

Scaling urban community resilience

A scoping study for global action

Report by the Global Disaster Preparedness Center
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Executive Summary:

Cities throughout the world are driving growth in their countries and regions; yet these cities are increasingly at risk to the effects of climate change and other hazards. As urban populations increase as a result of urbanization and migration, the number of people exposed to hazards, shocks, and stresses is rapidly increasing, leading to increased fragility and vulnerability.

At the same time, people living in cities are themselves agents of change and have significant resources, skills, and capacities to bring to resilience efforts both in their own communities and at a broader civic level across their cities or districts.

This study, supported under a grant from the Rockefeller Foundation, explores opportunities for scaling up efforts on community resilience in cities and outlines the potential for a new initiative to scale up community and civic action on resilience so that every community has the opportunity to become a resilient community. The concept is for a joined-up initiative for global and local action to encourage and enable a much greater number of communities to initiate and sustain climate resilience activities.

This initiative would be anchored by the Red Cross Red Crescent (RC/RC) as part of a wider multi-stakeholder coalition of partners. The initiative would build on the RC/RC network of 189 national societies and tens of thousands of branches world-wide as well as the range of community intervention tools that the RC/RC has already developed. Adding a coalition-based partnering model, a range of tools suitable for both do-it-yourself and project-based approaches, and targeted opportunities for catalytic funding, the strategy that is proposed will match the global coalition with parallel local coalitions and provide an entry-point for a wide range of partners to work effectively on climate resilience at community level.

The proposed initiative will enable participating cities to be on the leading edge in developing new solutions for climate resilience at community level and to leverage wider local investment in resilience through the lens of civic engagement as a complement to the more formal adaptation and mitigation strategies that are being planned through local, national, and inter-governmental budgeting mechanisms. No matter how large the resources that can be accessed through these formal governmental mechanisms, a significant portion of the investment needed for adaptation and resilience will need to come from local resources, including local skills, expertise, and funding. By enabling early action and engaging a wide set of civic partners in community resilience, the initiative will help to strengthen and sustain local climate-risk problem-solving capacities. This in turn will enable more holistic solutions to be developed that better meet the needs of vulnerable communities and draw more fully on the range of capacities that exist within urban communities throughout the world.

1. Background

In December 2012, the Global Disaster Preparedness Center (GDPC), hosted by the American Red Cross as a joint initiative with the International Federation of Red Cross and Red Crescent Societies (IFRC), received a grant from the Rockefeller Foundation to assess the level of current activity on urban resilience by Red Cross and Red Crescent (RC/RC) national societies and to explore opportunities for increased partnership and collaboration on urban resilience through the RC/RC network.

From February to September 2013, the GDPC and IFRC conducted a series of three regional Urban Risk Dialogues (in Arusha, Tanzania; Bangkok, Thailand, and Panama City, Panama) to assess the level of current activity on urban resilience by RC/RC national societies. In addition the IFRC held a further series of workshops building on the same concept (in Kampala, Uganda; Tbilisi, Georgia; Beirut, Lebanon; and Tehran, Iran). The GDPC then held a series of follow-up scoping discussions within the American Red Cross, with both U.S. domestic headquarters and chapters and international units, and with the IFRC and a set of other RC/RC centers (which focus on climate change, first aid, livelihoods, psychosocial support, and other related topics) and with a select set of external organizations. The results from these Urban Risk Dialogues and other consultations are available at <http://preparecenter.org/activities/urban-risk-dialogues>.

These consultations have demonstrated that there are already many excellent examples in which the RC/RC is working effectively with urban communities to advance their resilience and preparedness priorities. However this work is not happening on anywhere near the scale that is needed by communities around the world.

Drawing on the results from these consultations, the current scoping study outlines an approach to engage a wider set of partners – both within the RC/RC and among other global, national, and local stakeholders – in scaling up community action on resilience. This approach builds on the unique value proposition of the RC/RC (combing direct service delivery, advocacy with local and national government, and a convening power to help broker community solutions) and expands the use of coalition-building to more effectively engage partners at these different levels. Most of the elements in the approach exist already; what is new is the combination of the elements in an algorithm designed specifically for scaling; for supporting local solution finding and initiative; and for enabling easy plug-in options to existing campaigns and initiatives.

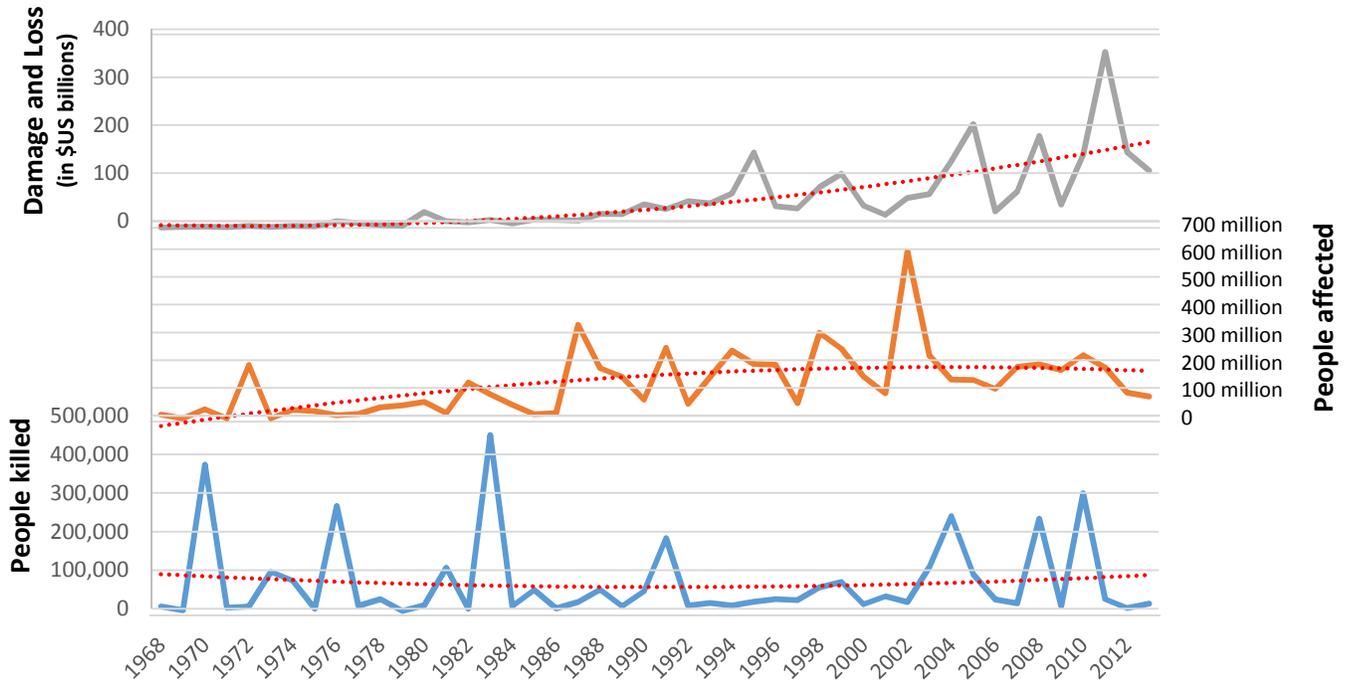
2. The challenge

Local communities in many parts of the world face increasing risks. This troubling situation is the results of the compounding effects of several risk drivers: changing patterns of climate risk; growing urbanization and settlement in hazard-prone areas; evolving community identities that pose challenges for existing governance and organizing models to meet the needs of effective urban risk management; and growing day-to-day stresses among poor and vulnerable communities due to uncertain and limited access to economic opportunities, natural resources, and basic services.

