# Urban Disaster Management Workshop

Manila, Philippines

August 18-21, 2014

![International Federation of Red Cross and Red Crescent Societies]

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# CONTENTS

# ACRONYMS AND ABBREVIATIONS

| | |
|---|---|
| **ACCORD** | Assistance and Cooperation for Community Resilience and Development |
| **ALNAP** | Active Learning Network for Accountability and Performance in Humanitarian Action |
| **BRC** | British Red Cross |
| **CTP** | Cash Transfer Programming |
| **DM** | Disaster Management |
| **DM Reference Group** | DM Representatives from 17 National Societies in Asia Pacific and Middle East |
| **DRM** | Disaster Risk Management |
| **DRR** | Disaster Risk Reduction |
| **FRCS** | Fiji Red Cross Society |
| **GDPC** | Global Disaster Preparedness Centre |
| **HQ** | Headquarters |
| **ICRC** | International Committee of the Red Cross |
| **ICT** | Information and Communication Technology |
| **IEC** | Information Education  and Communication |
| **IDP** | Internally Displaced Persons |
| **IDRL** | International Disaster Response Law |
| **INGO** | International Non-Government Organisation |
| **IFRC** | International Federation of Red Cross and Red Crescent Societies |
| **IRC** | Iranian Red Crescent Society |
| **JRCS** | Japanese Red Cross Society |
| **HLP** | Housing, Land and Property |
| **MMDA** | Metro Manila Development Authority |
| **NDRRMC** | National Disaster Risk Reduction and Management Council |
| **NGO** | Non-Government Organisation |
| **NRCS** | Nepal Red Cross Society |
| **NS** | National Society |
| **NZRC** | New Zealand Red Cross |
| **PAPE** | Public Awareness and Public Education |
| **PMI** | Indonesian Red Cross |
| **PRC** | Philippine Red Cross |
| **RCSC** | Red Cross Society of China |
| **RCRC** | Red Cross/Red Crescent |
| **RFL** | Restoring Family Links |
| **RMS** | Resource Management System |
| **UN** | United Nations |
| **USAR** | Urban Search and Rescue |
| **VCA** | Vulnerability and Capacity Assessment |
| **WASH** | Water, Sanitation and Hygiene |

# EXECUTIVE SUMMARY: WORKSHOP MESSAGES

It is predicted that the fastest rates of urbanization will take place in China, South-East Asia and South Asia, **with cities absorbing two million new urban residents every month and projections that built-up areas will triple in the coming two decades. This rapid urbanization poses incremental and serious risks and also challenges the current practice for the Red Cross/Red Crescent Disaster preparedness, response and recovery.** The impacts of climate change are being distributed unevenly among urban populations, with **low-income groups particularly vulnerable due to their greater exposure to hazards and their lower levels of adaptive capacity**.

To address the challenges from these emerging issues, 15 National Societies from the Asia-Pacific region - as well as representatives from Partner National Societies, the IFRC Secretariat, the ICRC, and representatives from Government authorities, UN, NGOs, academic and private institutions - gathered in a three day interactive and participatory workshop and developed **key strategic and operational messages.** These key messages, listed below, are to be **shared and disseminated throughout the region, with specific relevance to:** the *DRM units/departments within National Societies and the IFRC Secretariat; other Movement partners* and to *external partners.* These messages from the workshop or from the National Societies are also intended to provide input to:

- RCRC 9th **Asia Pacific regional conference** in Beijing, October 2014.
- Revision process and strategic directions for the **Asia Pacific's DM strategy for 2015-2018**
- **IFRC Global Approach and Guidelines** on **Urban DRR/DM**.
- **Recommendations for operational tools** and services within the RCRC.


Pursuant to the World Disaster Report 2010, focusing on urban risks, substantial work has been done to tackle the urban challenge. Several major urban studies aimed at providing programmatic directions for the RCRC in building urban resilience were carried out by the Americas and Asia Pacific zones. In line with the increased awareness and growing needs, a review of the Vulnerable Capacity Assessment (VCA) was conducted to include risks from climate change and urbanisation. Parallel to these efforts, regional consultations and workshops have focused on the urban challenge, including the Bangkok Urban Resilience workshop 2013 & the Urban Learning workshop in Kathmandu in May, 2014.

# PRIMARY MESSAGES

## 1. Urban Risk Assessment:

- Urban risk assessment should identify the **priorities and perceptions of risk of vulnerable urban groups** and communities, enabling National Societies to **focus their efforts on the most vulnerable** and excluded.

In order to achieve this, our responsibilities include:

o Combine and apply multi-sectorial VCAs with National Societies and other technological data collection methods.
o Partner with NGOs, Government authorities and academic institutions to analyse secondary data.

## 2. Green Response:

- **Understanding environmental impact and climate information** in urban risk reduction measures will **allow better humanitarian operations** which will **contribute to sustainable development**.

In order to achieve this, our responsibilities include:

o Consolidation of good practice into existing tools & guidance notes for disaster risk management.
o Review past experiences and capture learning for improved future response.
o As National Societies, ensuring we proactively partner and advocate in our programs to reduce impact on the environment from our programs.

## 3. Urban Volunteer Management:

- Acknowledging high diversity in urban contexts, National Societies need to adapt by **increasing volunteer diversity**, providing **flexibility with volunteer time commitments**, and **preparing for spontaneous volunteers** following urban disasters.

In order to achieve this, our responsibilities include:

o Invest more in building the capacities and ensuring the welfare, protection and recognition of urban volunteers and staff.
o Ensure volunteer demographics is reflective of urban diversity.
o To the extent possible, maintain flexible arrangements with volunteers - based on their personal situations.
o Include in contingency planning, how (if) spontaneous volunteers will be utilized and the requirements needed – including RCRC orientation, background checks, etc.

## 4. Disaster Law in the Urban Context:

- National Societies **play an important role**, as a **voice for the most vulnerable**, to support and **participate in the development of strong legal, policy & institutional frameworks** to reduce disaster risk in urban environments. National Societies are in a unique position, as a **bridge between communities and national/local authorities**, to **promote understanding, awareness and implementation** of these frameworks.

In order to undertake this role, our responsibilities include:

- *Increasing the knowledge & capacity with National Societies in disaster law and legislative advocacy (e.g. peer to peer learning amongst National Societies).*
- *Identifying and using opportunities/entry points to engage and collaborate with relevant stakeholders (e.g. national authorities, NGOs, UN).*
- *Enhancing capacity of staff and volunteers to mobilize and disseminate information about disaster law and work with communities at risk to develop a greater understanding of laws relevant to disaster risk reduction and response.*

## 5. Hidden social issues:

- As National Societies, **we need to better understand** and **increase our focus, on social issues (cohesion, isolation or marginalization and identity)** within urban areas.

In order to achieve this, our responsibilities include:
- o Building understanding and capacities of National Societies.
- o Partnering with specialized agencies & local stakeholders.
- o Improving existing tools to better target advocacy for the socially marginalized and excluded groups.

## 6. High number of stakeholders in urban areas:

- As National Societies, we need to **proactively establish multi-stakeholder partnerships** in urban contexts in preparedness, response and recovery activities. In addition to partnering with affected and/or at-risk communities, there is a clear need to **proactively pursue partnership with various institutions** in urban contexts, including **Government authorities, private businesses/entities, NGOs, UN and academia**

In order to achieve this, our responsibilities include:
- o Linking with external partners and develop mutually beneficial partnerships, to include an exchange of new ideas, expertise and knowledge.
- o Through CSR initiatives, partner with corporate entities in all aspects of Disaster management, while serving as a conduit to communities and schools
- o Capitalize on the opportunity to promote corporate and institutional volunteer services
- o Ensure communication with partners from different sectors remains relevant and accessible to them.

## 7. Engaging with and advocating for the most vulnerable in urban and peri-urban contexts:

- As National Societies, we need to **work in partnership with communities and external stakeholders** to **identify** needs based on **capacities, address vulnerabilities & advocate with and for the most vulnerable** urban groups.

In order to achieve this, our responsibilities include:
- o Work closely and proactively through grass roots entities and local institutions – including work places, schools and community groups.
- o Setup services in the most vulnerable communities to increase reach, build trust and strengthen local capacities.
- o Build branch skills in assessment, in influencing decision makers, mobilizing resources, and promoting local partnerships in supporting vulnerable urban groups.

## 8. Recognising the urban continuum:

- There is a need to **focus not only on megacities**, but also on **medium and small cities, towns**, peripheral urban areas with a **high concentration of informal and mobile populations**.

In order to achieve this, our responsibilities include:
- o Ensure better targeting and integrated programming in megacities through building capacity on National Society/Chapter volunteers to capture and understand the dynamics between population movement, risk reduction and urbanization.
- o Identify and address the links between urban and rural populations and the process of urbanization

## *9.* **Contingency Planning**:

- As a movement, we need to **enhance the institutional capacities of National Societies** through a coordinated approach - including promoting **volunteer retention**, specialised **training of staff and volunteers**, **more effective planning** and developing a solid basis for resource mobilization.

In order to achieve this, our responsibilities include:
- o Work with National Government and authorities to promote volunteering.
- o Develop recognition systems for volunteering.
- o Develop funding plan/appeals for contingency planning in National Societies

- **Collectively, we need to improve technical and operational capacities**, **methodologies and standards for contingency planning** through innovations and efficient **use of modern technology**, in order to: enhance urban **risk understanding and assessment**; the development of new, or **upgrading existing operational tools**; developing **realistic disaster scenarios** and operational **standard operating procedures**.

In order to achieve this, our responsibilities include:
- o Implementing a train the trainer program via webinars/online platforms & resources
- o Utilize Resource Management systems (RMS)
- o Appoint focal points for contingency planning to learn and develop/implement within each National Society.

- We have an opportunity to **enhance regional cooperation among National Societies of Asia-Pacific**, and with other regional partners **through exchange of knowledge, learning and expertise**, bilateral or multi-lateral exercises, simulations and disaster risk assessments.

In order to achieve this, our responsibilities include:
- o Develop and implement an annual schedule of simulations in AP zone – coordinated by the secretariat
- o Hold pre-disaster regional meetings every two years.

