since most of the National Societies (NS) in the Asia Pacific zone are active in both rural and urban areas in a variety of programmatic areas. There is also an emerging awareness of urban risks and a heightened interest among NSs, their partners and donors to address the needs of the most marginalised and excluded populations.

Strategy 2020 defines the scope of responsibilities for the International Federation and anchors RCRC decisions in actions that serve the well-being and safety of the most vulnerable in any geographical setting.

Therefore, the key question is not what the RCRC should do in urban areas. It is “**how can RCRC navigate more effectively and efficiently in complex and dynamic urban environments, and maximise its impacts on behalf of the greatest numbers of people?**”

The value propositions given in this report are designed to offer ideas on how the Red Cross and Red Crescent can add a meaningful and scalable value to building resilient urban communities.

Value proposition # 1: National Societies can leverage their presence in urban communities and at the same time become fully relevant to the needs and aspirations of the marginalized sectors in urban areas that they serve by facilitating meaningful linkages between these sectors and other key institutions and organizations that work in urban areas.

Value proposition # 2: National Societies can scale up their outreach and increase their impact in urban areas by forging partnerships, serving as effective connectors and mobilising resources to form urban coalitions for safety and resilience.

Value proposition # 3: National Societies are well positioned to serve as a bridge between the most vulnerable communities and the institutions that govern and serve them.

Value proposition # 4: There is a wealth of urban programming experience within the domestic section of NSs in developed countries that should be shared with sister National Societies.

Each value proposition does not necessarily offer a one-to-one correlation with each finding. Rather, the four value propositions taken together provide the framework to address the gaps identified in this study. Each value proposition is supported by the findings of the consultation process and analysis of a volume of materials of RCRC and external agencies. Recommendations to materialise this added value are for both the Federation and the National Societies.

Based on the findings of the consultation process regarding the limitations of existing RCRC programmes and activities, the study proposes three programmatic areas that are most relevant to the main challenges described above and the strategic directions of RCRC as stipulated in *Strategy 2020*:

- 1) Community resilience building
- 2) Social and livelihood protection, and
- 3) Safety of built environment

This report elaborates a strategic framework for RCRC’s contribution to urban risk reduction. It also provide the elements for in-depth discussions among decision makers and practitioners of RCRC in the Asia Pacific Zone during a workshop planned to take place in mid April 2012 in Kuala Lumpur, Malaysia. It is envisaged that the workshop participants will discuss the relevance of the findings, recommendations and the programmatic directions of the study with the goal of developing a result-oriented plan of action to fully engage the RCRC in urban DRR.

1-- The study

1.1. Purpose and scope of the study

The Asia Pacific Zone of the International Federation of Red Cross and Red Crescent Societies (IFRC) launched this study in order to identify a role for the Red Cross and Red Crescent in urban community resilience programming (hereinafter to be referred as “the study”). As a result of a competitive selection process, Earthquakes and Megacities Initiative, Inc. (EMI) was selected to carry out this task.

IFRC recognises the need to evolve and to extend existing programmes and services from the rural to the increasingly vulnerable urban context. While a scaling-up of rural community-based disaster risk reduction programmes is required, the Asia Pacific Disaster Management Unit (APDMU) together with regional and country level disaster management specialists intends to assist National Societies to build greater capacities in urban disaster risk reduction and to initiate resilience building activities for at-risk urban communities.

The study required a comprehensive research and analysis exercise and inherently considers key elements such as climate change, preparedness, mitigation, response and early recovery. Together with a similar study carried out in the Americas Zone, the synthesis of the findings and recommendations will inform the Federation’s planned position paper on urban disaster risk reduction. Two inter-linked objectives guided the research process:

1. To analyse the urban context, existing knowledge and resources relevant to the overall purpose of this study through a comprehensive desk study, interviews with key informants and workshops with stakeholders.
2. Based on the findings of the analytical work, to develop a guidance document that will help the IFRC to determine a place for the Red Cross and Red Crescent services in urban DRR and response.

The study was completed between the period 21 October 2011 and 30 April 2012 by a team of EMI specialists in urban disaster risk reduction research, programming, social participation and knowledge management.

1.2. Methodology

The findings and observations shared herein follow a comprehensive consultation process and a thorough desk-top research. The methodology is detailed in Annex 1.

The desk-top review included gathering and analysing relevant documents, information, data and tools. The consultation process included in-person and remote semi-structured interviews with key informants and stakeholders detailed in Annex 2.

The field-research involved comprehensive interviews with volunteer and paid staff of National Societies in three countries: Indonesia (Jakarta), Vietnam (Hanoi), and Mongolia (Ulaanbaatar).

Additional in-person interviews with key informants took place in IFRC zone and regional offices, and with external agencies in Kuala Lumpur, Bangkok and Beijing. The invaluable insights and experiences gathered during this process have largely informed the study's considerations of the operational realities of National Societies in urban areas.

2-- Urban challenges faced by the RCRC

2.1. Impacts of urbanisation, increased disaster risks and climate change in the Asia Pacific region

In the Asia Pacific region, the proportion of urban population increased from 31.5% in 1990 to 42.2% in 2010 and is expected to reach the tipping point of 50% in 2026 (UNFPA 2007). Cities in East Asia absorb two million new urban residents every month and are projected to triple their built-up areas in the coming two decades. This rapid urbanisation has provided urban economies with the needed human resources and has stimulated prosperity: 43% of the urban population contribute 80% of the region's gross domestic product (UNESCAP 2009).

Asia Pacific harbours more megacities¹ than any other region. However, it is predicted that urban growth in the next few decades will primarily be in small/medium cities and peri-urban areas along existing and new growth corridors. This is true both for high-income countries and for middle to low-income countries (UNESCAP 2009).

Urbanisation is experiencing radical changes and the traditional concept of cities surrounded by rural settlements is eroding. Today, urbanisation is a complex web of inter-connected human settlements, which are referred to as City Regions (Soja, E. 2000), Rural-Urban Continuum by the World Bank or City Clusters by the Asian Development Bank. Suburbs are now outer cities connected to multiple urban centres. Informal settlements are growing into self-organised slum areas (also known around the world as the favelas, shanty towns, urban villages, and banlieus).

As expected, the organic and unplanned nature of these settlements is creating massive issues for public authorities. It is also adding to social and economic complexities which now necessitate a systematic working collaboration between national and local governments, donors, development and humanitarian organisations.