At the same time that technological innovation and globalization are enabling significant gains in well-being and quality of life throughout broader portions of the world than ever before, exposure and vulnerability to climate risks and other hazards are increasing and putting these development gains at risk. Rapid urbanization in particular is providing new opportunities for economic growth and development to wider populations, but at the same time, is putting more people in harm's way given that most cities are located in coastal regions prone to climate risks and increasing the risk for those people that are already vulnerable living in these developing communities. In addition, the unplanned growth of urban centers is managed in ways that leaves the inhabitants vulnerable to both climate risks and other types of natural hazards. Urbanization offers significant opportunities to change risk patterns in a positive manner, but only if safety and resilience are put at the center of development focus. The current trends of rapid and unplanned urbanization in many parts of the world have led to the creation of many slums in which

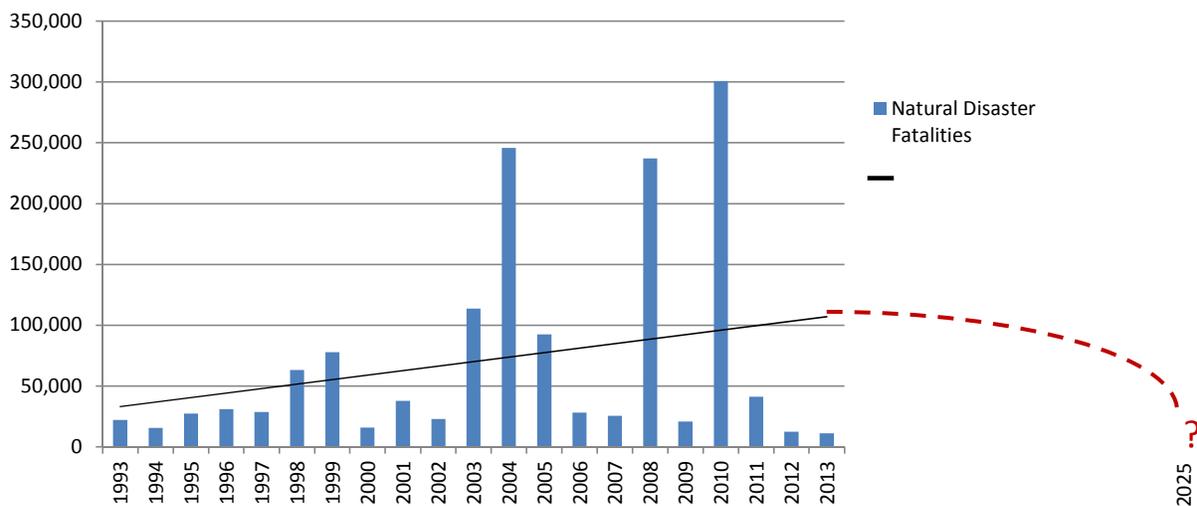
people have no or little access to drinking water, sanitation or health services. Based on the current estimations, approximately 1.5 billion people live in slums worldwide.

Figure 1. Disaster impact trends over the last 45 years



Source: CRED EM-DATA database.

Figure 2. Focusing in on disaster fatalities over the last 20 years



Disaster fatalities have been rising steadily over the course of the past 20 years, averaging close to 70,000 deaths annually, despite remarkable societal and technological gains during this time span. Damage and economic losses have also trended upwards in this time period, significantly threatening livelihoods and

development gains. This is leading to the reversal of gains in reducing loss of life that is shown in the figures on the previous page. This loss of life from disasters is coupled with rising economic losses and threats to livelihoods that disasters also cause. Together these disaster shocks exacerbate vulnerability, compounding the stresses from poverty, violence, and resource competition that already challenge well-being on a daily basis.

Issues of urban risk and resilience are increasingly recognized by wide variety of agencies and organizations and have been highlighted in the global dialogue at events like the World Urban Forum, which recently took place in Medellín, Colombia, and in regional and national venues like the ASEAN Agreement on Disaster Management and Emergency Response (AADMER). However, much of the focus has centered on the role of cities and local governments in addressing urban resilience rather than the role of the community in assessing and managing risk. This inadequate focus and support for community level processes often continues to leave communities in a vulnerable position and fails to recognize the importance of both horizontal and vertical links in promoting the deep, human roots that are required for resilience. To better cope with the adverse effects of climate change and become more resilient to disasters, cities need a strong level of civic engagement that draws on the strength and growing diversity of urban communities and that can effectively complement formal government structures by engaging a wider set of stakeholders in a broader governance process. They also need a bottom-up push to accelerate local risk-sensitive decision-making and influence development, governance and investment in favor of the poor.

Action is necessary on a global scale to catalyze communities to take action and become more resilient to disaster events and reduce exposure to disaster shocks. The RC/RC proposes to drastically reduce disaster fatalities, injuries and losses by 2025 through a global initiative to bring resilience to scale.

3. Exploration of options

In the course of this study, the GDPC explored a variety of options for scaling up. These ranged from incremental improvements to existing systems to more radical changes to target greater scale. Ultimately the approach outlined in this study was selected to enable partners within and outside the RC/RC network to operate at different points along that continuum but within the broader context of a global initiative.

If activities were only focused on the incremental side of the spectrum, then opportunities for scaling at the other end of the spectrum might be missed. Similarly pursuing only radical changes would risk losing the existing base of support and ongoing set of activities which the RC/RC and other partners are already pursuing.

A broad-based solution with sufficient flexibility encourages maximum levels of engagement by a wide range of partners. For this reason, the scoping study focuses on the potential and feasibility for this type of solution.

4. Proposed approach for scaling up

This study outlines a proposal for a multi-tiered initiative to create community resilience coalitions and local campaigns to directly address the challenge of scaling up community action on resilience to enhance the ability of cities to cope with climate risks and other hazards.

The initiative at local level will build on existing approaches to i) climate smart community assessment and problem-solving and ii) outreach to individual, household, and small business on preparedness that have been developed by the Red Cross and Red Crescent (RC/RC) network. These existing approaches will be adapted and combined with a city-wide civic process to build local coalitions that can guide and foster work at the community level and also tap the wider range of resources available beyond the level of individual communities (e.g. through the private sector or academic institutions). This coalition-building

process will draw on the convening power of the RC/RC, but will also engage a wider set of interested stakeholders from local government, other civil society organizations, the private sector, academia, and community volunteers to identify and pursue locally developed solutions for resilience taking into consideration the synergies and trade-offs of climate change adaptation and mitigation.

At the global and regional level, the initiative will provide a mechanism for promoting common messaging on community resilience and supporting outreach to a wider set of city partners. The initiative will also support a range of catalyzing activities, peer support, and technical platforms for facilitating and enhancing the establishment of local coalitions and their participation in the initiative.

The future of development will be shaped by urban growth and resilience patterns, so it is important that cities and urban communities have appropriate tools to manage and reduce climate risks and to benefit from the development opportunities that effective resilience can bring.

Why this intervention?

A number of prominent initiatives have been launched in recent years to promote resilience, particularly to support local governments in their role in promoting resilience. These include the

- UN-ISDR ‘Making Cities Resilient’ campaign
- UN-Habitat World Urban Campaign
- Rockefeller Foundation 100 Resilient Cities

Thus far these initiatives have primarily targeted local government and formal governance processes. Similarly, the RC/RC and other organizations have long worked at the community level to galvanize action by individuals, households, and businesses to better protect themselves. The International Federation of Red Cross and Red Crescent Societies dedicated its World Disaster Report 2010 to urban risk. The IFRC has also commissioned a number of regional studies on urban risk reduction and disaster management in Asia & the Pacific and the Americas. In 2013, the IFRC launched the global Partnership for Urban Disaster Risk Reduction and Management with the objective of developing an IFRC global approach as well as Red Cross and Red Crescent guidelines for urban disaster risk reduction and management.