## *10.* **Lessons from Haiyan**:

- **Mainstreaming risk reduction across all urban initiatives**: National Societies need to consider - and apply risk reduction measures in all aspects of urban preparedness, response and recovery.

In order to achieve this, our responsibilities include:
- o Support the Formulation of guidelines, SOPs and standard models to follow
- o Capturing and sharing of good practices and lessons learnt from other National Societies, NGOs and Governments' experiences

- **Innovative programming**: National Societies should not only look within their existing capacity in response and recovery, but should look forward and innovate to expand its humanitarian service delivery in urban contexts.

In order to achieve this, our responsibilities include:
- o Developing partnerships with private sectors and CSOs for resource mobilization and access
- o Networking and partnering with the technical expertise from other National Societies.
- o National Societies investing in capacity building initiatives - beyond the traditional lifesaving practices

# ADDITIONAL  KEY MESSAGES

## Investing in capacity development:

- In order to **most effectively prepare for, response to, and recovery from urban disasters**, we need to **ensure a dedicated focus on capacity support & training to staff and volunteers** of National Societies

## Integrated and inclusive urban programming:

- Ensure urban risk reduction and disaster management programming is **adapted to address the diverse & complex needs of vulnerable populations** – ex: migration, food security, livelihoods, Water, Sanitation & Hygiene, health, urban youth, people living with disabilities, and gender focused programming.

## Urban Violence:

- There is a need to **leverage the unique position and role of  National Societies** before, during & after **times of  violence or conflict**  to **promote humanitarian values** and maintain our presence and commitment to our communities
- Due to the **unpredictable nature of urban violence and conflict**, all **National Societies and volunteers should be aware of and have access to the necessary support or equipment** (Safer Access Framework, IHL, PSS, etc.)

## Cash Transfer Programming:

- **Cash is flexible & useful**, as are some in-kind goods. **Unsolicited in-kind goods can have negative consequences** and cost National Societies more than they help.
- We need to **institutionalise Cash Transfer Programming as a modality**, whilst constructively challenging (through case studies), the culture of conditionality

## Capturing and learning from Movement experiences:

- As National Societies, we need to **better capture and share experiences** in urban **risk reduction, preparedness, response and recovery** programming.

## Beneficiary communications:

- Ensure communication with beneficiaries remain timely, relevant, accessible and well understood by target communities, whilst utilising the latest advances in modern Information & Communication Technology (ICT)

# INTRODUCTION

**Workshop rationale**:

During the past five years, **Asia Pacific has experienced high population growth and social-economic development**. Dynamic regional cooperation frames the larger political scene, while bilateral cooperation extended to the rest of the world has profiled Asia Pacific as full of energy and opportunities. However, there is a growing concern worldwide that **rapid urbanization, changing patterns in vulnerability** and the increased **intensity and frequency of weather-related disasters**, poses new challenges for risk reduction and effective response, especially within Asia-Pacific. The world is changing fast; the **RCRC Movement needs to remain at the forefront** in responding to these challenges and remain relevant for the growing number of vulnerable citizens in urban environments:

- In 2012, 46% of total population- 1.96 billion people- in Asia Pacific lived in urban areas[1]. This region has accounted for about 65 per cent of the demographic expansion of all urban areas across the world since the beginning of the 21st Century[2]
- By 2020, it is expected that the percentage of urban residents living in low-middle income countries will rise to 80% the total urban population projection for 2050 is 70%
- It is expected that by 2020, another three Asian cities – Beijing, Dhaka and Mumbai – will have reached the 20 million mark[3] with the urban population in Asia Pacific is expected to reach 50% [4]
- Global population currently living in slums and informal settlements is estimated at 1.5 billion; with more than 500 million people in Asia Pacific live in slums or informal settlements [5]
- 7 million premature deaths annually linked to air pollution in 2012 globally[6]
- 1.3 million people estimated to die annually from road traffic accidents globally[7]
- Currently only 600 urban centres generate about 60 percent of global GDP.[8]

To outline the vision and approach of all 37 National Societies in the Asia Pacific to cope with these challenges, the Asia Pacific Disaster Management Strategy was first drafted and adopted for the period 2006-10 with a subsequent revision for the period 2010-14, known as the Amman declaration. As such, the current strategy is due to be revised in early 2015.
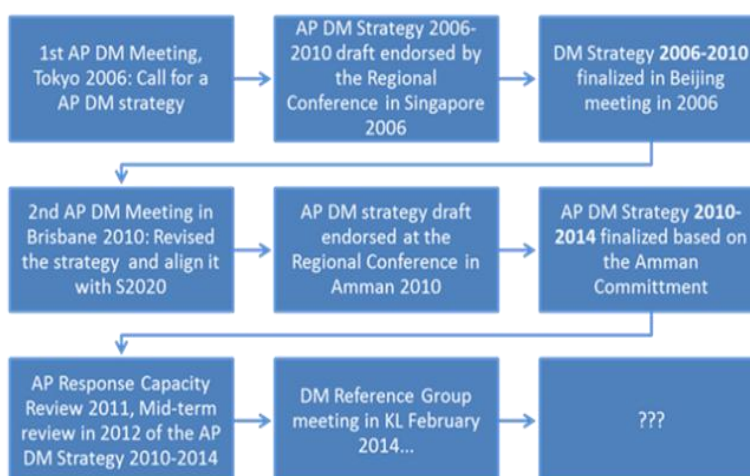
As part of the process to develop the new strategy throughout, 2014 a series of forums were held: the Disaster Management Reference Group (February); the Civil and Military Forum (May); and this Urban Disaster Management Workshop (August). All of which will contribute to the Statutory Conference in Beijing in Oct and inform on the next strategy.



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[1] UNESCAP Statistical yearbook Asia Pacific http://www.unescap.org/stat/data/syb2013/
[2] State of the world's cities 2011/2012 - UNHABITAT
[3] State of the world's cities 2011/2012 - UNHABITAT
[4] UNESCAP Statistical yearbook Asia Pacific http://www.unescap.org/stat/data/syb2013/
[5] UNESCAP Statistical yearbook Asia Pacific http://www.unescap.org/stat/data/syb2013/
[6] WHO http://www.who.int/mediacentre/news/releases/2014/air-pollution/en
[7] UN http://www.un.org/News/Press/docs/2013/sgsm15005.doc.htm
[8] McKinsey Global Institute – Urban world: mapping the economic power of cities

During the DM reference group meeting the members agreed to form a technical working group to develop a concept note for this workshop entitled Urban Disaster Management Workshop. The members of the Technical Working group developed the concept note, set out the goal and objectives of this workshop.



World Disaster Report 2010

Urban resilience workshop-Bangkok

EMI study 2012

DM reference group prioritise urban DM

Urban learning workshop-Kathmandu

DM reference group-urban workshop themes develop themes for Manila Urban DM workshop

Urban DM workshop & key messages

## Goal:

The **Urban Disaster Management workshop**, was a direct response to the many voices raised by National Societies to **address urban Disaster Management issues with a progressive strategic and operational approach to urban preparedness, response and recovery**.
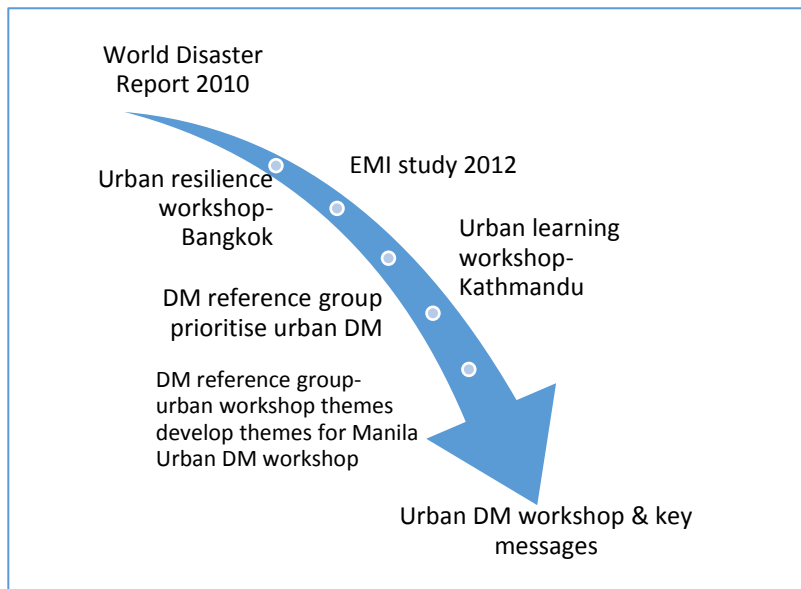
## Objectives:

1. **Increase knowledge** on emerging urban Disaster Management issues & **sharing of National Societies good practice**.
2. Provide directions for future strategic work – including a **framework for the Asia Pacific zone on urban DRR and DM strategy.**
3. Identify needs and opportunities for innovative approaches to urban Disaster Management.
4. Provide inputs to RCRC **Asia Pacific statutory conference** in Beijing, October 2014.
5. Provide inputs to the **IFRC Global Approach and Guidelines on Urban DRR/DM**.
6. Provide informed discussion on **operational tools and services** within the RCRC.

## Workshop Themes and key messages – these were developed through consultation with the Technical working group :

The various sessions throughout the workshop, including **presentations, panels, group discussions** and **technical breakout sessions**, discussed a range of various themes key to the urban environment, including, but not limited to:

- Contingency Planning in Urban contexts
- Urban Volunteer Management
- Cash Transfer Programming
- Urban Risk Assessment
- Disaster Law in urban contexts

- Violence in urban contexts
- Engaging with multiple stakeholders
- Environment and climate change
- Lessons learnt from the Haiyan response

Following the feedback and prioritised discussion topics of the Disaster Management Reference Group, the workshop was structured with the guiding questions, including: *Where do we come from?; Where do we want to go?; and How do we do it?*

## Target Audience:

The workshop brought together representatives from 15 National Societies from Asia-Pacific and MENA, in addition to Partner National Societies, IFRC Secretariat, the ICRC, a range of representatives from Government authorities, UN, NGOs, academic and private institutions.