In the Asia Pacific region and from the perspective of RCRC three major challenges to building resilience necessitate a scaling up of coordinated action at all levels:

1. The region has high incidences of natural disasters that are aggravated by rapid urban growth and climate change.
2. High disaster risks create one of the greatest vulnerabilities to poverty and insecurity for the marginalised and excluded urban populations especially in informal settlement areas.

¹ Mega-cities: Typically with a population of over 10ml. 12 of the world's 21 mega-cities were in Asia in 2010.

3. Built environment in most developing countries is not constructed to withstand impacts of urban disasters.

1) The region has high incidences of natural disasters that are aggravated by rapid urban growth and climate change:

Most East Asian countries are located in the Pacific Ring of Fire, which is home to over 75% of the world's volcanoes and the source of 90% of the world's earthquakes. Tropical cyclones bring extreme winds and heavy precipitation. In coastal areas, accompanying storm surges have historically killed hundreds of thousands of people. The recent World Bank report stresses the extreme exposure of Asian cities to flooding. The seven most destructive floods of the past 30 years all occurred in Asia. Over the same period, 90% of those killed or affected by floods lived in Asia (World Bank 2012a).

Annex 3 of this study details the region's urban disaster risks with a focus on the three cities included in this study.

Disasters are local events. However, accountability, authority and resources are not adequately decentralized to enable local entities and communities to take appropriate preventative and mitigating actions in disaster risk management. Cities continue to face significant deficiencies in disaster response capacity, institutional coordination, communications networks, warning systems, incident command and control and resource mobilisation.

Institutional inadequacies of local governments to tackle with growing vulnerabilities, together with conflicting interests between local and central authorities as well as corruption may also present challenges for effective implementation of local actions. Public authorities often lack knowledge about vulnerability and risk, have inadequate human resources and insufficient planning processes for risk management.

2) High disaster risks create one of the greatest vulnerabilities to poverty and insecurity for the marginalised and excluded urban populations especially in informal settlement areas.

Cities are magnets for people looking for work and for better opportunities for their families as well as for those seeking refuge from conflict. They end up living in illegal housing areas with risky conditions and enduring constant threats to their physical and psychological security. Because of inadequate/ non-existing public services and population integration strategies, the newly arrived become marginalised and excluded.

They cope with daily hardship and are continuously at risk from malnutrition, poor health care, and limited access to clean water and sanitation, inferior housing, unemployment, training and education opportunities. The marginalised and excluded do not have the means to weather shocks, and are often perpetually pushed by circumstances beyond their control into the grips of poverty. In their daily struggles, they have to deal with many constraints, risks and uncertainties.

Due to the risk volume and diversity, people living in urban poverty are likened to “hedge fund managers” in a recently published book: Poor Economics (Banerjee, 2011).

This ‘every-day risk’ is compounded by disaster risks because the most vulnerable segments of any society tend to live on environmentally hazardous land and unsafe housing conditions, often without land ownership. They rely for their livelihood on sectors that are especially prone to devastation, and do not have the cash flow to recover from disasters. Furthermore, disasters drive many non-poor to become poor as a consequence of losing their shelter, means of living or income provider in the family.

3) Built environment in most developing countries is not constructed to withstand impacts of urban disaster

Ineffective urban planning and dangerous construction practices, aggravated by the absence of enforcement of building codes generate significant threats for urban residents especially in earthquake prone cities. The very poor live in un-planned informal settlements that often are in precarious conditions subject to many hazards. Informal settlements represent one of the most complex and straining issues of urban life. Risk reduction can represent an avenue for compromise and change to provide safer living and more opportunities to slum dwellers and the very poor. Unsafe buildings pose an even bigger threat to low and middle income groups since most live in multi-storey apartment buildings. For similar reasons, most work places and public facilities are highly vulnerable to disasters as well.

Because of the crucial importance of infrastructure to delivery of vital services before, during, and after disaster events, ensuring its survivability is critical to improved resilience. However, progress against such a goal has remained slow. In many developing countries, risk accumulation is more than norm than the exception. Many of the urban patterns we see today (roads, buildings, land ownership, etc.) reflect decision-making practices that do not consider hazards and vulnerability parameters. The Resilience Alliance defines this as “We live in yesterday’s cities”. (Resilience Alliance, 2007) The joint World-Bank-ADB-JICA study on climate change and coastal cities concluded that land subsidence caused by poor groundwater management will be a bigger cause of flooding in coastal cities than storm surges and sea-level rises caused by climate change. (World Bank, 2010b)

2.2. Limitations of existing urban programmes and activities

The study’s findings on the current situation of the RCRC in urban areas is summarised below and are integrated into the recommendations detailed in the following chapter. The research revealed that—

- 1) Most National Societies have a recognized presence in urban areas and are implementing a wide range of activities. However, the majority of their existing disaster risk reduction programmes have been designed for rural communities or adapted from rural experience.

- 2) Concurrently, there is an emerging awareness of urban risks and a heightened interest among National Societies, their partners and donors to address the needs of the most marginalised and excluded populations.
- 3) National Societies do not systematically gather, simplify and disseminate existing city-level vulnerability and risk information for the public consumption and programming purposes.
- 4) Most of the existing tools of the Federation such as guidelines, training materials and manuals have been designed for rural communities and National Societies face real difficulties in adapting them to their national/local contexts.
- 5) National Societies lack experience in working with local authorities, setting-up partnerships with local professional, business and academic organisations, which can boost their resources and improve their actions.

These five observations are further developed in the following sections.

- 1) Most National Societies have a recognized presence in urban areas and are implementing a wide range of activities. However, the majority of their existing disaster risk reduction programmes have been designed for rural communities or adapted from rural experience.

Most National Societies have been present in cities and towns for decades, and successfully implement traditional activities such as health and safety, disaster response and relief, first aid, and blood services. Their administrative structures often mirror the administrative structure of the country: headquarters in capital city, major branches in provincial or city centres, smaller branches in town centres. Some NS have one or two representatives in the villages where they actively implement programmes.

For the Federation, community-based disaster risk reduction (CBDRR) remains the key link between humanitarian action and longer-term risk reduction and development initiatives. However, some of the interviewees expressed a growing concern that the CBDRR programmes are mostly occurring in small communities in rural areas and are not designed to accurately address the massive risks and vulnerabilities currently amassed by populations in the cities.