These efforts, however, are not yet achieving the scale that will be necessary to make every community a safe and resilient community. The RC/RC has the network that could make this scale possible, but only in coalition with other partners and only through concerted effort both internally and externally.

To do this, this study proposes a global action initiative that adds three important elements:

1. A coalition model for civic engagement that draws on the convening power of the RC/RC and encompasses local government, community organizations, the private sector, media, and academia to better support community action.
2. Opportunities for vertical engagement by private sector and other partners across global and local levels.
3. A do-it-yourself (DIY) model to enable and encourage more civic and community leaders to act, supported by strong peer-to-peer tools for cross-learning.



Why the Red Cross?

The RC/RC offers a unique platform to anchor the partnerships that will be necessary to achieve this scale. Already the RC/RC has National Societies in 189 countries and local presence through thousands of branches, many of them in cities and small towns. This gives the RC/RC a breadth and depth that is in many ways unmatched within the humanitarian and development communities. In addition, the IFRC has

developed community based programming tools and methodologies, including a new guide on “Integrating climate change and urban risks in to Vulnerability and Capacity Assessments (VCA)”.

To fully realize the potential of the RC/RC network and its wider set of partners and supporters at scale, a new commitment to partnership and coalition-building is necessary, particularly targeting government and non-governmental agencies that work in the area of climate risk management. The global initiative will provide an opportunity for the RC/RC to consolidate its own activities on resilience on an opt-in basis, by enabling those National Societies and branches that are most interested to be involved first and expanding interest and participation from there. The initiative will also provide a canvas for the RC/RC to build effective coalitions, both globally and locally, with other organizations committed to supporting urban and community resilience.

The initiative will provide a canvas for the RC/RC to build effective coalitions, both globally and locally, with other organizations committed to the goal of making **every community a safe and resilient community**. A starting point for the RC/RC will be consolidation of current initiatives under common calls to action.

Figure 3. Integration of RC/RC campaigns under umbrella initiative

Calls to Action			
	1	2	3
	Learn First Aid	Prepare and protect your family from other risks	Connect with others to make your community safer
Existing resources	<ul style="list-style-type: none"> ! First Aid apps ! First Aid classes 	<ul style="list-style-type: none"> ! Neighborhood canvassing ! Public Awareness and Public Education (PAPE) ! Hazard apps 	<ul style="list-style-type: none"> ! Vulnerability and Capacity Assessment (VCA) ! Community mobilization and action planning ! Small business contingency planning ! Community health workers
Mobilizing strategies	<ul style="list-style-type: none"> 🔑 Certification requirements 🔑 Licensing through other providers 	<ul style="list-style-type: none"> 🗣️ School and youth outreach 🗣️ Local preparedness campaigns 	<ul style="list-style-type: none"> 👥 Local coalitions 👥 Partnerships to engage local government, private sector, academia, civil society
Links to related campaigns & initiatives	<ul style="list-style-type: none"> 🌐 Road safety 	<ul style="list-style-type: none"> 🌐 Sustainable development goals 	<ul style="list-style-type: none"> 🌐 UN-ISDR ‘Making Cities Resilient’ Campaign 🌐 Rockefeller ‘100 Resilient Cities’ challenge 🌐 ICLEI Resilient Cities 🌐 Agenda 21 🌐 C40 🌐 Arup City Resilience Index

Who else?

The RC/RC cannot do this alone. The proposed initiative is intended to serve as the basis for a new partnering mechanism that reaches from local to global levels and that provides common entry points for engagement with international organizations, national and local government, private sector, academic, and other civil society organizations.

The initiative will complement existing urban resilience initiatives in a tangible and fundamental way by providing a mechanism for civic organizing on community resilience that can plug into existing urban campaigns. The RC/RC already has the base network to support this. However, additional partner support is needed locally to ensure that this base is solid, effective, and self-sustaining. This is where the coalition-based partnering model comes into play.

In addition the RC/RC recognizes that this cannot simply be an internal initiative to which RC/RC invites other organizations to play limited, cameo roles. Instead the RC/RC would actively seek partners interested to co-own the initiative in both the design and roll-out.

Why now?

The GDPC has benefitted from support over the last 15 months from the Rockefeller Foundation to assess progress on urban resilience within the RC/RC network globally and to explore new opportunities for collective action on community resilience. At the same time, the IFRC has been revising its Community Safety and Resilience Framework (CSRF) through a year-long consultation process with stakeholders both within and external to the RC/RC. The initiative strategy outlined in this paper is a result of these reviews and research and will continue to benefit from ongoing development of the CSRF and related regional resilience tools being developed within the RC/RC network.

The progress of the urban risk reduction and resilience initiatives sponsored by various UN agencies, the Rockefeller Foundation, and others is also creating a more fertile ground at city level for addressing issues of risk and resilience. What has been missing to this point is an element explicitly focusing on community resilience and the civic engagement process that connects local stakeholders and local communities with but also beyond formal governance processes within cities.

The GDPC and IFRC believe that the RC/RC network can provide the foundation to deliver this community-level element into the resilience solutioning to which the UN, Rockefeller Foundation, and other actors are already committed.

Why cities?

As noted by UN-Habitat in 2008, more than 50% of the world's population now lives in cities and as shown in Figure 3 above, this proportion is even higher in several countries in Southeast Asia. Cities are where the people are, and often where they are most at risk as well, as has been highlighted.

Cities also represent the multiple layers of governance between communities and national government in a clear and evident way. Solutions that are developed to work across these multiple levels of governance in cities will help to facilitate similar work on resilience in rural areas where these multiple levels of governance also exist but are more diffuse and not often addressed in rural community programs.

Finally, cities have a rich set of skilled people and resources that can provide the fabric for civic engagement and through local investment offer long-term prospects for sustainability of the resilience initiatives targeted under the project activities. The 'Urban world: Mapping the economic power of cities' report from the McKinsey Global Institute highlights that urban centers are a rich crucible for socio-economic development, driving growth across their constituent communities as well as nationally. According to the report, "600 urban centers, with a fifth of the world's population, generate 60% of global GDP."

5. How it would work

The proposed initiative would combine i) global and regional partnering and awareness raising with ii) a set of local action campaigns to promote and enable community safety and resilience to disasters and climate change challenges. The initiative would be anchored through the RC/RC network and leverage its convening power, but would be designed and organized as a multi-partner initiative.

This multi-partner approach is a crucial link in scaling up capacities and resourcing, which has in the past been a limiting factor for the expansion of resilience programs within the RC/RC. By tapping the skill, experience, and expertise among local and global partners, the initiative will augment RC/RC capacities and provide a solid foundation for civic engagement on community resilience.