## Methodology and approach:

Throughout the workshop, the aforementioned three guiding questions were **addressed through a range of methodologies**, including:

- Sharing perspectives on urban Disaster Management and good practices from National Societies;
- Discussing the needs and thematic areas to bring the urban Disaster Management agenda forward, and;
- Identifying, agreeing to, and prioritizing **key strategic and operational messages** for future strategy and programming.

## Process of identifying & developing key messages

- Throughout the workshop, by **capturing themes** in panel discussions, National Society presentation and small group work and breakouts, components of **key messages were packaged and presented back to participants as emerging themes.**
- On the final day of the workshop, key messages were **drafted onto 'message boards'**, discussed and **further refined in small groups**. Participants were grouped according to their priority key messages.
- **Key messages** were then **presented in plenary** by workshop participants, and **prioritized according to workshop participants' individual rankings**.
- **Within this report, all key messages identified have been included**, with **specific reference to several messages** which have received a high priority by workshop participants – classified as '*primary messages'*.
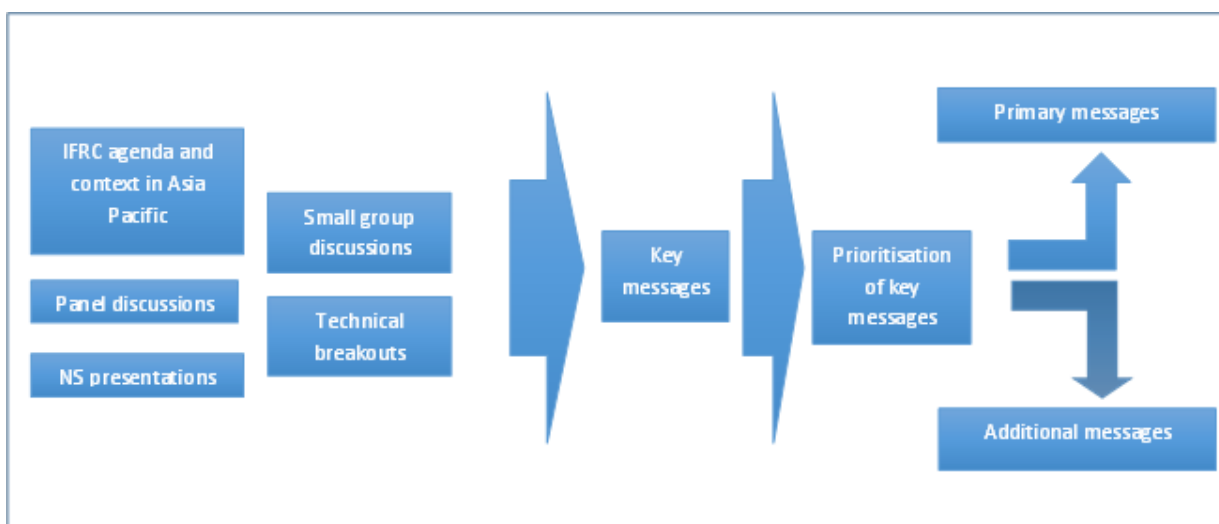


The following sections present the summaries and key messages from each of the discussions during the workshop.

# Linking the regional and global urban agendas

## IFRC & Iranian Red Crescent Partnership for Urban Disaster DRR & DM

Pursuant to the World Disaster Report 2010, focusing on urban risks, substantial work has been done to tackle urban programming issues. Several major urban studies aimed at providing programmatic directions for the RCRC in building urban resilience were carried out by the Americas and Asia Pacific zones. There has been increased awareness of the need for more involvement in urban disaster risk management, and an emphasis to adapt or review RCRC tools, including the Vulnerability Capacity Assessment (VCA) to include climate and urban risks and new approaches for urban volunteering.

The IFRC Partnership for Urban DRR & DM, initiated in May 2013, aims to strengthen National Societies' capacity to support resilience building and enhancing disaster preparedness and response in urban areas, through:

- Scaling up RCRC activities to reduce urban disaster risks and vulnerability
- Strengthening RCRC capacities to effectively respond to urban disasters

The partnership has been categorised into three distinct phases, including:

***Phase one: Desk review and review of available materials:*** This has resulted in the collection of over 480 documents relating to the urban context, including thematic areas such as migration, shelter, climate change adaptation, violence, food security, and health.

***Phase two: Regional workshops & consultations:*** A total of nine workshops across the globe have been held to date. These workshops have provided greater insights into the role of the RCRC in urban areas.

***Phase three: Urban disaster risk reduction & management pilot city studies:*** In order to enhance the RCRC capacities in urban disaster risk reduction and management, the IFRC is currently supporting pilot projects in five key cities - Jakarta, La Paz, Nairobi, Tehran and Yerevan.

***Phase four: Global Urban Forum:*** Global event to discuss, review, and institutionalise the compiled research, results, lessons learned and analysis from previous and on-going urban initiatives.

Following the successful completion of all four phases – expected by end 2014, Results will inform the development of **an IFRC common approach and practical guidelines for NSs on Urban DRR/DM** – ready for dissemination by mid-2015.
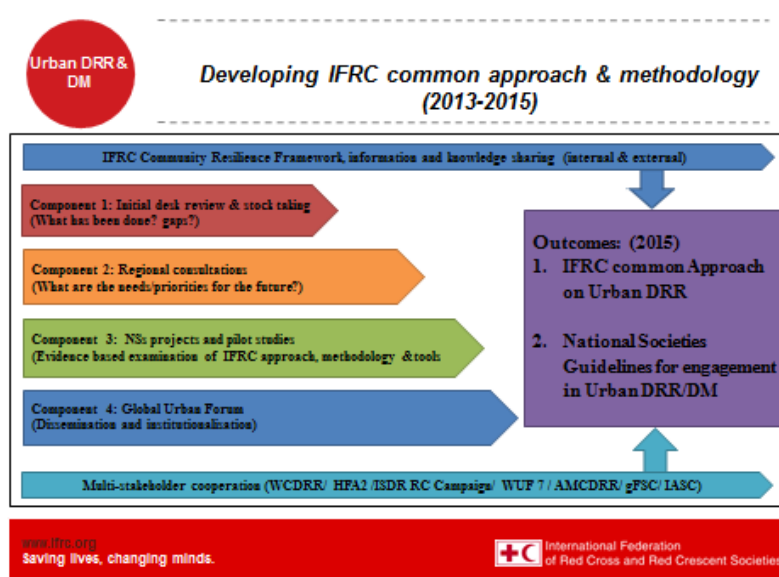


A more comprehensive list of key documents can be found on this link: https://fednet.ifrc.org/urbandrr

# PANEL DISCUSSIONS

Panel discussions were held on days one and two. A total of six short presentations were shared, responding to critical questions and challenges in relation to urban DM. Opportunities for questions were provided in plenary, as captured below.

## Good practice and future directions for effective urban DM

**National Disaster Risk Reduction & Management Council (NDRRMC)**

The presentation shared by the NDRRMC highlighted the significant increase in the number of deaths due to tropical cyclones. Throughout the Philippines, between 2010 and 2013, Tropical Storm Sendong (2011), and Typhoons Pablo (2012) and Yolanda (2013) claimed 1,268, 1,248, and 6,300 lives respectively. A total of 41.87 million persons were affected, with the cost of damaged across all sectors in 2013, calculated as PhP187,851.747B.

In response to this, the NDRRMC plays a vital role in promote shared responsibility to increase the resilience of communities. The NDRRMC shared a range of key approaches and lessons utilized in order to reduce vulnerability, and ensure a participatory approach in all programming. Key lessons included:

**Building a legal foundation:** NDRRMC highlighted the importance of institutionalizing DRRM into city and regional planning, and advocating to ensure this is included in authorities' plans.

**The need for a 'Paradigm shift'**: In recent years, there has been a progressive transition from a reactive, response based disaster management program, to an intentional focus towards disaster risk reduction and resilience. There is the need to ensure this focus is closely integrated into Local Government Unit (LGU)/barangay, regional and National level planning.

**Resilience and preparedness activities**: Informed from a risk reduction approach, and undertaken as part of LGU/city planning, a range of relevant initiatives have been implemented by the NDRRMC, including: promoting early warning systems; risk assessments; community based training & Information and Education Communication (IEC); and contingency planning exercises.

**Utilizing Information and Communication Technology (ICT):** Acknowledging the importance of effective and accessible communication, the NDRRMC signed an MoU with Smart Telecommunications, resulting in the development of a SMART 'InfoBoard', being utilized as an early warning tool, designed to run on smartphones, tablets, computers and other mobile devices

**The creation of a 'one-stop-shop'**: The 'one-stop-shop' was activated by the council on 12 November 2013 to serve as the information hub for all transactions between - and among donors, recipient organizations and assisted in the processing of donations, visas and delivery goods.

NDRRMC highlighted the importance of multi-sectoral partnerships. Further key lessons included the need to identify, and resource, local community advocates/champions to encourage strong community engagement.

# 'What are the challenges & opportunities in relation to urban natural disasters within the built and social environment in Metro Manila?'

## *Metro Manila Development Authority (MMDA)*

The MMDA, housed in the Office of The President within Metro Manila, is responsible for all aspects of urban life in Metro Manila, including planning, traffic management, flood control, urban renewal, public safety and health - and is significantly engaged in disaster preparedness and response.

Whilst a range of vulnerabilities are faced by residents of Metro Manila on a daily basis, key issues shared by MMDA highlighted an **increasing level of vulnerability for residents living in or near old and substandard structures,** and often accompanying this, continued –

- Metro Manila is responsible for **30 to 35% to the Philippines' economy**

- **Five Tropical Cyclones** affects Metropolitan Manila annually

- **31 sq.km**. of the total Land Area in Metro Manila suffer from flooding

and **increasing settlement of poor residents into high risk zones**. Despite this increasing challenge, MMDA aims to provide relevant opportunities for community members to engage and turn vulnerability into resilience.

This is encouraged through intentionally **promoting community self-reliance**: In the event of a major earthquake or tropical cyclone in Metro Manila, limited access will likely be coupled with a high number of injuries from damaged or destroyed infrastructure. Affected **communities need to effectively provide first aid to the injured**, and build a sense of self-reliance in the immediate aftermath.