Most of the study's key informants expressed their concern about humanitarian needs in urban areas. Many highlighted the extreme hardships and disaster risks faced by newly arrived migrants, the majority of whom live in slum or illegal housing areas. Some National Societies have done small-scale vulnerability surveys in such areas through locally recruited volunteers (NS of Indonesia, Mongolia, and the Philippines). These surveys evidenced that the residents' risks and vulnerabilities are caused by:

- The absence of basic services such as health, education, water and sanitation and protection/security.
- Deteriorating health conditions (e.g., increasing TB cases) due to high-density living, malnutrition, unsanitary conditions and air pollution.
- Unsuitable and unsafe housing and shelter.

- Unemployment mainly due to a lack of education and adequate skills.
- Lack of social care for children, the elderly and the disabled.
- Lack of land titles and access to public services by undocumented/unregistered groups, especially in illegal housing areas.

Many of these core urban issues require different solution approaches than what CBDRR can offer. Other strategic and more efficient approaches are needed to scale up urban disaster risk reduction (DRR) investments.

- 2) Concurrently, there is an emerging awareness of urban risks and a heightened interest among National Societies, their partners and donors to address the needs of the most marginalised and excluded populations.

Recent urban disasters, including the devastating results of the 2010 Haiti earthquake accelerated the urgency of addressing the underlying risk factors in urban areas among development and humanitarian agencies. Consequently, the RCRC and many other organisations are now implementing Urban Regeneration and Reconstruction Programmes (URRP) in Haiti. The interventions aim to improve the living environment, infrastructure and housing conditions for earthquake affected urban families as part of an integrated neighbourhood recovery programme combining livelihoods, shelter and water-sanitation. While the outcomes of such new RCRC undertakings are still to be demonstrated, they suggest a need for new knowledge and new skills among the national societies.

In Asia Pacific zone, PNS and key external donors are demonstrating a growing involvement in urban DRR as well. The National Societies of Australia, Netherlands, Norway, Spain, Switzerland, UK, and USA and governmental donors such as DIPECHO, AusAid, and DFID have already committed to address urban risk together with the RCRC (see Note 1).

The Netherlands Red Cross, the Red Cross Climate Centre, CARE Netherlands, Cordaid and Wetlands International established Partners for Resilience (PFR) to increase the resilience of citizens against natural disasters, climate change and the deterioration of ecosystems. PFR have started CBDRR programmes in slum areas in Jakarta, Indonesia and Manila, Philippines. That indicates that there are opportunities for the RCRC to make a greater contribution in urban DRR but these opportunities are matched by new challenges.

- 3) National Societies do not systematically gather, simplify and disseminate existing city-level vulnerability and risk information for the public consumption and programming purposes.

A growing supply of reliable and accessible data is available at global and national levels on the nature, location and frequency of hazards. Many local governments of large cities are also investing in creating city level hazard profiles as detailed in Annex 4. However, National Societies are not fully aware of these resources, often do not have the technical capabilities to interpret outputs or understand implications; and consequently, they are not utilising the information to design DRM and CCA programmes.

In general, National Societies have to rely on country and provincial level hazard and risk assessment data issued by governmental organisations, universities, and research institutions. Such data is often produced for other experts to use and could be out of the reach of the capabilities of NS's. They also collect data on vulnerabilities and risk at community levels through VCA and small-scale surveys. The collected VCA data is not fully scientific or systematic. It is sporadic, sometimes incoherent and in many cases a one-time activity not helpful in identifying long-term trends. Many key informants highlighted unskilful data collection, analysis and interpretation as a key organisational issue.

On the other hand, the basic fact that National Societies are able to collect community level data is a needed service and is fully appreciated by external stakeholders, especially by organisations working at provincial and national levels. These organisations identify, analyse and consider the large pockets of risk and vulnerabilities, but often face difficulties in understanding how exactly these affect the lives of people living in those areas. Despite constructive intentions, the absence of an understanding that is rooted in the daily reality of the marginalised often leads to misconceived policies and programmes in urban disaster risk reduction. A summary of regional urban DRM initiatives by external agencies in the Asia Pacific is given in Annex 5.

Better access, understanding and interpretation of hazard, vulnerability and risk data would improve the ability of NSs' to play a more effective role in urban DRR.

- 4) Most of the existing tools of the Federation such as guidelines, training materials and manuals have been designed for rural communities, and National Societies face real difficulties in adapting them to their national/local contexts.

The consultation process revealed that most of the Federation's tools (policy papers, core programmes, training materials, manuals, and guidelines) provide a wealth of information and serve as a coherent framework/point of reference to ensure that the RCRC moves forward with shared standards, goals and objectives.

However, they can only be used after considerable alterations in order to be of relevance to local realities. Most of these tools are designed for rural communities with few exceptions such as the Public Education Guide, (IFRC, 2011c). The issue is not whether the existing tools are applicable in the urban context, but whether they are relevant to local contexts. The general feedback is that most of the guidelines and manuals are exhaustive, complex and time consuming and do not adapt well to country/local contexts. The adaptation process often requires external technical assistance and financial resources. Additionally, most of the visual material (graphics/ photographs) in the existing tools depicts a rural reality making them irrelevant to the urban identity of volunteers and communities alike.

The study's inquiry into the suitability of existing tools focused around the community based tools, especially the VCA toolkit. All NS consulted for this study have applied VCA both in rural and urban contexts more than once. The feedback received from these

consultations are summarized below and are consistent with the findings of the recent review of VCA in relation to DRR and climate change:

- The toolkit is complicated for NS to do without external support; the analytical skills required to effectively interpreting VCA data do not correspond to the technical skills of the majority of National Societies.
- The process can generate detailed information on risks and vulnerabilities of the community at a specific point in time. But this information is static and cannot be used to identify long-term trends.
- VCA is treated like a project or separate activity instead of a tool to reach a specific actionable end.
- VCA over-emphasises vulnerabilities instead of exploring and maximising existing capabilities.
- The process relies heavily on the memory of community members, particularly the elderly. This aspect of VCA process would pose significant challenges in urban areas where people are highly mobile and may not necessarily possess the knowledge of the past events in the areas they live/work today.

In response to these concerns, there are various ad-hoc initiatives to simplify and reproduce the tools and create relevance to local contexts. For instance, the Indonesian Red Cross Society with technical and financial support from the Netherlands Red Cross has developed a simplified VCA tool that can be used in both urban and rural settings. In addition, the Federation Secretariat is currently developing a new tool for urban VCA.

A summary analysis of analysis of select key tools in terms of their adaptability to urban programming and contexts is given in Annex 6.