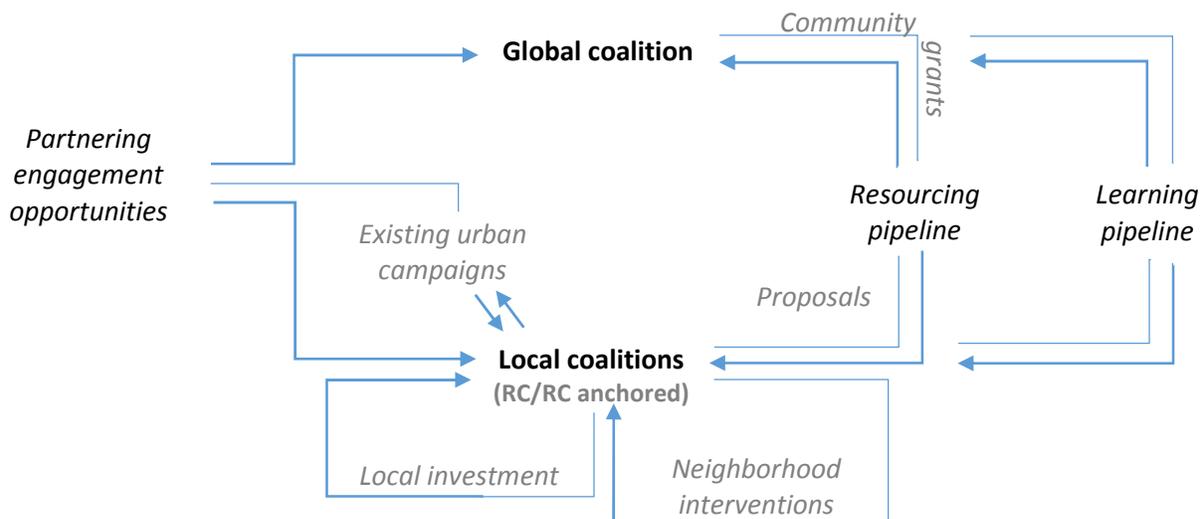
The global and regional aspects of the initiative will provide opportunities for vertical partnering as well as lateral outreach and cross-learning. Increasing globalization has meant that a wide variety of private sector partners are now organized as networks of field offices and subsidiaries with common corporate interests but also local ties. By providing opportunities to engage at global, national, and local levels a multi-tiered initiative can better match the diverse types of engagement that the private sector is increasingly seeking in its partnering efforts. Global and regional reach also enables wider outreach to new cities interested in participating in the initiative and offer the participating city coalitions opportunities for cross-learning.

Locally the focus of the initiative will be on the creation or strengthening of coalitions of partners at the city or civic level to support community level action on resilience. While some aspects of resilience can be addressed directly at the community level, there are other aspects that require city or district level risk management. Situated above the community level, a civic coalition can bring together a variety of partners, particularly from the private sector and academia, to support community action on resilience and can easily engage with local government, which is also organized at municipal or metropolitan level. Through the initiative local coalitions in participating cities will also have access to a set of grants for catalyzing community resilience activities to address the impacts of climate risks. It is anticipated that the local coalitions will use these grants to leverage a variety of resilience building activities to address the impacts of climate change and other hazards in their cities. These activities will be determined by the coalitions according to local needs but would likely include activities from among the following examples:

- individual, family and small business preparedness campaigns
- outreach to schools on school safety and education on resilience¹
- strengthening of early warning systems
- creation of community vulnerability maps
- development of community response teams
- community preparedness drills and simulations
- advocacy and engagement with communities in local planning processes (e.g. land use planning)
- interactive *in situ* risk displays
- media campaigns

This idea of local coalitions and campaigns to promote community action is already something that the RC/RC has working models for. The challenge is to more consistently put these models into action at larger scale. To do this new approaches are needed to expand beyond the current set of resilience champions and enable a wider set of RC/RC branch and other community partners to gain the confidence, skills, and access to catalyst technical resources and financing to implement these models in their own communities. The current model that the RC/RC is considering is shown in Figure 4.

¹ The IFRC is participating in the Global Alliance for DRR and Resilience in the Education Sector, together with UNESCO, UNICEF, UNISDR, Save the Children, Plan International and others working with children and education sector. These school safety activities provide another opportunity for coordination and partnership.

Figure 4. Engagement model

This coalition-building model would be anchored both globally and locally around three core types of stakeholder partners:

- The business community, including global companies and networks, local subsidiaries of global networks, as well as small local business coalitions, as contributors of skills, experience, and resources. The Measles Campaign – led by the Center for Disease Control, UNICEF, United Nations Foundation, World Health Organization, and RC/RC – used a similar approach in engaging Lions Club International as a partner.
- Foundations, governmental/international organizations, and research institutions as drivers of catalytic thinking and funding.
- The RC/RC and non-governmental organizations as the leveraging arm for civic engagement.

The following examples demonstrate some of the existing experience within the RC/RC network with this type of partnering and coalition-building.

Examples

Many of the community activities that are envisioned as an end-output under the campaign have already been successfully implemented within parts of the RC/RC and can serve as models for wider scaling-up under the campaign. Here are a few examples:

Chile

The Chilean Red Cross, working together with the American Red Cross under the Resilience in the Americas (RITA) project, has facilitated communities in Chile to prioritize and address their own resilience. A community cleaning campaign in the Cerro Alegre community, in Talcahuano, in conjunction with RITA project activities, collected two tons of trash that were then removed by Talcahuano's municipality. The initiative was completely coordinated by the community board which realized the hazard of keeping garbage in their yards or in the common spaces. 29 community members participated in the activity, helped by municipal staff, as a result of coordination between community leaders and the local authorities.



Source: American Red Cross

Costa Rica

The National Red Cross Society in Costa Rica has been working with communities to identify resilience priorities and has developed new brokering approaches to help communities address needs that fall outside of the RC/RC own direct services. For instance, in the community of Quebrada Ganado, a dengue outbreak affected 89 residents in early 2014 and addressing the disease was identified as a top community priority. The Red Cross reached out to the district office of the Ministry of Health office and offered its support to address the pressing health concerns of the community. The partnership focused on technical measures, such as fumigation, as well as community clean-up and awareness campaigns, with joint teams of Ministry of Health personnel and Red Cross volunteers going door-to-door to explain the simple actions needed to reduce dengue. Within a couple of months, the number of dengue cases in the community fell to three.

This brokering role provides a means for the RC/RC to help the communities address their priorities while also allowing the National Society to use its limited (volunteer and financial) resources to leverage existing mechanisms for a greater local impact. In the words of the Jacó District Officer of the Ministry of Health: “The District Office is recent and it is important for us to be able to count on allies. The Red Cross has been a breath of fresh air, we really feel we have a partner.”



Door-to-door dengue sensitization campaign conducted jointly by Ministry of Health staff and Red Cross volunteers. Source: American Red Cross

Philippines

The Philippines Red Cross has developed community volunteering program called 143 that seeks to establish a volunteer leader and core set of volunteers in each barangay district in the Philippines. 143 has been very successful in matching the existing organizing structure of communities and uses a wide pool of community volunteers to establish a Red Cross presence and engagement in the community.



Red Cross 143 Barangay Poblacion. Source: Philippine Red Cross.

United States

The American Red Cross has undertaken a variety of initiatives to strengthen community resilience, working at community level to galvanize action by individuals, households, and businesses to better protect themselves. These include: Major-Metro City Prepare Campaigns, Gulf Coast Community Resilience Projects, integrating resilience in disaster recovery, and community-led international programs. As an example, in San Francisco the Red Cross has partnered with Pacific Gas & Electric on an initiative called Ready Neighborhoods to strengthen resilience in 50 neighborhoods through:

- Neighbors Helping Neighbors
- Individual and household preparedness
- Organizational readiness for local businesses, schools and nonprofits
- Community preparedness to open their own shelter sites and support local feeding and caring
- Sustainable networks to support community participation in local disaster response planning



Source: Duncan Macleod, The Inspiration Room

An important element of the initiative strategy will be to enable the participating cities to opt-in, guided by criteria on eligibility and participation requirements/commitments. Ultimately, much of the initiative's growth is anticipated to take place through spontaneous engagement and the use of DIY tools for convening local coalitions. The IFRC and GDPC will develop a base set of DIY tools as part of the initiative to enable further growth and engagement to include any interested city.