In relation to **community self-reliance** in flood management, MMDA has developed **flood control alliances** – comprised of community members from diverse sectors and aimed at creating locally relevant initiatives and plans. 'Rescue Battalions' are also being created - comprised of up to 500 personnel – to serve as front line responders for water search and rescue, debris clearing, emergency communication and transport,

Echoing NDRRMC's focus on ICT, MMDA has partnered with 'gma network inc' to develop an incident reporting system. This system effectively **reports flood and traffic conditions, public** safety and emergency incidents to the **general public through** broadcasting on two specific television channels.

# Acknowledging the **social environment** in Urban DRR/DM

## *IFRC: Global Partnership for Urban Disaster Risk Reduction*

The Global Partnership for Urban Disaster Risk Reduction discussed three main components to achieve effective urban DRR, classified as the **built**, the **natural** and the **social environment**. The presentation and subsequent discussion, highlighted a progression from focusing initially on the built environment; to include more specific focus/reference to the natural; and now the social environments. All three

components are required for effective analysis, programming and subsequent impact, as illustrated below:

| | Built Environment | Natural Environment | Social Environment |
|---|---|---|---|
| **Focal Areas** | • Safe building materials;<br>• Enforcement of building codes;<br>• Legal policies & land tenure;<br>• Urban planning;<br>• Hard (engineering) based approaches | • Food security and water sustainability;<br>• Ecosystem and environmental management;<br>• Climate change mitigation and adaptation;<br>• Soft (environmental) based approaches | • Individual and community engagement;<br>• Public education and awareness;<br>• Contingency planning, preparedness and training;<br>• Social inclusiveness, cohesion and violence prevention;<br>• Stakeholder relationships and management |
| **Example of Key Drivers** | • Physical building and infrastructure damage;<br>• Economic and development loss or damage | • Impacts of climate change to population, health, agriculture and buildings;<br>• Food and nutritional security;<br>• Health and hygiene | • Political and social unrest/conflict;<br>• sexual and gender violence; migration and forced relocation;<br>• Loss of livelihoods |
| **Programmatic areas** | • Urbanisation and informal settlements;<br>• Boundaries - inter vs. intra city and urban vs. peri-urban;<br>• Investment or growth in disaster prone areas | • Available and accessible water sources;<br>• Sanitation and hygiene;<br>• Safe and nutritious food;<br>• Climate variability | • Identification of relevant stakeholders and target communities;<br>• Defining communities - by livelihoods, location, citizenship, commuters vs. stationary, permanent vs. temporary;<br>• Roles and responsibilities of stakeholders |

The presentation acknowledged the importance of all components, and highlighted **the social environment as a component where RCRC can add value and create positive impact**.

# Urban community resilience initiative:

## Promoting local community driven resiliency & coalition-building



**Global Disaster Preparedness Centre**

This presentation explained the Global Urban-Community Resilience Initiative – aimed at scaling up civic engagement and community action on resilience - and linking global and local action.

With network of 189 National Societies and 60,000+ branches, the RCRC is incredibly well positioned to help lead a global effort on community resilience. However, tools are often not globally applied.

Highlighting the opportunity here… to combine what is already occurring, within/under an umbrella initiative. This initiative specifically involves a combination of the elements in an initiative designed specifically for **scaling**; for supporting **local solution finding** and **investment**; and for enabling **easy plug-in** to existing urban campaigns (e.g. campaigns encouraging the learning of first aid;

The Global Urban-Community Resilience initiative includes a number of core components, including:

- Community coalition building & participatory assessments
- Fostering partnerships with various relevant stakeholders
- Engagement with- and investment from- the private sector

- Establishing mechanisms for cross learning from other urban centres
- Community financing
- Championing 'Resilient Community Awards'

Over the coming six month, grants will be submitted to fund pilot initiatives in up to four cities across South East Asia.

# How to better be the voice for – and engage with, the most vulnerable populations

**ACCORD**

The **partners for resilience program (PfR)** program is comprised of a range of civil society partners, including the Philippine Red Cross, Care, CordAid, Wetlands international, the Corporate network for disaster response and ACCORD. PfR aims to support local communities within Metro Manila to become more resilient to climate change induced hazards. The initiative involves partner organizations implementing a range of projects focused on Disaster Risk Reduction, Climate Change Adaptation, and Ecosystems Management & Restoration, with a specific focus on engaging with LGUs and government institutions.

At the community level, approaches include **actively engaging with both leaders and non-leaders**, through participatory risk assessment tools and subsequent Disaster Risk Management (DRM) planning activities. Throughout the presentation, a range of case studies were presented, highlighting how PfR engages diverse community members – including volunteers, teachers and Government officials in program implementation and information dissemination.

The presentation stressed the importance of **ensuring active participation of community based organizations,** barangay (LGUs), schools and city level government in order to reach most vulnerable populations in community resilience building.

# What global lessons have been learnt from urban Disaster Management practice? How can we apply these in local contexts?

ALNAP shared five key lessons throughout the presentation, identified from various urban based humanitarian crisis across the globe. Key **issues pertaining to urban populations** were discussed – particularly relating to large urban centres, which include high density populations; a large number of often diverse stakeholders; often hidden vulnerable communities; and a highly mobile population, with varying vulnerabilities, capacities and needs.

A range of best practice initiatives were shared during the presentation – related specifically to **targeting**, **accountability** and **community participation**.

Overall key lessons shared included:

- The importance of **working with existing community groups**

- **Including community in assessment** & targeting design

- Intentionally **engaging marginalised individuals**

- Maintaining a **focus on small neighbourhoods** – which can lead to better programming

Acknowledging that **community & the physical neighbourhood are often not same thing** in urban areas. Rather, strong communities are often based around profession, ethnicity or other identifiers. building.


# 'What overall lessons have we learnt from the RCRC's experience in urban DM – what are the ways forward?'

*Earthquake and megacities initiative (EMI)*

The EMI presentation focused on a sharing a range of key lessons identified by EMI in their urban DM, DRR and resilience programming. In particular, key pillars for effective urban DRR mainstreaming and implementation were identified, including:

- Establishing **legal and institutional processes**
- **Community awareness** raising and **capacity building**
- **Infrastructure resiliency** – including shelter, essential services and transport
- **Emergency preparedness, response and recovery programming** – ensuring systems and staff are in place
- **Risk sensitive development planning** – including hazard and vulnerability mapping

In achieving the above, EMI stressed the importance of a **centralized coordination structure**, which effectively promotes **local participation** and **implementation**

The presentation summaries the key findings from a recent study - Programmatic Directions for the RCRC in Building Urban Community resilience in the Asia Pacific Region, undertaken in 2012, summarized below:

| Identified issues and gaps | Strategic directions for RCRC |
|---|---|
| DRR programmes or approaches have **primarily been designed for rural communities** or adapted from rural experience. | **Emergency Response and Preparedness**<br><br>- Build on existing core competencies in emergency response and preparedness<br><br>- Expand them to the urban context through a campaign to recruit/mobilise and train volunteers, especially the youth |
| IFRC **guidelines, training materials and manual**s have been mostly **designed for rural communities.** | **Tools Adaptation and Knowledge Sharing**<br><br>- There remains a need to select from existing RCRC tools and experiences and adapt them for use in the urban context. |
| NS have **limited experience in establishing systematic processes** that access, gather and integrate information on **city-level hazard, vulnerability and risk** into programmes and policies | **Institutional Capacity**<br><br>- Improve existing institutional knowledge and capabilities on risk profiling and risk mapping.<br><br>- Adopt simple self-assessment and indicator tools that can quickly build knowledge and skills in the urban context. |
| NS **require more experience in working multiple stakeholders** (including local authorities, professional organisations, private sector, academia, and other local urban actors). | **Multi-stakeholder Partnerships**<br><br>- Adopt a participatory and inclusive approach and reinforce partnerships with local authorities.<br><br>- Define RCRC role in Urban Risk Reduction based on country contexts and NS structure and solidify partnerships/coordination with urban stakeholders. |

# NATIONAL SOCIETY PRESENTATIONS

A key component of the Urban DM workshop – was for NS to share programming experiences in urban areas - with particular focus on urban resiliency, preparedness, response and recovery initiatives.

A total of six NS presentations where shared throughout the workshop. Documented below is a summary of these NS presentations:

## *Nepal Red Cross Society:* Experiences in urban preparedness programming

 Nepal Red Cross Society

NRCS's presentation highlighted the vulnerabilities within the Kathmandu valley of Nepal. Kathmandu valley is comprised of an **official population of 2.7 million** – with **unofficial population estimates total 4.5 million**, with an annual growth rate of 4.5%. In the event of a major earthquake, estimates highlight significant impact across the city, including **65,000 -70,000 fatalities**; over **600,000 without shelter**; up to **75% of transport infrastructure damaged**; over **50% of basic utilities** (water & electricity) destroyed, and up to 50% of NRCS staff unavailable to assist due to their own personal impact.

Attempting to better prepare for such situations, the presentation highlighted two NRCS multiyear programs - *Earthquake Preparedness for Safer communities*, supported by the British Red Cross; and *Organizational preparedness for an earthquake in Kathmandu valley*, supported by the Danish Red Cross. These projects include a focus on **both community & organizational preparedness** - and **capacity building** in preparation for a disaster.



The presentation highlighted a **range of challenges** faced by NRCS in the implementation of these two urban preparedness programs, including: *limited time commitments* from community members; difficulty in *engagement and coordination with relevant municipalities*; *frequent transfer of key interlocutors* in Government departments; *low volunteer retention* rates; *growing prevalence of unplanned settlements*; and a *large mobile population* working in the informal sector – resulting in challenges in targeting the most vulnerable.

Whilst implementing these initiatives, NRCS has identified a series of key lessons to inform future programming:

- The importance of a **strong institutional set-up, t**hereby linking with municipalities and relevant authorities, and defining roles from the community, to the national level.

- **Develop and maintain strong relationships** with CBOs, schools, socio-cultural groups, academia and the private sector.