3. National Societies lack experience in working with local authorities, setting-up partnerships with local professional, business and academic organisations, which can boost their resources and improve their actions.

Urban disaster risk reduction and mitigation requires integrating the efforts of a wide range of policy makers, professionals, scientists, engineers, and social scientists to commission, fund and create flooding hazard maps to guide urban planning, develop watershed management strategies, deploy early warning systems, and plan for evacuations.

Collaborating with local governmental authorities and institutions is critically important to the success of National Societies working in urban areas. The control over land distribution and rights to own property and to start a business, in addition to the allocation of resources and distribution of services are dictated by the policies and practices of national and local authorities. These decisions have long-term impacts on levels of exposure to risk and on the livelihood of the poor and most vulnerable. NS's can be in a position to build a strong partnership between communities and their governing institutions based on trust and a common agenda for risk reduction. Such approach has more chances to be sustainable and to make a long-term impact.

A good example of cooperation with local governments is the Integrated Community Based Disaster Risk Reduction and Climate Change Adaptation (ICBR) Project in Jakarta, Indonesia. As a part of the project, Community Based Action Teams (CBATs) were set-up in coordination with the local government. CBATs are used mainly for disaster response work such as water search and rescue, fire fighting, evacuation, public kitchen.

For many National Societies collaboration with the private sector is often limited to receiving donations. Similarly, working with research institutions or other resource organisations in the urban areas is not common practice. Such limited vision needs to change in order for RCRC and NS's to be more effective in the urban context.

3-- Value propositions and recommendations for building resilient urban communities

The Red Cross and Red Crescent is already a major humanitarian actor and it could play a significant role in reducing the risks and vulnerabilities of the marginalised and disenfranchised populations in high-risk urban areas. National Societies in the Asia Pacific zone are already active in both rural and urban areas in a variety of programmatic areas. Albeit that the majority of the RCRC work in disaster risk reduction and climate change adaptation is taking place in rural areas, emerging initiatives in a few countries are encouraging and evidence commitment to scale up the reach of RCRC programmes and services to disadvantaged communities living in peri-urban and urban areas.

Urban disaster risk reduction is a long-term, low-visibility process, with little guarantee of immediate and tangible rewards. However, inaction is not an option and the RCRC is well-placed to make a measurable and positive impact on building resilient urban communities.

The Federation's resolution "to do more, to do it better and to reach further" and *Strategy 2020* point towards a broadened approach to achieve the strategic objectives:

- ✓ Save lives, protect livelihoods, and strengthen recovery from disasters and crises
- ✓ Enable healthy and safe living
- ✓ Promote social inclusion and a culture of non-violence and peace

These strategic aims already define the scope of responsibilities for the International Federation and anchor RCRC decisions in actions that serve the well-being and safety of the most vulnerable in any geographical setting.

Therefore, the key question is not what the RCRC should do in urban areas. The study concludes that the key question is "**how can RCRC navigate more effectively and efficiently in complex and dynamic urban environments, and maximise its mass impact on behalf of the greatest numbers of people?**"

The value propositions given in this section are designed to offer ideas on how the Red Cross and Red Crescent can add a meaningful and scalable value to building resilient urban communities. Each value proposition does not necessarily offer a one-to-one correlation with each finding. Rather, the four value propositions taken together provide the framework to address the gaps identified in this study. The value propositions are supported by the findings of the consultation process and analysis of a volume of materials of RCRC and external agencies. Recommendations to materialise this added value are for both the Federation and the National Societies.

Value proposition # 1: National Societies can leverage their presence in urban communities and at the same time become fully relevant to the needs and aspirations of the marginalized sectors in urban areas that they serve by facilitating meaningful linkages between these sectors and other key institutions and organizations that work in urban areas.

Value proposition # 2: National Societies can scale up their outreach and increase their impact in urban areas by forging partnerships, serving as effective connectors and mobilising resources to form urban coalitions for safety and resilience.

Value proposition # 3: National Societies are well positioned to serve as a bridge between the most vulnerable communities and the institutions that govern and serve them.

Value proposition # 4: There is a wealth of urban programming experience within the domestic section of NSs in developed countries that should be shared with sister National Societies.

The recommendations given under each value proposition can serve as entry points for a series of actionable options for National Societies and the Federation. Most can be acted upon immediately because they do not require substantial additional funding and complex processes. They merely require a change in strategic vision and the decision to act and to draw from the organisation's existing intellectual, professional and financial resources. In order to achieve medium term results and make a long-term impact, RCRC can begin to appropriate the right expertise and level of resources to initiate actions today that will yield results in three to five years (Refer to Section 5).

Value proposition # 1: National Societies can leverage their presence in urban communities and at the same time become fully relevant to the needs and aspirations of the marginalized sectors in urban areas that they serve by facilitating meaningful linkages between these sectors and other key institutions and organizations that work in urban areas

The study reveals that:

- 1) National Societies are one of the most valued and respected humanitarian organisations by international organisations, government agencies, community-based organisations and the communities they serve.
- 2) National Societies have an impressive outreach through the web of their branches in most of major cities and towns. Their vast volunteer base is deeply rooted in the communities and forms the basis for an incredible sphere of influence that can motivate the critical mass in any grouping—from decision makers and social capital controllers to city slum residents.
- 3) National Societies have the will and the drive to reach out and help the most vulnerable communities in urban areas. However, in many countries the National Societies do not feel they are adequately equipped with knowledge and resources to understand, connect with and maintain relations with urban communities and urban actors. The urban communities were often described as “difficult to identify”, “not homogeneous and stable” and “lacking social support”. In cities, an organisation’s capabilities to understand the nature of this complexity will help determine its success.
- 4) The traditional community based DRR approach rooted in decades of rural development is unlikely to work in urban areas where disaster risks and the scope of investments required to mitigate these risks are massive and where staggering poverty and an intense daily struggle compose the living reality of the poor.
- 5) Despite being exposed to high disaster risk, ultimately the daily struggle of the urban poor for survival determines their priorities, which may fall outside of the scope of conventional RCRC programmes and services. These can include lack of land title and proper documentation to have access to public services such as health, education, water, electricity, sanitation, safety and security, and most importantly securing a daily income.
- 6) Most of the NS in the region implement programmes in urban areas but lack the skills to document their experiences and translate such experiences into tools and guidelines that capture and replicate good practices.
- 7) Real time evaluations and those conducted after completion of programmes are not enough to prove the relevance or sustainability of interventions. The complexity of the

urban context requires a review of the current evaluation framework to make it more relevant to the urban context.