The strategy will link the global and local tiers through a set of scaling activities that i) promote cross-learning and peer-sharing between local coalitions, ii) provide access to catalyst funding through grants to initiate community resilience actions; and iii) provide technology platforms for networking and collaboration through a Solutions Lab and related technology design and adoption support.

Partnerships

Most of the success of the initiative will rest on the extent to which effective partnerships can be established through the campaign and coalition mechanisms. It is the leverage from these partnerships that will augment RC/RC and civil society capacities locally and will enable multi-tier scaling globally. Key to the establishment of these partnerships will be engaging partners in the design of the initiative and building a shared ownership from very early stages. The RC/RC convening role is a powerful tool, but will need to be balanced with strong organizational and leadership skills, many of which can come from other local champions and organizations. The project will seek to i) encourage and facilitate these partnerships and ii) strengthen the skills of RC/RC National Societies to manage multi stakeholder partnerships effectively and become better advocates through a series of targeted forums and workshops that will enable both RC/RC branches and other community partners to engage in the design and roll-out of the initiative.

Local investment

Even in the largest disaster events, most of the resources for recovery are provided by local sources and through the local economy. Similarly, in pre-disaster contexts, most decisions are made within the context of the local governance processes and the local economy that most decisions about risk are made. International projects have often shown their greatest value by catalyzing local confidence and investment. The coalition strategy at the heart of the proposed initiative seeks to put this local investment process directly into the program algorithm, making it a direct leveraging tool rather than an indirect benefit. The initiative will do this through the engagement of private sector partners in the civic coalitions that are created and through the development of civic engagement strategies that tap local skills, expertise, and resources.

Sustainability

Sustainability is a key goal for targeting local investment through the initiative and coalition-building strategy. Resilience building is a long-term investment that necessitates ongoing commitment, engagement, and vigilance. The coalition strategy proposed in this proposal recognizes that the global activities under the initiative are merely initiating and catalyzing activities and are only successful if the initiative and coalition can also be rooted successfully locally. Most RC/RC National Societies are already well-integrated with their communities at the local and national level, and their relationships with and commitment to communities will be fundamental to the sustainability of the initiative.

Public-Private Partnerships

Private sector engagement is a significant objective of the proposed initiative and is one of the essential elements of the community resilience coalitions that the initiative will encourage and foster. Especially in the local context, private sector companies are rooted in the communities within which they are located and operate. Private sector companies thus have a direct interest in the success of local resilience efforts.

At the same time many of these companies are international in their operations and can also facilitate cross learning on opportunities for civic engagement on resilience.

It is also increasingly evident that private sector companies throughout the world are looking for opportunities to engage their staff in learning, development, and engagement opportunities that target larger social goods. The local coalitions and campaigns proposed under this project are intended to provide a consistent interface for engaging with the private sector to better accommodate and capture their interest in local resilience and to better channel corporate-wide interest at global, national, and local level through the initiative's multi-tier partnership, building substantially on the existing presence and engagement of the RC/RC network at each of these levels.

In each of the participating cities, specific efforts will be made to engage private sector companies and chambers/associations as key members of the community resilience coalitions that will be established in each city. In this way it is hoped that the private sector will be a key source of expertise, skills, financial support and other resources for leading and advancing the coalitions and the local campaign activities. This approach will also be informed by the current organizational development paradigm within the IFRC, often referred to as "Country Assistance Strategy 2.0", which focuses on expanding capacities for local resource mobilization.

6. Scaling

The core challenge in the initiative will be to vastly increase the number of communities involved in creating and applying effective models for community resilience. Rather than approaching this challenge in incremental terms, the RC/RC is interested to identify and apply approaches that can engage this set of communities at scale and consistently provide two inputs that are largely missing in existing programs: i) strong local coalitions and ii) effective scaling and connecting mechanisms.

To do this the initiative will build on the following elements:

- a) The RC/RC convening role (not a requirement, but certainly a strong starting asset in many cities and communities)
- b) A common model for local coalitions
- c) DIY tools to allow any interested community to opt-in
- d) Technology platforms and networking to support peer sharing and cross-learning, collaboration, and public engagement among the coalitions
- e) Catalyst support for the design and prototyping of local solutions that can be shared and applied across the wider network of cities and communities participating in the initiative

The attachments that follow outline how these elements could be strategically combined to foster a set of services and partnering opportunities to support communities worldwide in scaling up local action on resilience. The attachments include the following:

Attachment 1 highlights how the initiative would bring these elements together as an algorithm to support and develop local coalitions and civic partnerships as engines of community resilience. The local instances of coalition-building and collective problem-solving would be "product" of the initiative and the initiative itself would be the mechanism for scaling access to and application of this product. The illustration is following by a short chart that explains the "layers" in the illustration and then a subsequent section that details the scaling components that are anticipated to be part of the initiative.

Attachment 2 outlines the programmatic components that would provide the services to local coalitions to support capacity development, catalyzing actions, and ongoing learning.

Attachment 3 provides an alternate view of the information in Attachment 1 using an urban metaphor to highlight the relevance of the urban communities. A variety of communication strategies and products will be necessary to engage the diverse sets of partners that would be involved in the initiative; so this attachment is a proof-of-concept of an alternative depiction.

Attachment 4 highlights that next steps that the GDPC, American Red Cross, and IFRC are currently planning to follow-up the scoping study and commence activities under the initiative.

7. Conclusion

Paralleling current trends in urbanization and the concentration of cities in areas with relatively high exposure to natural hazards, an increasing portion of the world's population is exposed to shocks and stresses that run counter to the development improvements that are normally associated with urban growth. As events like the floods in Bangkok in 2011 and the Hurricane Sandy in New York in 2013 demonstrate, in many ways cities are becoming areas of increasing fragility, exposing those living in urban communities – and particularly in poor urban communities – to increasing and uncertainties.