- The need for an intentional focus on **strengthening local community response capacities.**

- **Advocating for DRM planning processes –** encouraging their inclusion into the national development plan.

- The importance of **community awareness initiatives** (encouraging behavior change including the promotion of safe construction practices and household level preparedness).

- Advocating and planning for **emergency response funding pools.**

# *Fiji Red Cross Society:* Disaster Risk Reduction and DM programming

Fiji, consisting of over 330 islands – and with a population of 837,271 (2007 census), has a **prevalence to both natural and man-made disasters**. Prevalent natural disasters include floods, cyclones, landslides, droughts, fires, tsunamis and earthquakes. Recent man-made disasters have included civil unrest and regular house fires.

In order to remain relevant and impactful across Fiji's many islands, the Fiji Red Cross Society (FRCS) has developed a range of **disaster preparedness and response** and **disaster risk reduction (DRR) & climate change adaptation (CCA)** initiatives, as listed to the right.

The FRCS presentation highlighted key lessons identified to date, including:

- The importance of **linking closely into the Government's emergency response system.**

- The need to **strengthen coordination & communication** with public & private enterprises.

- Ensuring **accurate risk mapping** and the collection of relevant baseline information.

- Focus on **disseminating DRR information** throughout all communities.

**Disaster preparedness and response**
- Emergency Response Team Training (ERT)
- Initial Damage Assessment (IDA) Training
- Pre- Cyclone Briefing with stakeholders
- Pre-Positioned Disaster Preparedness (DP) Container
- Relief Distribution
- Nomad Units
- Restoring Family Links (RFL)

**Disaster Risk Reduction & Climate Change Adaptation**
- Community based disaster reduction through DRR and VCA.
- Community awareness and training through branches
- Community based WASH initiatives
- Community Based Early Warning System (EWS)

# *Philippine Red Cross:* Urban Disaster Management

The PRC presentation highlighted the high incidence of natural disasters occurring on an annual basis in the Philippines. (See below for relevant statistics).

Accompanying this regular incidence of natural disasters, is a **growing percentage of residents living in urban areas**. Acknowledging this trend, the presentation illustrated **15 various Urban DM initiatives currently undertaken by PRC** throughout the Philippines. These Urban DM initiatives are funded by a mixture of PNS, external donors, and PRC chapter resourcing.

These initiatives, implemented within the PRC Disaster Risk Reduction and Management (DRRM) model, are aimed at **building community and safety resiliency** through four key pillars, including *risk knowledge; disaster preparedness for response; early warning & early action; and mitigating identified risk.*

Key approaches used and lessons identified through the implementation of PRC's Urban DM initiatives include:



- **Utilizing a participatory approach** to empower communities, schools and workplaces.

- Focusing on the **mobilization of volunteers before**, **during** and **after** disaster.

- Advocate with local governments and community **leaders to include disaster risk reduction into Sustainability Development Plans (SDP).**

- Inclusion of crosscutting **issues on DRRM such as gender balance, people with disabilities, climate change, livelihood, child protection, and eco-system management and restoration.**

- **Strengthening the PRC Chapter Capacity on Disaster** Preparedness for Response.

- **Promote volunteerism through the PRC's 143 program** in the community, schools, and workplaces.

- Average of five (5) major disasters per year

- 20 Typhoons a year, 10 typhoons crossed

- 200+ volcanoes, 22 considered active, five (5) considered imminent to erupt and dangerous

- Average (five) tremors being recorded per day

- Also prone to Prone to landslides, floods, storm surges, tsunami

- Occurrence of man-made disasters, including fire, maritime and air-transport accidents, and insurgency/ civil unrest

## *PMI:* Building Urban Preparedness Programming



PMI's presentation focused on a range of challenges and lessons identified in their urban preparedness programming. Cross cutting challenges include:

- The **high number of actors in urban contexts** – and the associated **challenges with coordination.**
- **Construction standards** in high density areas are **often below standard** and pose significant risk.
- Difficulty in obtaining rapid post-disaster assessments.

Rapid rates of urbanisation in Indonesia:

- Indonesian Population Growth Rate: 2.6% per year

- Total Urban Population in 2010: 118 million

- Percentage of Urban Population in Indonesia in 2000 was 41.9%; by 2010 it had reached 49.7%; by 2030 this will be 53.7%

- The **capacity of PMI Chapters and Branches** to conduct urban preparedness programmes (acknowledging the different needs and abilities in each location).

Acknowledging the challenges associated with immediate arrival after a sudden onset disaster, PMI is **investing in community based response teams**. This includes the establishment of **Satgana (Disaster Response Teams)**, which are able to "fill the gap" to conduct immediate emergency response activities. Complementing the Satgana, PMI is developing **Community Based Action Team (CBAT) –** comprised of community volunteers - trained in emergency response by PMI, also able to mobilize community members for preparedness activities.

As shared throughout the workshop, PMI has recently focused on a range of activities to further strengthen their urban DM activities, including:

- Strengthen "**the 6-Hours Arrived Strategy**".

- Developing a **Mobile Rapid Assessment** (smartphone application) to support the submission of rapid assessment from field locations.

- **Assess the capacity of chapters & branches** – and pre-allocate response tasks based on identified capacities.

- **Strengthen urban response capacity** at Sub branch; branch; chapter and HQ levels.

- **Improve Vulnerability and Capacity Assessment** processes.

- Utilize newly developed **open source risk modeling software** - InaSAFE ([www.inasafe.org](www.inasafe.org)).

- **Strengthen coordination ability** and engage more actively with clusters, the IFRC and PNs

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**Basic Law**

↓

**Preventive Plans**

↓

**Relief Activities**

↓

**Human Resources & Equipment**

## *Japanese Red Cross Society:* 'Where do we come from?'

The presentation highlighted JRCS's four-pillar disaster relief framework – comprising of: **basic law/legal regulations**; **preventative plans**; **relief activities**; and **human resources/equipment** (see below left). Within this framework, JRCS's primary DR activities include: *medical relief; storage and distribution of relief goods; supply of blood products*; *fundraising* in Japan and *responding to other needs* as they arise.

日本赤十字社
Japanese Red Cross Society

The presentation specifically referenced JRCS's engagement following the Great East Japan EQ and Tsunami (GEJET), and the Great Hanshin-Awaji (Kobe) Earthquake in 1995. In these responses, JRCS deployed over 930 medical teams to affected areas in each response.

Reflecting on JRCS's urban responses, a number of lessons were shared with participants including:



- **Ensure appropriate NFIs:** Affected urban populations, used to a relative high standard of living, experience significant challenges when relocated to communal evacuation centers. JRCS therefore supported through the provision of appropriate NFIs, including sleeping kits.

- **Social Isolation**: As a result of weak social ties amongst many urban communities, a notable number of people died solitary deaths in temporary prefabricated houses. JRCS's urban DR program now includes an intentional focus on psycho social support, and promotes mutual help within affected communities.

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# *New Zealand Red Cross Society:* Christchurch Earthquake recovery



NZRCS's presentation focused on the **experiences, challenges and recovery strategies** which emerged from the **Christchurch earthquake**.

The earthquake, which occurred November, 2011 had significant immediate and lasting impacts, including:

- 100,000 homes with no sewage
- 80% with no access to water
- 37,000 homes with no power

- 10,000 homes to be demolished
- 150,000 tonnes of liquefaction.

In addition to the above, miles of underground pipes carrying drinking water, storm water and wastewater, gas, electricity and fibre-optics and communication cables laid under the city have been destroyed.

As highlighted in the presentation, NZRC responded immediately through a number of emergency response activities, including: *urban search and rescue; shelter; community outreach; first aid; water & sanitation; relief distribution; registration and RFL; and personnel support initiatives*. Over 200 spontaneous volunteers were also utilized for **data processing for welfare centre registrations.**

In the **transition to recovery**, and with close engagement with the Ministry of Civil Defence and Emergency Management and the Canterbury Earthquake Recovery Authority (CERA), NZRC developed a series of recovery pillars, aimed at Enhancing Community Resilience within Christchurch, including:

- Care in the community
- Disaster Preparedness
- Disaster Response
- Disaster Displaced
- Individual wellbeing

- Community building
- Community partnerships
- Community Advocacy
- Looking to the future

Through the implementation of the recovery program, a number of issues have been encountered by NZRC, including:

- At the **council/municipal level:** a range uninsured assets, significant flooding and rubble
- At the **community level:** significant insurance issues, with many home owners taking insurance companies to court; and regular sub-standard housing repair.
- Within the **NZRC**: the creation of dependency of affected populations; and ensuring the wellbeing of NZRC volunteers

# SMALL GROUP DISCUSSION

Following each presentation, a small group discussion reflected on key points from each presentation, and shared their own experiences in similar urban programs. Key discussion points, documented below, informed the development of key workshop messages:

## Hidden social issues: Acknowledging psychological trauma and social isolation in urban contexts

- In urban contexts, especially those in higher income countries, social isolation is a growing issue. Compounding this reality, community bonds are more limited, or non-existent when coping with the impacts of an urban disaster; especially if geographic communities have been resettled. Coupling this increasing occurrence, is the importance of acknowledging psychological impacts from disasters, the need to provide psychological and social support to affected individuals.
- Whilst this issue was not the subject of a specific breakout session, this issue was raised and discussed on a number of occasions – with the following key message developed:

> **As National Societies, we need to better understand - and increase our focus, on social issues within urban areas.**
>
> In order to achieve this, our responsibilities include:
>
> - *Building understanding and capacities of National Societies*
> - *Partnering with specialized agencies & local stakeholders*
> - *Improving existing tools to better target advocacy for the socially marginalized and excluded groups.*

## High number of stakeholders in urban areas

- The **high number and varied nature of entities operating in urban contexts poses both challenges and opportunities for the humanitarian system**. Specifically, the overlap of municipality, city, state & national governments, combined with a larger presence of private entities & NGOs, highlights the increased need to ensure preparedness & response programming is connected and sufficiently coordinated. A subsequent key message highlighting the importance of engaging with a range of stakeholders in urban contexts was developed, and reflected below:

**As National Societies, we need to proactively establish multi-stakeholder partnerships in urban contexts in preparedness, response and recovery.**

In order to achieve this, our responsibilities include:

- *Linking with external partners and develop mutually beneficial partnerships, to include an exchange of new ideas, expertise and knowledge.*
- *Through CSR initiatives, partner with corporate entities in all aspects of Disaster management, while serving as a conduit to communities and schools*
- *Capitalize on the opportunity to promote corporate and institutional volunteer services*
- *Ensure communication with partners from different sectors remains relevant and accessible to them.*

## Engaging with and advocating for the most vulnerable in urban and peri-urban contexts.

- In many urban contexts, population growth has outpaced the ability of authorities to proactively plan and build essential infrastructure and services to meet growing demand. High rates of urban population growth have resulted in increasing prevalence of informal settlements, often located in hazard-prone locations such as steep hillsides, industrial areas, and riverbanks prone to flooding. Settling in such locations is often coupled with limited access to water, sanitation, drainage and transport systems, and unregulated, overcrowded and unsuitable housing conditions – all contributing to heightened vulnerability for local residents.