Recommendations for the Federation:

R.1. Provide technical assistance to focus the work of NS in undertaking services that are most relevant to the needs of the most vulnerable urban residents.

- a. Develop tools and a support structure for NS to assist them to determine what types of data they would need for urban DRR planning and programming and how they can access those data.
- b. Develop a knowledge management process on lessons learned and sound practices on urban DRR that can be shared and augmented with time.
- c. Provide assistance to National Societies to build their in-country capacities to develop their own tools and facilitate alliances with key national institutions that can accompany them in this process.
- d. Assist the NS with the methodology for them to better understand the legal and institutional context of cities as it relates to disaster risk reduction. This would enable them to have a sound understanding of the political system in urban areas and the mandates of particular city and district governments in terms of what they can and cannot do.

Recommendations for National Societies:

R.2. To advance urban initiatives that reduce risks, integrate the living realities of the urban poor into RCRC programme design and planning processes.

- a. Identify strategic entry points for RCRC work in the urban community through social investigation. Be flexible about the entry point areas because they may be outside of the traditional RC work. Recruit local volunteers to make the initial contacts. Consider setting up referral services through partnership with agencies that can assist to address priority needs in the areas that fall outside the service areas of the NS such as education and employment.
- b. The city risk profile is the primary tool for collecting pertinent information on the urban DRR context of the city. The city risk profile includes an overview of the hazard information, socio-economic data, and governance structure. NSs can collect and eventually use this information to design relevant services, and to target the right communities and identify a successful fundraising and resource mobilisation strategy.
- c. Have a sound understanding of the political system in urban areas and the mandates of particular city and district governments in terms of what they can and cannot do.

The degree of influence of political systems in daily life of residents is one of the key differences between urban and rural communities.

- d. Design programmes that would allow viewing city communities beyond geographical boundaries, understanding that the lines separating these communities are highly flexible, and that they function through a fluid network and web of interactions. Create anchor spaces that would allow people come and go at their convenience rather than your organisation's timing.
- e. Advocate for the inclusion urban poor into local decision making and planning processes of government and private sector.

R.3. Through participatory processes create programmes that can be replicated by local authorities and other urban actors and service providers. Achieving an outcome at one point in time is meaningful only if the results are maintained and ingrained in the everyday practices of people and organisations alike. This can also activate channelling some of the available governmental funds to localities. UNICEF's Child Friendly School concept is a good example (Note 2).

- a. Scaling up does not necessarily mean repeating the same activity in more places or in a larger scope. It means delivering replicable products that people can own and share with their local partners. While creating programmes in urban DRR, there should be a conscious effort to ensure meaningful participation by the urban poor and other marginalized sectors together with the other stakeholders. This could only be achieved if all relevant actors understand what types of risks they are facing, what their options are for addressing their risks, what resources are available to help them reduce their risks, and how they can work together in the process.
- b. It is through the cross-referencing and validating of ideas and interests across sectors that waste of time and resources, mainly by ill-conceived and/or unilaterally conceived projects, can be avoided. Participatory processes offer the opportunity for each participant to voice its goals and constraints and for forging consensus on a common agenda.
- c. Identify areas for possible linkages with the public sector such as health and community-based disaster risk management. Programmes should be designed within the context of partnership with the public sector and healthcare providers and suppliers (e.g., drug companies, sanitary companies).
- d. Solicit contributions from the private sector and other stakeholders in support of RCRC programmes in the form of provision of manpower, expertise, time, material and money (See Note 4).
- e. Develop the habit of systematically documenting the experiences with urban communities and transform them into relevant tools.

Value proposition # 2: National Societies can scale up their outreach and increase their impact in urban areas by forging partnerships, serving as effective connectors and mobilising resources to form urban coalitions for safety and resilience.

The study reveals that:

- 1) There is a common tendency to define the capacities of NS in terms of their possessions: property, human, material and financial resources. In urban areas this approach proves to be limiting. A shift in the perception of capacities is needed to embrace the vast resources available in urban areas. Some of these include public services and technology (such as mobile phone networks, internet), active and retired professionals (their knowledge, skills and networks), youth/students with ample time in their hands.
- 2) In the urban context, community based approach is non-sustainable and non-scalable in most cases, especially if these are implemented as stand-alone activities without the over-all context of the city-level efforts and programming. A participatory approach does not preclude community-driven activities. It is more encompassing and more effective.
- 3) Potential conflict between vulnerable populations -especially in illegal housing areas- and local government authorities requires carefully designed and conducted consensus-building processes.
- 4) Stakeholder mapping is a crucial step and can expedite collaboration and consensus building among stakeholders. There are many groups/organisations in urban areas with potentially conflicting interests and mandates. Sustainable collaboration is based on a shared vision, a fair assessment of capabilities, offering tangible results and a realistic appropriation of responsibilities.
- 5) Engagement with district and city authorities is critical for any organization that strives to make an impact in urban areas. The control over land use, rights to own property and start a business, in addition to the allocation of resources and distribution of services are dictated by the policies and practices of national and local authorities. These decisions have long-term impact on levels of exposure to risk, especially for the vulnerable people living in illegal housing areas.
- 6) Understanding the responsibilities and levels of authority of local government institutions is very important but at the same time a challenging task in the highly complex governance systems in urban areas. This complexity can be intimidating for vulnerable people trying to defend their rights and advocate for their needs and interests.

- 7) From the perspective of local authorities understanding the nature and the operational framework of civil society organisations, the participatory approach and working with communities can be equally challenging.

Recommendations for the Federation:

R.4. Develop tools and pilot projects that assist the membership in understanding and establishing collaborations with local authorities, service providers, private sector, academia and other major actors in cities.

- a. In partnership with global media and their national affiliates, promote urban initiatives through highly visible regional and global advocacy campaigns. Facilitate sharing of sound practices by NS in urban DRR at the international level.
- b. Support National Societies in upgrading their negotiation, communication and marketing skills to increase their effectiveness in establishing and maintaining partnerships.

Recommendations for National Societies:

R.5. Enhance the concept of community-based programming to embrace participatory and inclusive processes aiming to reach a consensus among major stakeholders.