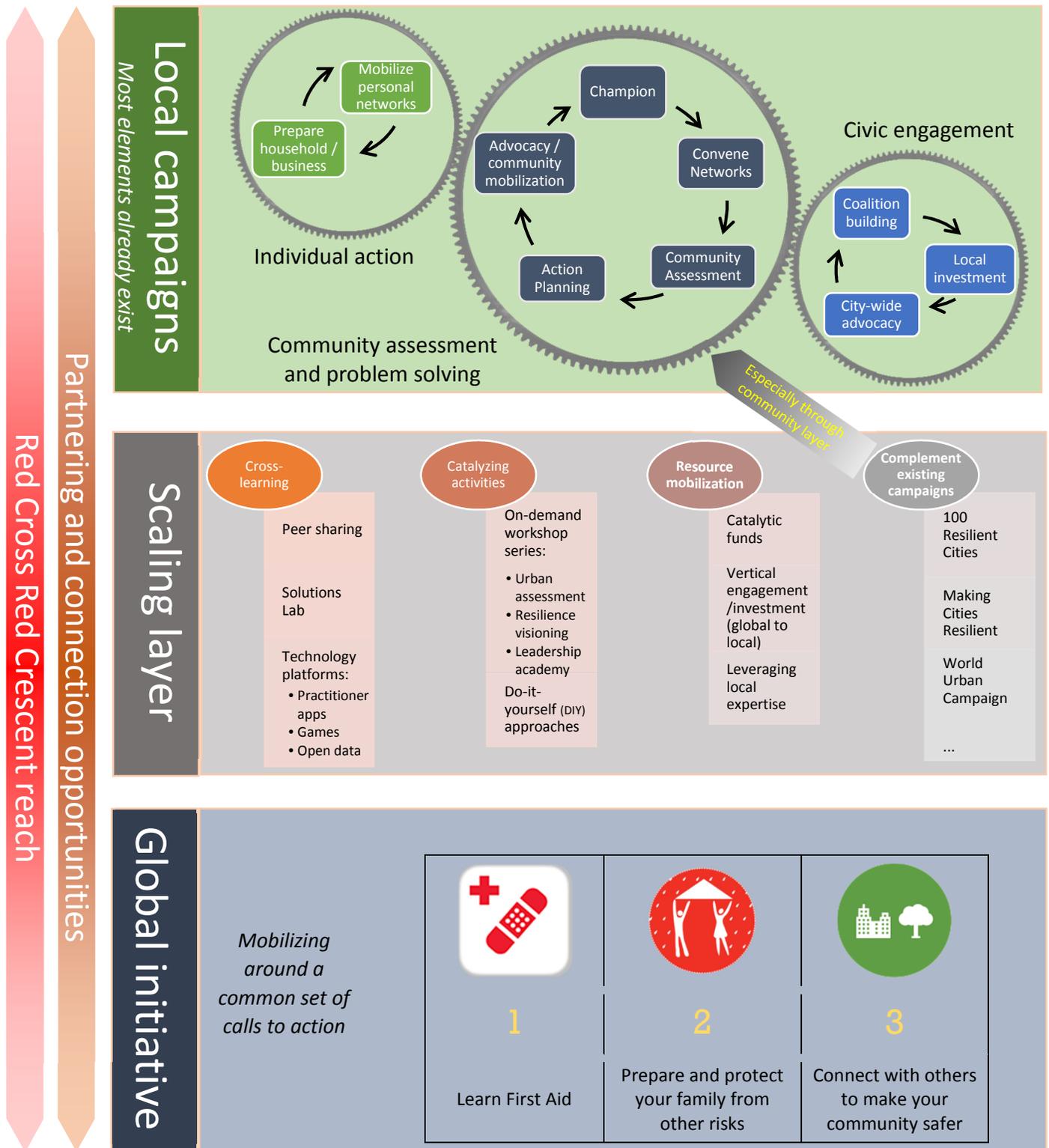
A variety of initiatives are underway to promote urban resilience and combat these trends through improved local governance and investment. However there are still important links to make in order to between bridge formal governance processes and community-level decision-making on resilience. The RC/RC believes that concerted action is necessary on a global scale to catalyze communities to take action and become more resilient to disaster events and reduce exposure to disaster shocks.

This scoping study has provided an opportunity for the RC/RC to identify options for scaling up community resilience and to map out the vision for an overarching strategy to bundle those options under a common initiative. This bundling would enable the RC/RC to i) maximize opportunities to leverage existing sectoral activities under a common focus on community resilience, 2) engage a wider set of partners in a shared initiative, and iii) create strategies for engagement and services that can be implemented at scale and to link grassroots and global action through the RC/RC and a wider network of partners.

Working through a multi-level initiative model with shared ownership among partners in the business community, foundations and academic organizations, governmental organizations, and other civil society partners, the RC/RC believes that global action on community resilience is an achievable goal. Local coalitions supported by opportunities for cross-learning and catalytic investment would provide an effective mechanism for preserving and capitalizing on local ownership. A global coalition of partners link through hybrid models of investment to local coalitions would provide a range of opportunities for partner engagement and an effective pipeline for resources. By linking local and global levels, building on the existing network of the RC/RC and its partners, and providing opportunities to plug-in to other existing urban resilience initiatives, the GDPC, American Red Cross, and IFRC believe that an effective algorithm for scaling up community action on resilience can be created.

Attachment 1. The blueprint for scaling up community action on resilience

The initiative should enable partnerships and engagement at a variety of levels, linking global and local aspirations for resilience, and connect the two with a robust set of scaling opportunities and resources.



Rallying around a common call to action

Historically the most significant successes in reducing disaster vulnerability have been the result of zero tolerance approaches – elimination of deaths and injuries from disasters. To achieve this same focus the initiative should target and track 1) elimination of disaster deaths and losses and 2) creating a momentum toward community resilience in each community.

Leveraging	Many of the tools and approaches that are needed are already being designed and tested in activities by the national societies throughout the RC/RC network, including the American Red Cross as well as by other community organizations. These include innovative approaches to service delivery in urban settings such as Preparedness Campaigns as well as mobilizing partners and contributing to advocacy efforts.
Coalition-building	Great examples of coalitions exist but we need to lower the barriers to entry and equip additional local RC/RC leaders to help build such partnerships. Using a local campaign/coalition model, the RC/RC can more effectively capture greater levels of corporate, academic and government interest and facilitate the establishment and strengthening of local partnerships anchored by the RC/RC. These partnerships in turn will help the RC/RC generate the capacity needed to scale up our safety and resilience initiatives both domestically and abroad.
Catalyzing	What is needed now are strategies and support for scaling up these activities to encourage a wider range of RC/RC practitioners and other community champions and organizers to adopt these tools and approaches and bring them into practice in their own communities and local contexts. Support for peer-to-peer sharing will be essential, recognizing that most of the innovation will come from the cities and communities themselves. As an example, American Red Cross leadership has requested to teach other Societies how to optimally structure their units to deliver first in-class preparedness, response, and recovery community service delivery.
Multiplying	Many existing models for community action require significant facilitation. In order to reach scale, we are also going to need to make use of other do-it-yourself (DIY) models that enable communities to self-start on addressing risk and resilience. These are not meant to replace our facilitated models when feasible; but they put more tools in our toolkit and enable a wider number of communities to participate.
Linking global and local	Too many campaign efforts in the past have been structured as simply global level public awareness campaigns. The RC/RC offers a unique anchor to create a global initiative coupled with local campaigns that drive community action so that the campaign spirit and mobilizing efforts create ripple effects at all levels. In this way the initiative can be a solid complement to existing campaigns as evidenced by the success of the action-oriented American Red Cross Preparedness Campaigns.
Connecting	Another key aspect for a successful action initiative is the creation of enabling opportunities for people working throughout the initiative at all levels to connect. The growing use of mobile apps provides a terrific platform for encouraging engagement within the initiative. We can also look to webinars and video to capture and share success stories and cross-pollinate effective solutions.

Attachment 2. Scaling components

Component 1: Foundation building

Scaling components

Before the initiative can begin to move forward, additional investments are needed to bring a larger number of internal and external stakeholders into the initiative design process. This component of the initiative will focus on these start-up activities in order to create a solid institutional and partnering foundation for the larger initiative.

Activities:

a) Building ownership across RC/RC and with external partners

Shared ownership of the initiative both within the RC/RC network and with a wider set of partners will be essential. To develop this ownership, the GDPC and IFRC will reach out to partners globally and regionally to engage them in the design and rollout of the initiative and will create a joint steering group – engaging a range of partners (both within at difference levels and outside the RC/RC) – to guide the initiative.

Within the RC/RC network, there is a significant opportunity to link the initiative to the revision of the IFRC Community Safety and Resilience Framework, which has already been presented in draft form at the RC/RC General Assembly in November 2013, and is currently being finalized. The project team will be able to take advantage of a variety of ongoing RC/RC consultations related to resilience to share the initiative concept and engage interested RC/RC National Societies in the initiative design and prototyping process. Already the IFRC and GDPC has begun these consultations at a meeting of RC/RC Resource Centres at the end of April 2014 and a meeting of a RC/RC Disaster Risk Reduction working group in early May 2014. The IFRC also has a variety of other ongoing initiatives to which the initiative can be linked. The outcomes of the current IFRC Partnership for Urban DRR/DM, including the IFRC global Approach for Urban DRR/DM and the Red Cross and Red Crescent Guidelines for Urban DRR/DM which are expected to be developed by early 2015, will feed in and contribute to the initiative. Similarly, the IFRC has been developing a set of harmonized messaging, under its Public Awareness and Public Education program, to facilitate disaster reduction awareness and the scaling-up of efforts to create a culture of safety and resilience. To promote consistent actions by the public with credibility, legitimacy and strong impact, the IFRC is working to ensure that these key messages are harmonized and consistent, backed by a consensus of key stakeholders, and based on the best knowledge available at the time.