- As auxiliary to Governments, and with global visibility, the RCRC is in a unique position to proactively engage with and support these most vulnerable population groups in urban contexts. Support to these most vulnerable groups can take the form of *advocating on behalf of,* and *working with,* the most vulnerable. Noting the above, workshop participants drafted the following key messages:

**Work in partnership with communities and external entities to identify needs based on capacities, address vulnerabilities & advocate with and for the most vulnerable urban groups.**

In order to achieve this, our responsibilities include:

- *Work closely and proactively through grass roots entities and local institutions – including work places, schools and community groups.*
- *Setup services in the most vulnerable communities to increase reach, build trust and strengthen local capacities.*
- *Build branch skills in assessment, in influencing decision makers, mobilizing resources, and promoting local partnerships in supporting vulnerable urban groups.*

## Recognising the urban continuum:

**There is a need to focus not only on megacities, but also on medium and small cities, towns, peripheral urban areas with a high concentration of informal and mobile populations.**

In order to achieve this, our responsibilities include:

- *Ensure better targeting and integrated programming in megacities through building capacity on National Society/Chapter volunteers to capture and understand the dynamics between population movement, risk reduction and urbanization.*
- *Identify and address the links between urban and rural populations and the process of urbanization*

## Integrated and inclusive urban programming

- Discussions throughout the workshop centered on a range of key identified topics in relation to urban contexts. However, to ensure programming remains effective and coordinated, discussions, included the need to ensure various program sectors remain integrated into an overall, strategically developed program.
- Furthermore, an intentional focus is required on cross cutting issues, including gender, people living with disabilities, ethnic minorities and those displaced.
- Reflecting these discussions, the following key message was developed:

**Ensure urban risk reduction and disaster management programming is adapted to address the diverse & complex needs of vulnerable populations – including migration, food security, livelihoods, Water, Sanitation & Hygiene, health, urban youth, people living with disabilities, and gender focused programming.**

In order to achieve this, our responsibilities include:

- *National Societies' active engagement in coordination, urban assessment & planning with other stakeholders.*
- *Develop integrate urban risk reduction plans in collaboration with other entities.*

## Capturing and learning from Movement experiences: Learning from our RCRC peers and external colleagues

- The wide range of experience and skill base present at the workshop, highlighted the growing body of knowledge within the RCRC in relation to urban disaster management. Workshop participants shared a range of experiences and lessons, whilst learning from colleagues internal and external to the movement.
- Whilst this knowledge is present within the movement, opportunities to share this knowledge with colleagues remains limited. Workshop participants, acknowledging this potential yet to be utilized, developed the following key message:

**As National Societies, we need to better capture and share experiences in urban risk reduction, preparedness, response and recovery programming.**

In order to achieve this, our responsibilities include:

- *Ensure we document and disseminate best practice examples throughout the Movement*
- *Utilize existing – or create new information sharing platforms for cross learning*

## Beneficiary communications and accountability: Increasing aid effectiveness and relevance by utilising information & communication technology

- The rapid advancement in Information & Communication Technology (ICT) is having profound impacts across the globe. In disaster risk reduction and response settings, innovative technologies and platforms are providing strong benefits through improved GIS mapping, crowd sourcing, mobile applications and two-way communication flows. The 2013 World Disasters Report highlighted the growing recognition of the benefits of ICT advancements in the humanitarian sector. Furthermore, the humanitarian system is increasingly recognizing the vital importance of maintaining open dialogue, accountability and two-way communication with beneficiaries throughout the programme cycle. This highlights a progression from seeing the beneficiary as a passive recipient of aid, to the beneficiary as a key participant in the process of his or her own recovery.

- Urban contexts, with non-traditional classifications of community and social cohesion, provide both challenges and opportunities to engaging with disaster-affected communities in emergency, recovery and development settings. This highlights the importance of engaging both emerging and innovative technologies as well as traditional communication methods to reinforce messages, strengthen dialogue and build trust with communities.

**Ensure communication with beneficiaries remain timely, relevant, accessible and well understood by target communities, whilst utilising the latest advances in modern Information & Communication Technology (ICT)**

In order to achieve this, our responsibilities include:

- *National Societies to proactively partner with local media entities*
- *IFRC to pursue partnerships with global media companies*

# BREAKOUT SESSIONS

The workshop included dedicated sessions on various technical areas relevant to the urban context. Technical breakout sessions followed a general structure of presenting current, good practice in relation to the specific technical area, followed by discussions NS's own experience and subsequent opportunities and challenges. A summary of each technical breakout session is listed below.

## *Contingency Planning:* Successfully adapting contingency planning within urban contexts

This session highlighted the importance of developing realistic contingency planning processes relevant for urban contexts. As discussed within the session, current RCRC contingency planning tools and methodologies remain relevant within urban areas. However, there is the need for a heightened focus on coordination and linking with various stakeholders.

Within the session, brief presentations were given on behalf of the NRCS and IRCS. These presentations highlighted the continued learning as a result of CP and scenario exercises. Based on the two presentations and further group discussion, a number of issues were discussed, including:

**Limited staff and organisational capacity**:
- Amongst many NSs, there remain limited staff trained in CP.
- CP often exist within NSs, however these are often not effectively disseminated or understood by branches and volunteers.
- There is a need to first train staff on *how to survive* following a disaster.
- There is often an over estimation of the capacity of NSs in regards to what can be achieved following a disaster in an urban context.

**Volunteer engagement:**
- Low volunteer retention rates in urban areas stifles effective preparedness.
- Volunteers need to be more actively involved in contingency planning exercises to ensure SoPs are disseminated within chapter and branches.

**The importance of coordination:**
- Effective coordination is vital in creating realistic CPs, however there have been challenges in maintaining effective coordination amongst various urban stakeholders, including Government.
- There is a need to improve coordination between the IFRC, PNSs and NSs to encourage effective planning.
- There remains an opportunity to promote regional multi-lateral contingency planning exercises and scenarios – which is yet to be utilised.

**Utilising technology:**
- The advances in ICT can better be utilised for CP exercises – especially in relation to assessment, GIS and beneficiary communications.

**Promoting and institutionalising CP processes:**

- The IFRC has an opportunity to institutionalise financial and technical support to NSs CP activities.
- Opportunities exist to improve the sharing of CP practices – a mechanism to be developed.

Based on the abovementioned discussion points, a number of key messages were developed in relation to contingency planning:

> **As a movement, we need to enhance the institutional capacities of National Societies through a coordinated approach - including promoting volunteer retention, specialised training of staff and volunteers, more effective planning and developing a solid basis for resource mobilisation.**
>
> In order to achieve this, our responsibilities include:
>
> - *Work with National Government and authorities to promote volunteering.*
> - *Develop recognition systems for volunteering.*
> - *Develop funding plan/appeals for contingency planning in National Societies.*

> **Collectively, we need to improve technical and operational capacities, methodologies and standards for contingency planning through innovations and efficient use of modern technology, in order to: enhance urban risk understanding and assessment; the development of new, or upgrading existing operational tools; developing realistic disaster scenarios and operational standard operating procedures.**
>
> In order to achieve this, our responsibilities include:
>
> - *Implementing a train the trainer program via webinars/online platforms & resources*
> - *Utilize Resource Management systems (RMS)*
> - *Appoint focal points for contingency planning to learn and develop/implement within each National Society.*

> **We have an opportunity to enhance regional cooperation among National Societies of Asia-Pacific, and with other regional partners through exchange of knowledge, learning and expertise, bilateral or multi-lateral exercises, simulations and disaster risk assessments.**
>
> In order to achieve this, our responsibilities include:
>
> - *Develop and implement an annual schedule of simulations in AP zone – coordinated by the secretariat*
> - *Hold pre-disaster regional meetings every two years.*

## *Urban Risk Assessment:* Engaging stakeholders for holistic urban risk assessments

Effectively undertaking **risk assessments within urban areas brings an added layer of complexity**. A range of factors, including: *high density levels, high demand for services, fluid & diverse community*

*groups, populations residing in hazardous locations, violence and tension* increase the challenges of urban risk assessments.

Workshop participants discussed a range of common challenges and opportunities faced in relation to urban risk assessment, as synthesised below:

**An existing large number of tools & information collected:**
- The BRC has recently conducted research on how to assess urban risk utilising a range of methodologies (questionnaires, smart phone, open source data) – more than enough tools have been developed for effective data gathering. When applying VCA data for program design, only 20-30% of the data is commonly used. We need to ensure the right data is collected – and appropriately verified with target community members.

**Responsibly utilising advances in information & communication technology (ICT)**
- The continued advances in ICT provide increasing opportunities to collect information – utilizing social media is also becoming an appropriate avenue to collect VCA data. However, these data collection methodology needs to be balanced with face to face discussions and community dialogue.

**Securing an overall picture of the systems within the urban context**
- Due to the complexities of urban living, localized risk assessments in each community must be conducted and linked to assessments of the larger interconnected system, from municipalities to cities to provinces, as well as to essential industries – which are often significantly impacted following a disaster.

**Engaging with other stakeholders – and accessing their information.**
- As auxiliary to Government, NSs have a ideal position to access data already held by the Government (or other entities) – this provides a unique opportunity to gather additional information to inform a successful VCA process.