- a. Conceive **multi-stakeholder urban coalitions for safety and resilience**, particularly at city-level, as no single body can deal with the massive disaster risks in urban areas. International and national level multi-agency coalitions already exist but the challenge is to form similar platforms at local level. Actively engage with local government agencies and city authorities, as this alliance is critical in urban settings. Promote urban consensus building approaches when working with local authorities. Assist local government organisations to accept the importance of community participation in decision making and planning processes.
- b. Promote National Societies as **knowledge connectors** between national/provincial/local authorities and communities. Facilitate meaningful linkages between the city government and informal settlers and other marginalized and community based groups (urban poor women's groups, vendors, people with disabilities, youth, religious institutions, etc.) in the broader city-level DRR policy-making and programming. Develop champions within the communities to advance the resilience of the communities, especially in high-risk areas.
- c. Develop more pertinence in understanding local governing structures, institutional and legal arrangements, decision-making processes, and local urban developmental programmes. Invest in better understanding the roles, responsibilities, and authorities of local government organizations and service providers. Communicate this knowledge with the marginalized and excluded communities to create a

demand for these services; and with local governments to assist them to respond to needs and rights of these communities to have access to these services.

- d. Engage with people at nexus of communities: influential opinion leaders belonging to overlapping communities who have the ability to cross over and mobilise different groups. Create long-term alliances with professionals who can be tapped as expert resources in urban DRR such as structural engineers, urban sociologists, urban planners, urban anthropologists, mass communication strategists, economists, and others.
- e. Enhance volunteer management skills and attract urban youth and professionals by appealing to their aspirations and making it part of their career plans. Strengthen capabilities to effectively manage spontaneous volunteers who show up in large numbers when a disaster strikes.

R.6. Redefine capacities as ‘capabilities’ to connect resources and take full advantage of connections and networks readily available in any city.

- a. In urban response and recovery assume that professional skills and resources can be found locally. Avoid competing unfairly with the local private sector. Choose to enhance local economies and work as much as possible with local commercial providers.
- b. Invest in preparing stakeholder-mapping analysis to help identifying key actors and establish regular contact with them. Stakeholder mapping should focus on opportunities and relevance to RCRC. Partnerships should not only mean sharing/exchanging what you have but to come together to tap into greater resources together.
- c. Invest in developing negotiation and communication skills among key senior staff and volunteers so that they can serve as persuasive and informed connectors.
- d. Promote and conduct -where appropriate and resources are available- contingency planning processes together with the local authorities and service providers. Identify providers of relevant services and goods before a disaster event. Whenever possible formalise the relationships through MOUs.

Value proposition # 3: National Societies are well positioned to serve as a bridge between the most vulnerable communities and the institutions that govern and serve them.

The study reveals that:

- 1) Advocating for the institutionalisation of disaster risk reduction and its inclusion in the development policies and plans of the local authorities and other organizations has been a key task of NS in recent years. The RCRC in Cambodia, China, Indonesia, Nepal, Pakistan, the Philippines and elsewhere have been successfully pressing for inclusion of community-level disaster risk reduction plans in local government development plans.
- 2) There is a widespread perception that being an auxiliary to the government means that a National Society should do whatever the government asks and that the RCRC is merely an extension of the government structure.
- 3) In many countries, National Societies are part of the national emergency and disaster management bodies. Some National Societies are actively involved in development of national DRR policies, such as PMI in Indonesia. But for the majority of National Societies the auxiliary role is not utilised to its full potential as a key player in DRR policy development and practice.
- 4) There is a programmatic disconnect between the country level SP, DRR and CCA projects implemented by national, regional and provincial government agencies and the communities that are to benefit from them. Although increasingly these programmes seek for participation of communities in the planning and implementation process, they often lack the knowledge and means to ensure it.
- 5) The best time to recruit and train DRR volunteers is during disaster relief and early recovery stages as spontaneous offers of volunteerism are at the highest during this period. For example, during the recent floods in Bangkok in 2011, the National Society received at their headquarters an average of 500 or so 'spontaneous' volunteers each day ready to help the RC in various aspects of the relief effort.
- 6) Post Disaster Needs Assessment (PDNA) processes, normally led by the government with the participation of WB, UN agencies and other stakeholders pave the way to the most critical decisions regarding DRR and recovery investments in the aftermath of a major disaster. In most cases, NS either are not part of the process or are passive participants.

Recommendations for the Federation:

- R.7. Assist NS in developing a strategy to expand their vision of the RCRC auxiliary role to local level and to increase their role as a major stakeholder in cities.**
 - a. Prioritise technical assistance to National Societies that are pro-actively taking action and contributing to national DRM agendas and policy discussions.

- b. Assist NS in connecting with global DRM, DRR, CCA initiatives including PDNA processes.

Recommendations for National Societies:

R.8. Establish RCRC as a credible contributor and “mediator” for resolving pertinent urban issues related to informal settlers and poorer communities.

- a. Identify key areas of expansion in urban DRR and build a knowledge base for community strengths and vulnerabilities, and create a position for National Societies as credible contributors.
- b. Strengthen RCRC commitment to advocacy and lead community processes that contribute to DRM and DRR policies and programme strategies.
- c. Negotiate with the government authorities a greater role for the RCRC through informed advocacy and active contribution to poverty and risk reduction efforts.

R.9. Gather, interpret, simplify and disseminate existing city-level vulnerability and risk information for the public consumption and programming purposes.

- a. Engage with urban professionals and fully utilise their skills in simplifying complex information into public campaigns/messages on risk and hazard information, climate change, legal rights, land use and development plans.
- b. Validate the gathered information with local/household level assessments.
- c. Ensure that risk and vulnerability analyses result into concrete actions and organisational decisions.
- d. Inform provincial and national bodies, and connect with national level scientific institutions for risk and hazard information and feed the information back to the community level.

Value proposition # 4: There is a wealth of relevant urban programming experience within the domestic section of NSs in developed countries that should be shared with sister National Societies.

The study reveals that:

- 1) Domestically, NS in developed countries have a strong work history in urban areas. They provide social and emergency services, health, safety, and disaster preparedness and response education at the community level. Some operate food banks in city centres and help the homeless to find shelter, food and medical assistance. Others implement community based violence prevention projects in rough neighbourhoods. They also work with migrant families and help them learn new skills and adapt to their adopted countries.

- 2) The NS deliver these services by utilising their knowledge in identifying and connecting with urban communities, recruiting and retaining volunteers, and integrating their programs with national/local public services. These are the very skills needed by most National Societies not only in Asia Pacific region but also in many developing countries around the world.
- 3) Yet, the time-tested knowledge and experience that the domestic paid and volunteer staff of these NS hold do not systematically inform their international work when they assume the role of PNS, and for the most part are not transferred to Sister Societies.