Externally as well the IFRC and GDPC will be meeting with a variety of potential partners including foundation and NGOs, private sector, and other humanitarian and development agencies to identify interested potential partners. With the vertical partnering strategy, potential partners can opt to engage at a variety of levels to best match their global, regional, country, and local interests and connections.

b) Resilience Forum

The IFRC and GDPC will support a global Resilience Forum that the IFRC will host in Colombia in October 2014 and that will focus on addressing risks from climate change and other hazards. This forum will provide a significant opportunity to engage 80 or more of the RC/RC National Societies and encourage their participation and engagement in the design and prototyping of the initiative. The project team will present the initiative concept in plenary at the meeting and hold a variety of smaller feedback sessions to gather input and ideas from different segments within the RC/RC network. Feedback gained from these sessions will be analyzed and incorporated into the future planning of the initiative.

Component 2: Catalyzing activities

Scaling components

The success of the initiative globally and of the coalition-building activities in each city will depend in large part on effective community facilitation on the part of local champions for resilience. To encourage and inspire potential champions, the initiative will support a series of catalyzing activities to identify potential champions and provide leadership development opportunities to them through a series of regional and local events. The objective of these activities will be to progressively develop the champions' skills for coalition-building through regional events and then apply those skills in their own cities through resilience vision and urban assessment workshops (styled as planning "charrettes").

Activities:

a) Call for applications

The IFRC and GDPC will initiate the local campaign activities with a call for applications from interested RC/RC National Societies and urban branches. The call for applications will be accompanied by a detailed description of the planned program activities under the project and the IFRC and GDPC will follow-up with interested National Societies to further brief them about the initiative. National Society branches in eligible cities will be encouraged to identify potential civic and community partners as part of their development of their application. The application process will provide an opportunity for strongly interested National Societies and branches to "opt-in" to the program.

b) Ideas and Leadership conference

The initiative will be anchored with a kick-off conference – and series of follow-up conferences – bringing all of the interested city RC/RC branches together along with key partners from their civic communities. The conference will focus on maximizing opportunities to galvanize civic and community actions in the participants' cities and outline the opportunities for engagement and support under the initiative. In particular the conference will highlight approaches to coalition-building, creative partnering, and resource mobilization to maximize the innovative use of local skills, knowledge, and experience.

The conference(s) will be complemented by short series of workshops to move the planning focus closer to individual cities and their specific contexts but also to encourage cross-learning and peer-sharing.

c) Resilience visioning workshops

The first set of workshops will focus on resilience visioning and will bring together teams from 2-3 cities to work through a scenario-based analysis of resilience needs and opportunities, emphasizing in particular future needs based on projected climate change consequences and urban growth patterns. Each of these workshops will be hosted in one of the participating cities and an early part of the workshop will focus on a community resilience field study in the host city to provide common themes for analysis and encourage concrete problem-solving in the other sessions of the workshop. Before the workshop the project team will work with each of the city teams to create an inventory on what has already been done in that city in regards to community-level climate resilience, disaster preparedness, and disaster risk reduction. During the workshop each of the city teams will be encouraged to identify key priorities in terms of resilience challenges to be addressed in their cities and then will

use a series of problem-solving exercises to explore different types of solutions to those challenges. City teams will leave the workshop with a draft planning document describing how to start their local campaign activities.

d) Urban assessment charrettes

Based on the resilience visioning workshop, each participating city will be encouraged to host a follow up charrette-based workshop to engage a wider, city specific set of partners from its local coalition in the assessment of city-wide risks. The American Red Cross has already developed the methodology for inclusive urban assessment charrettes – under a collaboration with the Institute for Social and Environmental Transitions (ISET) – that will be adapted for use with the initiative. The charrettes will be organized around city specific community resilience field studies and will provide opportunities for peer exchange visits among the city coalitions. The envisioned outcome of these charrettes is the identification and prioritization of particular communities susceptible to climate risks and experiencing difficulties coping with recurrent shocks and stresses. The outcomes of the ongoing pilot projects in five cities under the IFRC Partnership for Urban DRR/DM will also be used to contribute to the design of the assessment charrettes and other relevant parts of the broader initiative.

e) Development of guidance for DIY approaches

In addition to the workshops described above, the initiative will also pull together from the workshops and related guidance a DIY toolkit or campaign-in-a-box for community organizations that are interested to lead their own coalition-building process. This toolkit will include specific modules for climate change adaptation and will draw from preliminary work by the Red Cross Red Crescent Climate Centre and the IFRC CPRR department. Several models for this type of toolkit already exist (e.g. the community resilience starter kit developed by the Federal Emergency Management Agency in the United States.). This DIY guidance will be shared with interested communities throughout the world to provide a true opt-in, grassroots participation option.

Component 3: Community grants

Scaling components

The heart of the initiative strategy is to encourage and enable concerted local action on resilience to climate risks and other hazards. To be effective at community-level, resilience solutions must be community-owned. So the initiative will also support a grant mechanism to catalyze local problem-solving on resilience and spur local investment through a requirement that local resources be provided as a “match” to the grant amount.

Activities:

a) Core grants for catalyst activities

To catalyze activities by the civic coalitions in each of the participating cities, the initiative will support a set of modest catalyst grants to which city coalitions can apply. These grants could be used for a variety of projects, e.g. marketing, micro-mitigation, etc. to initiate activities under the local campaign and in response to needs identified in community VCA processes. The grant design and vetting/selection process will be guided by a set of eligibility criteria that are reviewed with the participating city teams ahead of time. These grants will also require a local match

through the contribution of financial or other resources. The grant proposals will be reviewed and selected by the initiative steering group that will be established during the initiation of the project.

b) Supplementary competitive grants

In addition to the core grants outlined above, the project will also support a second set of competitive grants that the cities can apply for to support additional climate resilience activities under the local campaign. These grants will have similar eligibility criteria but will enable the city teams to support particular projects in more depth. The results between cities that receive the supplementary grants and those that do not will be compared to assess the impact of the access to additional funding. These supplementary grants will also require a local match through the contribution of financial or other resources. The grant design and selection process will be guided by a set of eligibility criteria that are reviewed with the participating city teams ahead of time. The grant proposals will be reviewed and selected by the initiative steering group that will be established.

Component 4: Cross-learning

Scaling components

Ultimately the strengths of the global initiative will be in its lateral reach. To support lateral connections between participating city coalitions, the initiative will encourage and enable cross-learning among and between city coalitions, providing a broad base for innovation and mutual learning and support.