Based on the abovementioned discussion points, a key message was developed - and prioritised highly, in relation to urban risk assessment:

> **Urban risk assessment should identify the perceptions of risk and priorities of all urban vulnerable groups and communities, enabling RCRC National Societies to focus their efforts on the most vulnerable and excluded.**
>
> In order to achieve this, our responsibilities include:
>
> - *Combine and apply multi-sectoral VCAs with National Societies and other technological data collection methods.*
> - *Partner with NGOs, Government authorities and academic institutions to analyse secondary data.*

# *Urban Volunteer Management:* Enhancing volunteer diversity, retainment and support for urban disasters

The positive impact and significance of volunteers is a hallmark of the RCRC movement. Volunteerism significantly increases the scale, impact and visibility of all RCRC activities, and forges strong relationships between the RCRC and amongst communities, Governments and other partners. Currently, the **RCRC movement includes over 17 million volunteers, of which 59% are in the Asia-Pacific region**. Building on participant experiences, and the lessons identified from the recent IFRC study '*urban volunteering in Asia-Pacific'*, this session discussed challenges and opportunities in relation to urban volunteer management.

**Volunteer recruitment:**
- Proactively utilising social media is of growing importance in attracting volunteers, in particular for youth volunteers.
- NSs who actively profile and match volunteers' skills base and interest with their responsibility as a RCRC volunteer have expressed higher recruitment rates.
- Opportunities exist to utilize corporate/private sector volunteers for increased participation as an individual volunteer.
- The lengthy process to become a RCRC volunteer – whilst considered an important process, has become a potential barrier for many volunteers.
- The initial motivation of volunteers to join NSs, is no longer the primary reason why they are leaving the organization. Volunteer exit interviews highlight key reasons including how they have been trained, mobilized, and recognized in the NS.
- Volunteers are primarily motivated by the services that they are delivering.  Volunteers also expect to develop personally through volunteering.

**Barriers to volunteering:**
- Many NS present expressed they have volunteer policies, but do not have subsequent implementing guidelines, leading to challenges in operationalizing volunteer recruitment and retention.
- The limited flexibility for volunteer work requirements has resulted in a lack of diversity within the urban RCRC volunteer base. More flexibility in regards to time commitments is required to reflect the diverse urban lifestyle.

**Spontaneous volunteers:**
- Post disaster contexts are often accompanied by an influx of spontaneous volunteers – potentially, trained or untrained and with a limited understanding of the local context. NSs need to be prepared for this likely surge in volunteer interest. This has involved developing clear communications when deciding not to accept spontaneous volunteers, supported by clear contingency and response plans, as shared by HKRC and JRCS.
- The Australian RC has developed a 'spontaneous volunteer package', and has assigned trainers for spontaneous volunteers in an attempt to utilize the sudden volunteer surge. However, there remain notable challenges ensuring Child Protection requirements are met by spontaneous volunteers.
- For guidance on dealing with volunteers in emergencies, the IFRC practical guidebook provides useful information

**Volunteer retention:**

- Providing training and ongoing opportunities for engagement and progression was considered key in encouraging strong RCRC volunteer retention.
- The provision of psycho-social support to volunteers post disaster, in addition to insurance coverage was deemed an essential component for strong retention levels.
- A lack of an official complaint mechanism is a deterrent for strong volunteer retention.

Based on the above comments and reflections, participants identified a range of priority areas for urban disaster management, including: more intentionally engaging youth and diversifying recruitment; developing and offering volunteer training packages; and adequately resourcing the volunteer program.

**Acknowledging high diversity in urban contexts, National Societies need to adapt to urban contexts, by increasing volunteer diversity, providing flexibility with volunteer time commitments, and preparing for *spontaneous volunteers* following an urban disasters.**

In order to achieve this, our responsibilities include:

- *Invest more in building the capacities and ensuring the welfare, protection and recognition of urban volunteers and staff.*
- *Ensure volunteer demographics is reflective of urban diversity.*
- *To the extent possible, maintain flexible arrangements with volunteers - based on their personal situations.*
- *Include in contingency planning, how (if) spontaneous volunteers will be utilized and the requirements needed – including RCRC orientation, background checks, etc.*

# *Cash Transfer Programming:* Ensuring relevancy & addressing challenges in going to scale

Cash transfer programming (CTP) is receiving increasing recognition as an important modality to deliver response and recovery assistance. In urban areas, markets are often active soon after a shock, local populations are more likely to be **reliant on access to local markets for food and essential commodities**. CTP is therefore an important way of helping affected communities to meet their needs for basic goods and services – food, drinking water, construction materials and basic household items – in urban markets after a disaster. CTP helps to **support local markets**, it can harness and **support the capacity of local private sector institutions**, whilst supporting an effective **transition into recovery programming**.

The session shared a video on 'why cash', and included a brief presentation on PRC's experience implementing various CTPs – including commodity vouchers, cash vouchers, conditional and unconditional cash transfers for a range of relief and recovery initiatives. Building off the experience of PRC, participants listed positives and negatives for implementing voucher based Cash Transfer Programs, as summarised below.

| Benefits | Challenges |
|---|---|
| • **Successfully utilized by beneficiaries.**<br>• **Easy to monitor.**<br>• **No price change with vouchers.**<br>• **Less security risk for beneficiaries and suppliers.** | • Requires extensive groundwork to pre-contact suppliers.*<br>• Higher administration costs, especially during distribution.<br>• Less ownership by beneficiaries.*<br>*compared to unconditional cash vouchers |

Session participants discussed **key considerations for successful CTP**, including:

- Developing approved SOPs and guidelines
- The inclusion of market analysis questions in assessment formats
- Pre-agreements with remittance service providers

**Cash is flexible & useful, as are some in-kind goods. Unsolicited in-kind goods can have negative consequences and cost National Societies more than they help.**

In order to share this message, our responsibilities include:

- *IFRC and National Societies need to establish public awareness campaigns regarding the usefulness of cash vs. unsolicited goods, and provide alternative solutions for those wanting to donate goods.*
- *National Societies need to establish mechanism/MoUs to quickly receive cash – and useful in-kind support in times of emergencies.*
- *Conduct impact assessments of cash vs. unsolicited in-kind goods.*

**As a movement, we need to institutionalise Cash Transfer Programming as a modality, whilst constructively challenging (through case studies), the culture of conditionality in the movement**

In order to achieve this, our responsibilities include:

- *Promoting an increase in multi-sectoral, unconditional cash.*
- *Ensure a system for sharing learning experiences within National Societies is developed and followed.*

# *Disaster Law in the Urban Context:* Advocacy and Influence

Law is an essential element of urban disaster management and risk reduction initiatives: it provides an enabling environment for reducing, managing and mitigating disaster risks. A multi-country study undertaken by IFRC and UNDP, launched in June 2014, highlights the important role that laws, rules and regulations can play in reducing disaster risks and ensuring the safety of vulnerable communities, particularly in urban settings. The National Societies of the Red Cross Red Crescent Movement are in a unique position to advocate and influence the development of laws and regulations for disaster management and disaster risk reduction. Undertaking legislative advocacy is

one of the many ways in which the Red Cross Red Crescent can remain relevant and be the voice for the most vulnerable populations in cities.

Building on the above, this session discussed the relevance of law and DRR in urban areas, and the role it can play in preventing and managing risks, particularly through:.

- Implementation of building codes, regulations requiring building approvals.
- Land use planning and zoning regulations.
- Development approval processes to ensure safe areas for evacuation.
- Improving legal environments to reduce risk in informal settlements.

To date, various NS and the IFRC have undertaken a range of initiatives including country case studies on law and DRR; advising governments on strengthening existing laws or developing new ones; undertaking research projects on legal and regulatory barriers (with a focus on housing, land and property rights [HLP], informal settlements, implementation of building codes etc.); and supporting the implementation of the five urban DRR pilot projects.

Discussions were also held in relation to DRR and law in relation to Typhoon Haiyan, and the challenges and opportunities identified by the Shelter Cluster during the response. . These included issues relating to the declaration of 'No build zones', relocation of people whose homes had been damaged or destroyed, and design and construction of temporary shelters such as 'bunkhouses'. With 490,000 homes destroyed, this places significant strain on identifying suitable land, and also resulted in challenges to the provision and quality of assistance in the interim until resettlement sites are identified. Key in all disaster law and HLP initiatives, as shared by presenters and participants, is to ensure close engagement with Government. This also provides an opportunity for National Societies to advocate on behalf of vulnerable communities for better standards and community involvement in these processes.

**National Societies play an important role, as a voice for the most vulnerable, to support and participate in the development of strong legal, policy & institutional frameworks to reduce disaster risk in urban environments. National Societies are in a unique position, as a bridge between communities and national/local authorities, to promote understanding, awareness and implementation of these frameworks.**

In order to undertake this role, our responsibilities include:

- *Increasing the knowledge & capacity with National Societies in disaster law and legislative advocacy (e.g. peer to peer learning amongst National Societies).*
- *Identifying and using opportunities/entry points to engage and collaborate with relevant stakeholders (e.g. national authorities, NGOs, UN).*
- *Enhancing capacity of staff and volunteers to mobilize and disseminate information about disaster law and work with communities at risk to develop a greater understanding of laws relevant to disaster risk reduction and response.*

# *Urban Violence:* Promoting safe access and effective response

Today, we are witnessing growing incidences of urban violence on a daily basis. Growing urban centres, especially when coupled with rapid, unequal demographic growth, can become a recipe for increased violence. Situations of urban violence themselves create serious humanitarian consequences and can result in chronic insecurity with civilian casualties or deaths, displacement, and a reduction in access to basic services. At the same time, it can place NS staff and volunteers at risk.

Following a disaster in an urban context, the likelihood of violence can increase significantly, often through looting. The safety and security of those affected by disasters and those who aim to assist them become further undermined by the disaster and subsequent tension and violence.