Recommendations for the Federation:

- R.10. Ensure a better link between the domestic and international urban programmes/ services of NS (including both PNS and ONS): to capture and transfer lessons learned that are cost effective and organic enough to easily adapt a set of basic principles to diverse contexts.**
- a. Promote and facilitate technical exchange programmes amongst National Societies by matching needs with expertise in targeted sectors. This is also an excellent opportunity for generating a systematic flow of experienced national paid and volunteer staff of NS to actively participate in international programmes.

Recommendations for National Societies:

- R.11. Develop opportunities for knowledge sharing, learning and action planning process.**

National Societies can facilitate the exchange of technical expertise by its various city chapters not just in the mobilization of volunteers for response during disasters but also in preparedness and planning activities. There are experiences by city chapters in urban DRR activities such as setting up micro-credit facilities for access by members in the event of disasters, participation in actual exercises in urban water rescue, etc. that other city chapters can learn from.

4-- Proposed programmatic directions

Following a localised risk assessment process, National Societies can choose which interventions make the most sense in the context of the given city or urban sector. This would require that the Federation solidifies its urban risk framework and promotes a global position for the RCRC. This will enable the organisation to leverage significant resources to launch region-wide initiatives.

The three proposed programmatic areas presented below that are considered to be most relevant to the main challenges described above and a potential role for RCRC in the region: (1)

community resilience building, (2) social and livelihood protection, and (3) safety of built environment. An indicative list of activity areas is given under the each programmatic area.

1) Community Resilience Building (CRB)

- a. Building better understanding and consensus among stakeholders and forming multi-stakeholder partnerships.
- b. Basic disaster preparedness education for the general public such as promotion of family disaster planning practices, school emergency response, evacuation plans, and training of teachers.
- c. Forming, training and supporting neighbourhood disaster response teams.
- d. Pro-active participation and promoting the development and testing of contingency plans that include business continuity plans for National Societies as well as contingency plans for schools.
- e. Promoting inclusive and innovative shelter options such as using safe public spaces for transitional shelter and cash support to host families in the aftermath and recovery period of a major disaster.
- f. Participating in early warning systems and educating high-risk communities: understanding and disseminating information on evacuation procedures, gathering places, etc.

2. Social and Livelihood Protection (SP) (see Note 5)

- a. Improving diversity of livelihood options such as teaching entrepreneurial and employable skills particularly for women and people with disabilities.
- b. Conditional cash transfers, micro-credit facilities and temporary employment opportunities
- c. Setting up food banks to collect and redistribute surplus food from restaurants and hotels, particularly to the homeless.
- d. Assisting migrants to become properly documented in order to enable their access to available public services, especially for health and education.
- e. Promoting road safety including drink & drive prevention for taxi and bus drivers as well as promoting accessibility for people with disabilities and pedestrian safety.
- f. Mitigating root causes of violence and promoting mediation and resolution.

3. Safety of built environment (see Note 6)

- a. Localised disaster risk assessment: gathering, simplifying and disseminating disaster risk information to the general public with a focus on relevant local hazards.
- b. **Advocating** for enforcement and/or changes in policy and legislations that promote:
 - Safe construction practices and enforcement of building codes based on acceptable safety standards.

- Retrofitting existing public buildings, especially schools by engaging with stakeholders with sound technical capacity.
- Proper and safe urban spaces for poor people, women and people with disabilities such as clean and accessible public restrooms, well lit, clean parks with playgrounds.
- c. Community based non-structural mitigation education particularly for practitioners in the construction sector.
- d. Education and awareness raising on activities that would reduce disaster risk in informal settlement areas such as how to make homes safer from risk of fire and floods and to protect themselves from earthquakes.
- e. Advocating for improving living conditions of communities especially in informal settlement areas such as access to basic health services, waste disposal systems, fire fighting services, water and sanitation, livelihood opportunities, etc.

5-- Proposed immediate actions for IFRC in urban resilience building

Below are some examples of activities/initiatives that are within the existing capabilities of the IFRC—

- 1) Renegotiate/expand auxiliary role from a reactive position (instruments of policy) to a pre-emptive position as a key partner (influencers of policy)
- 2) Use media contacts/partnership to initiate mass public education and awareness campaigns as often as possible wherever possible.
- 3) Proactively orchestrate events that engage public officials with the RCRC from local to national levels.
- 4) Issue basic and standard talking points and guidelines on how to negotiate as relevant to the actual cultural and political realities of each country. This means engaging local and national PR experts to coach/assist NS in developing strategies that are in harmony with their cultural ways of negotiating and promoting.
- 5) Expand national and regional legal and advocacy efforts and become the voice that calls for governance and corporate accountability in responding to the basic needs of the poor and marginalised populations.
- 6) To ensure transfer of relevant knowledge about urban work amongst National Societies may require IFRC to develop a set of criteria to match and group National Societies differently. In disaster management, it makes sense to define a working group based on

geo-proximity and shared disaster types such as the current sub-regional administrative divisions of IFRC and many PNS working bilaterally. However, to advance the goals of urban disaster risk reduction and community resilience, the groupings should focus on—

- ✓ The administrative set up of the country
- ✓ Similarities in the auxiliary role
- ✓ Urban population characteristics
- ✓ Shared urban risk characteristics
- ✓ Existing urban programmes and services independent of IFRC/PNS funding

7) Select pilot sites and initiate an exercise to identify/classify which city communities—

- Control the bulk of critical social capital network?
- Connect city communities?
- Influence social, political and economic decisions?
- Inform society at large?
- Shoulder the most risk?
- Serve the public?

It is crucial to carefully observe and integrate the complex connections amongst these six city communities and how to motivate them to work together. The negotiation methods and strategies should be specifically linked to the distinct characteristics of each of these groupings. Understanding these relationship dynamics can make a fundamental impact on designing urban strategies that ensure quality and equity of public and social services availed to all urban residents, marginalised or not.

Notes

Note 1: Urban projects currently being implemented by the NSs:

Ulaanbaatar, Mongolia: Since 2004, the National Society with support from the EU is successfully implementing a Social Care Programme in Ger districts. With 181 trained volunteers they reached 450 families. Supported by the government, the project has a livelihood component to teach income generating skills to unemployed migrants and help them find jobs. In addition to psycho-social support and homecare, a distinctive activity of this project is that RC volunteers help migrants to obtain the necessary legal documentation in order to benefit from public services. The RC also gives small grants (US\$ 150) to a group of families (called Self-Support Groups) to start a small business.