Activities:

a) Peer sharing

One of the strongest benefits of using a broad-based campaign strategy is the opportunity for significant cross-learning among the participating city coalitions. Since many cities face similar challenges as a result of climate change and their coastal exposure, many of the community resilience solutions that are explored in each will be relevant in the other cities. To maximize this potential for cross-learning, the IFRC and GDPC will build a multi-lingual platform for local peer sharing on resilience (as an offshoot to the existing Preparecenter.org website) that will serve as the foundation for these activities. The emphasis will be connecting knowledge demand and supply among the participating city coalitions, since in many ways the coalitions are best placed to identify relevant learning and feasible solutions. The platform will be web-based but optimized for mobile use (through responsive design and an app interface).

b) Solutions Lab

The Solutions Lab would be a separate grant pool from the community grants to specifically support the development of solutions to common issues raised among the city coalitions. The Solutions Lab would respond to suggestions from city coalitions, vet that the need is a general need, and seek to develop appropriate solutions. The solutions might be contracted through a regional or global process or they might be contracted within one of the participating city teams to maximize relevance and facilitate on-going maintenance and support as needed.

c) Technology platforms

The initiative will also support the use of other technology platforms to enable both public and partner engagement in the local campaign efforts. Three types of platforms are envisioned at this proposal stage.

- Promote existing technologies (mobile apps, games)

The RC/RC network through a collaboration of the GDPC, British Red Cross and American Red Cross has developed a Universal App platform on which a set of country-specific first aid and hazard apps are currently being developed. OFDA has supported the development of the hazard app in 5 countries in Southeast Asia (Indonesia, Myanmar, the Philippines, Thailand, and Vietnam) under 'Mobile Communication for Preparedness in Southeast Asia', AID-OFDA-G-13-00038. The IFRC and GDPC are also pursuing a new project proposal with OFDA to support the development of an electronic game to promote disaster preparedness learning, starting in Indonesia and potentially building to include other countries in Southeast Asia and globally.

Under the proposed initiative the participating city coalitions would be encouraged to use and promote these apps and games, where available, as part of their local community safety and resilience campaigns.

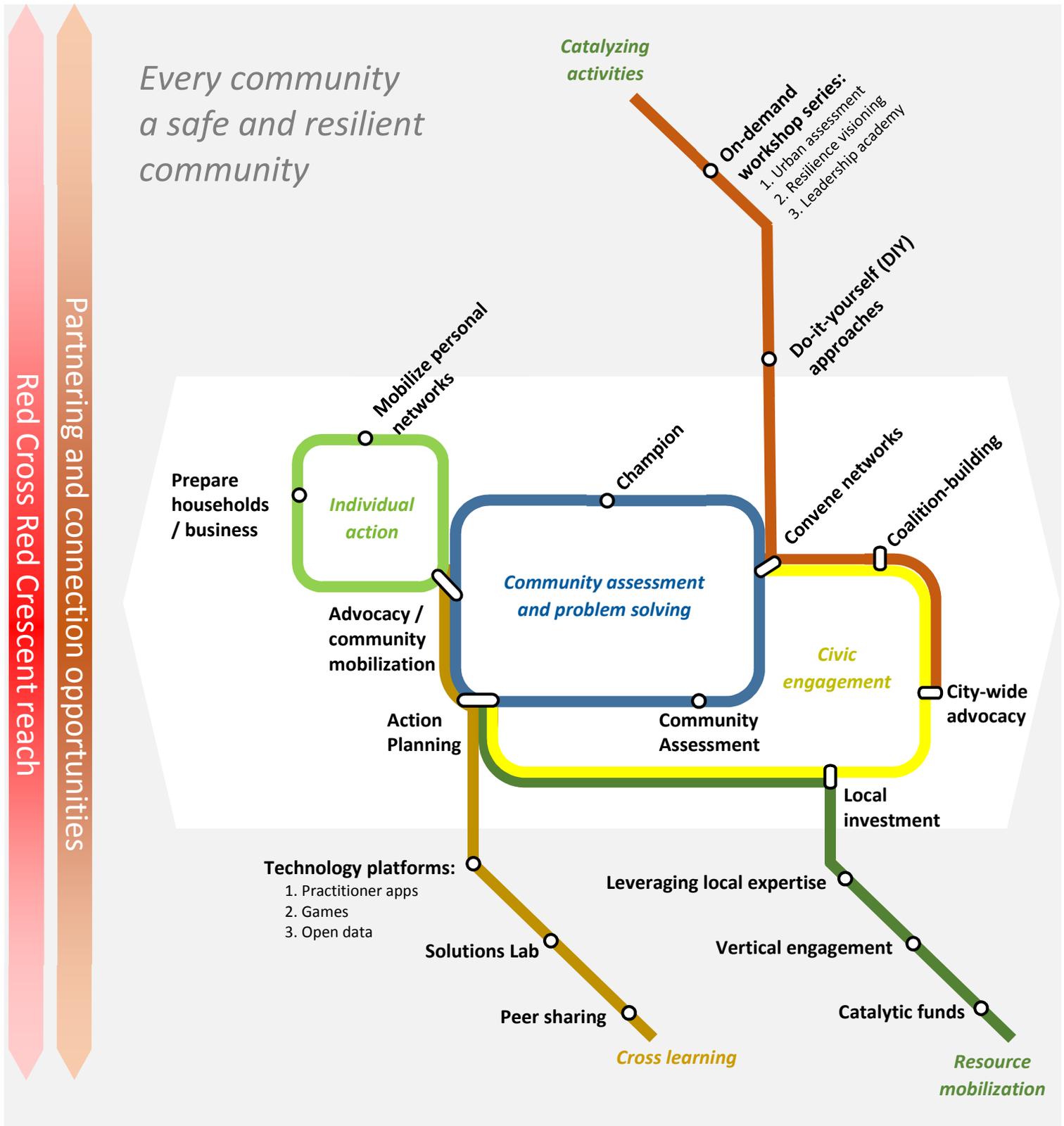
- Resilience challenges: Crowd sourcing assessment

The proposed project would also support the development of new tools, either within the existing apps mentioned above or through local social media platforms, to support public engagement and crowd-sourcing of different types of assessment or resilience data. Rather than creating a virtual version of entire assessment tools, the goal would be to create a virtual quiz/survey linked to real-life assessment that would enable individual community members to contribute small blocks of assessment data as small tasks or challenges – helping to pull together a broader data set but also to engage community members in the local campaign.

- Open Data

The project would also seek to make available to the city coalitions a set of basic open data tools drawing on recent work of the American Red Cross and British Red Cross in particular with Geographic Information Systems in support of disaster response in the Philippines for Typhoon Haiyan and elsewhere and as part of a new resilience-building project being developed in Kathmandu with the Nepal Red Cross. The goal would be to have a common place to collect and organize community assessment and resilience data and to then use that open data store as a mechanism for integrating community data with other data sources available through the local government or other organizations.

Attachment 3. An alternative view of the blueprint (adapted for urban “riders”)



Attachment 4. Planned Next Steps

Below is an outline of next steps that the GDPC, American Red Cross, and IFRC are planning to take forward the results of this scoping study:

	Jun 2014	Jul – Sept 2014	Oct – Dec 2014	Jan – Mar 2014
<i>Build and consolidate support through the RC/RC</i>	Continue planning to link the resilience initiative as operational complement to IFRC Community Resilience Framework	Continue linking efforts with IFRC Community Resilience Framework Outreach to IFRC zone offices to gather feedback	Consult with wider set of RC/RC national societies (~80) at Colombia Resilience Forum (Oct.)	Solicit expressions of interest from RC/RC national societies
<i>Engage wider set of partners</i>	Submit proposal to OFDA to support prototyping of initiative in 8-10 cities in SE Asia Explore mutual interests with Zurich Financial Services	Follow-up discussion with Rockefeller Foundation Review initiative concept with Anne Ray Charitable Trust	Convene anchor members of global partner coalition	Continue roll-out of global partner coalition
<i>Prototype urban-community resilience initiative</i>		Visit St. Bernard Project with Zurich Financial Services	Start potential OFDA grant to prototype in 8-10 cities (SE Asia)	