This session discussed the realities and challenges of working in situations of urban violence, key considerations for reduce risk, and discussed the **Safer Access Framework (SAF) – an approach to increase acceptance, security and access based on NSs' experiences working in sensitive and insecure contexts.**

Session participants shared their own **key challenges and considerations when engaged in situations of urban violence and** tension, namely:

| Key challenges | Key considerations |
|---|---|
| • Collecting information to analyse the situation can raise suspicions.<br>• Security is key - the people perpetrating violence may be opposed to the NS's humanitarian engagement - staff and volunteers may become targeted.<br>• Engaging with various actors can raise tension and create a perception of RCRC non-neutrality from parties to the conflict.<br>• Misuse of RCRC emblem poses a risk to staff and the NS.<br>• Volunteers may be reluctant – or not sufficiently skilled to enter a situation of violence or high tension. | • Ensure strong situation analysis & realistic NS capacity assessment.<br>• Develop strong partnerships between NSs & ICRC.<br>• Maintain dialogue with authorities, police, armed groups and local actors (including community leaders, groups of influence).<br>• Encourage a long term program approach (3-5 years).<br>• Place youth at the centre of programming.<br>• Engage an integrated programming approach (including school dissemination, access to health care etc). |

In response to the above, the Safer Access Framework' eight core elements were shared with session participants:

- Context and Risk Assessment
- Legal and Policy Base
- Acceptance of the Organization
- Acceptance of the Individual
- Identification

- Internal Communication and Coordination
- External Communication and Coordination
- Operational Security Risk Management

**Leverage the unique position and role of the RCRC National Societies before, during & after times of conflict or violence to promote humanitarian values and maintain our presence and commitment to our communities**

**Due to the unpredictable nature of urban violence and conflict, all National Societies and volunteers should be aware of and have access to the necessary support and equipment (Safer Access Framework, IHL, PSS, Personal Protection Equipment, etc.)**

In order to achieve this, our responsibilities include:

- *Placing greater importance on the need to protect our RCRC logos and emblems, especially in urban areas where monitoring the misuse or misrepresentation by unaffiliated entities can be harder to detect.*
- *Increase the dissemination/visibility of RCRC National Societies as a public good – and open to everyone – highlighting our work as impartial, neutral actors, working through a united force of diversified volunteers (including informal settlers, migrants and the most vulnerable).*
- *Minimum care guidelines and training for support staff and volunteers when directly impacted by disasters (practice guidelines for safer access toolkit).*
- *RCRC orientation for actors to conflict and authorities, regarding the role of the RCRC in remaining neutral, impartial and avoiding affiliation.*

# *Green Response:* Mainstreaming Environment and climate change response in urban humanitarian Action

Climate change acts as a **stress multiplier and exacerbates existing vulnerabilities at local, national, regional and international levels**. The impacts of climate change, including increased incidence and severity of climate-related disasters, food shortages and vector-borne diseases, causes significant impacts on the human population. As such, this increasing demand for RCRC assistance confronts the movement with a series of significant challenges. Within the RCRC more needs to be done - **a more systematic and coordinated integration of climate change issues into programmes, policies and operations is needed to ensure the RCRC effectively acknowledges the impacts of climate change**. In urban contexts, these impacts create further vulnerabilities, especially for those living in informal settlements and hazardous environments.

In the aftermath of a disaster, there is an increasing need to be aware of potential damaging environmental impacts from our own humanitarian responses and recovery processes. **Where 'greener' alternatives are possible – these solutions need to be identified and proactively considered**. The intention is not to shift focus from the main task to save lives and alleviate suffering but rather to think in advance how we can deliver these services to our beneficiaries with less negative impact to health and the external environment.

A range of practical examples were shared in relation to identifying greener responses, including:

| Humanitarian need/issue | Commonplace intervention | Potential 'green' alternative |
|---|---|---|
| Access to safe drinking water | Distribution of bottled water | Community or household water purification options such as solar disinfection, filters, nomads |

| | | |
|---|---|---|
| Sanitation facilities | Closed system latrines | Latrines as the first stage process sewage into fertilizer, soil conditioning or energy |
| Presence of significant rubble | removed to a ravine and then blocks waterways during rainy season causing flooding | sorting and recycling (e.g. crushed material into hollow blocks) |

Participants listed additional response methodologies in-line with green approaches including: repositioning and recycling of relief stocks; using local materials (as opposed to international procurement); and avoiding the use of non-environmentally friendly materials.

**Key session points included:**

**Green dissemination:** There is a need for more information dissemination to NS volunteers, staff and leaders (board members) to understand and advocate on green response issues.

**Preparedness**: Appropriate green response guidelines should be in place before operations take place. Relevant green response planning should be undertaking during preparedness phases

**Multi-sectoral partnerships**: Partnerships with the private sector are required to take advantage of technological advances in green response.

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**Understanding environmental impact and climate information in urban risk reduction measures will allow better humanitarian operations which will contribute to sustainable development.**

In order to achieve this, our responsibilities include:

- *Consolidation of good practice into existing tools & guidance notes.*
- *Review past experiences and capture learning for improved future response.*
- *As National Societies, ensuring we proactively partner and advocate in our programs to reduce impact on the environment from our programs.*

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# *Lessons from Haiyan:* Addressing Challenges and capturing opportunities for effective response and recovery.

**Typhoon Haiyan** (locally known as Yolanda) **struck Central Philippines on Friday, 8 November 2013**, with an unprecedented fury through a combination of cyclonic winds (of 235 kph and gusts of up to 275 kph), heavy rains which led to flooding and landslides, coupled with tsunami-like storm surges along the coast lines. This combination of powerful forces caused a **devastating humanitarian impact resulting in 6,300 deaths, over 3,424,000 families affected, the displacement of 4.1 million people, and over 1,084,762 houses damaged or destroyed**

**Led by the Philippine Red Cross (PRC), the large scale of needs following Typhoon Haiyan demanded a significant response from the RCRC movement** – with a total of 16 RCRC movement partners (IFRC; ICRC; and 14 PNSs) involved in the relief and recovery phases. Reflecting on this Level 3 response, the session shared experiences and lessons in relation to both the relief and recovery phases.

A brief overview of relief activities undertaken in response to Yolanda was provided, including:

- Dead body management
- Restoring Family Links
- Water and Sanitation
- Debris clearing
- Health & hygiene promotion
- ERU mobilization
- Field hospitals
- Food distribution
- Psychosocial support
- Provision of classrooms
- Tents and emergency shelter repair
- Camp management

In undertaking the above, key internal and external challenges were shared by PRC and session participants, summarised below:

- **Access was limited** by distance to affected areas; damaged air and sea ports; significant debris; urban tension and looting; damaged road infrastructure and communications systems.
- A large number of **unsolicited donations** were received, arriving unannounced at seaports – in particular, used clothing.
- **PRC chapter staff and volunteers were significantly affected** – having to manage personal losses and PRC responsibilities.
- PRC faced organizational challenges in **absorbing the significant scale up in human resources** (500+ staff and 2000+ volunteers)
- **Communication and coordination amongst the RCRC** was stifled in the early stages of the response.
- Parallel to Haiyan, **PRC was still engaged in other on-going responses** throughout the Philippines, further stretching PRC capacity.
- The high **rotation frequency of ERU personnel** had impacts on momentum and institutional/ response knowledge

As the response phase has progressed into recovery, the five key PRC areas of intervention include Shelter and settlements; Health; Water and sanitation; Livelihoods; and Disaster risk reduction.

Moving further into the response phase, key lessons and next steps for PRC were identified as:

- The **development of a PRC Academy**, aimed at delivering standard training for all PRC staff and volunteers – and **strengthening the PRC's 143 program.**
- **Re-engineering the PRC Chapters**, including increasing the skill base and number of staff and volunteers.
- The development of a **Regional Disaster Management Centre and Logistics Hub.**
- **Increasing focus on psychosocial support** for staff and volunteers (international and local)
- Ensure **strategic placement of pre-positioned stock**, and developing MOU with partners to store stock on their premises.

**Mainstreaming risk reduction across all urban initiatives:** National Societies need to consider - and apply risk reduction measures in all aspects of urban preparedness, response and recovery.

In order to achieve this, our responsibilities include:
- *Support the Formulation of guidelines, SOPs and standard models to follow*
- *Capturing and sharing of good practices and lessons learnt from other National Societies, NGOs and Governments' experiences*

**Innovative programming**: National Societies should not only look within their existing capacity in response and recovery, but should look forward and innovate to expand its humanitarian service delivery in urban contexts.

In order to achieve this, our responsibilities include:

- *Developing partnerships with private sectors and CSOs for resource mobilization and access*
- *Networking and partnering with the technical expertise from other National Societies.*
- *National Societies investing in capacity building initiatives - beyond the traditional lifesaving practices*

**Multi-stakeholder engagement**: Ensure a focus on coordination amongst internal and external partners during response and recovery

In order to achieve this, our responsibilities include:

- *Establish partnerships with Government agencies, companies and other institutions.*
- *Formulating contingency plans with multiple stakeholders*

# Way forward

The workshop successfully brought together over 50 participants from 15 National Societies, the ICRC and other relevant RCRC members and external representatives from the region to *share* experiences and knowledge, *learn* from other national societies and participants; *reflect* on program experiences; and *identify key messages* to further strengthen our urban initiatives.

On the way to 9th Asia Pacific Regional Conference and beyond, the outputs of the Urban Disaster Management workshop are needed as inputs, evidence and guidance from National Societies on emerging trends, challenges and opportunities. These recommendations and key messages will help inform the Asia Pacific Disaster Management Strategy, the global urban and resilience agendas and provide valuable feedback into the IFRC common approach on Urban DRR & DM, including guidance for urban programming.

Next steps in the Asia Pacific Urban Agenda:

1. Conduct a comprehensive mapping exercise capturing best practices in Asia Pacific, on urban preparedness, response and recovery- to be shared with National Societies and Movement partners
2. Prepare case studies to capitalise the learning of National Societies and promote opportunities for cross learning & sharing
3. Identify partners or stakeholders to develop new tools, approaches, and determine how best to take advantage of secondary expertise or knowledge
4. Apply a more holistic approach for urban and resilience programming (including CTP, livelihoods, disaster law, and an integrated DRR/CC programming)

# Annex 1 List of Participants

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