Hanoi, Vietnam: In peri-urban areas around Hanoi, the National Society in partnership with the Spanish Red Cross is implementing a project that trains disabled people with employable skills. The project aims to address the challenge of securing a livelihood through micro-finance loans to slum residents.

Jakarta, Indonesia: (The Integrated Community Based Disaster Risk Reduction and Climate Change Adaptation (ICBR) Project in Jakarta, Indonesia): As a part of the ICBR project, Community Based Action Teams (CBATs) were set-up in coordination with the local government. CBATs are used mainly for disaster response work such as water search and rescue, fire fighting, evacuation, and public kitchen. The CBAT model developed by PMI is being replicated by the local government of Yogyakarta without external support and is a sound example of effective cooperation with local governments.

The Kathmandu Valley, Nepal: Nepal Red Cross Society, with support from the British Red Cross/DFID, focuses on earthquake preparedness and supports the development of local DP and mitigation plans, training of first responders, and awareness campaign on individual/household disaster preparedness and protection. The project plans to connect local and international preparedness and response. The project has appropriated some funding for retrofitting schools.

Integrated Neighbourhood Reconstruction and Recovery Program (LAMIKA) supported by American Red Cross being implemented in Haiti: Main project activities include:

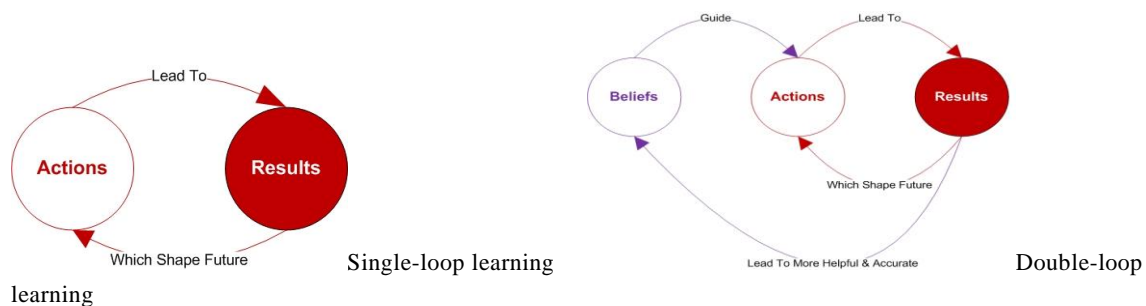
- Infrastructure rebuilding: Housing, community buildings repair and reconstruction, alley way repair. Facilitate access to essential public services, such as water, sanitation and waste management.
- Economic rebuilding: Contribute to strengthening the local economy through the restoration of livelihoods.
- Social rebuilding: Build social cohesion through the involvement of local stakeholders and communities.
- Institutional rebuilding: Contribute to capacity building of Haitian Red Cross, local government actors and partner institutions on Disaster Risk Reduction and health programmes.

The Programme for Prevention and Support for Street Children and Youth (PANICA), supported by the Norwegian Red Cross and implemented in various Colombian cities.

- Reducing the vulnerability of persons who have been internally displaced to project areas, who live or spend a great deal of their time on the street, or who suffer from urban school and juvenile violence.
- Improve the self-esteem and personal identity of children and mothers.
- Promoting socialization processes; improving health and hygiene; encouraging better use of leisure time; reinserting youth in the educational process; increasing the overall levels of school participation.

Note 2: UNICEF The Child-Friendly School (CFS) aimed at helping schools achieve safe, healthy and protective environments has become the main model through which UNICEF and its partners promote quality education in normal as well as emergency situations. The CFS model compensates for any shortcomings in the home and community that might make it difficult for children to enrol in school, attend regularly and succeed in their studies. CFS model also builds partnerships between schools and the community. Governments can encourage the development of child-friendly schools by promoting free enrolment, passing regulations that prohibit corporeal punishment, encouraging the use of local languages in schools, integrating disabled children into mainstream schools, allowing pregnant students to complete their education, and mandating that children living with HIV and/or AIDS have a right to attend school and continue learning. <http://www.unicef.org/lifeskills>

Note 3: Single and double-loop learning



Double-loop learning requires not only adjusting one's actions, but also surfacing, challenging and adjusting the governing variables that are usually taken for granted—i.e., our beliefs or “mental maps of reality”.

Note 4: Innovative Community Based First Aid Service

A charity “United Hatzalah” coordinates a group of 1,700 First Aid Volunteers scattered around Israel. Each volunteer has a GPS enabled smart phone revealing exactly where she or he is. Anyone who sees an emergency can call a central number, which instantly alerts the nearest first aider who may be only a block away. He stops whatever he is doing and races to the scene. When the ambulances come the volunteer goes back to his job. Soon

members of the public will be able to download an app that puts them directly in touch with the nearest first aider, bypassing the call centre. Last year UH answered 200,000 calls.

Source: The Economist January 28th 2012.

Note 5: Social Protection

The concept of **Social Protection (SP)** has expanded in recent years from a relatively narrow focus on safety nets in the 1980s and 1990s to present-day definitions that involve mechanisms designed to combat longer-term structural poverty as well as interventions to reduce the impact of short-term shocks. All three approaches (SP, CCA and DRR) are therefore linked by a fundamental concern with reducing vulnerability and building resilience – be it to poverty, disasters or changes in average climate conditions – across a range of timescales, from the short to the longer term.¹ Social protection can be understood in terms of four key categories of objectives.

- Protective measures, which provide relief from deprivation;
- Preventive measures, designed to prevent deprivation;
- Promotional measures, aimed at enhancing income and capabilities; and
- Transformative measures, which seek to address concerns of social justice and exclusion.

Source: The World Bank (2011)

Note 6: Structural and Non-Structural Mitigation

Structural mitigation measures aim to keep hazards from people, buildings, and infrastructure such as electrical systems or transportation, or sites that are exposed to hazards. Levees, dams, drainage systems, sound building codes and construction practices are examples of structural mitigation.

Non-structural mitigation measures attempt to reduce the exposure to disaster losses. Low density zoning ordinances, creating and maintaining open public spaces, designating proper evacuation roads locating critical public services (hospitals, schools) in non-hazard zones are examples of non-structural mitigation measures.

Non-structural mitigation training in Haiti: British Red Cross has been conducting a training programme for masons, carpenters and other construction workers on seismic resistant house design. Besides training, toolkits will be given to the construction workers.

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