CITY RAP TOOL

CITY RESILIENCE ACTION PLANNING TOOL

The City Resilience Action Planning Tool—or CityRAP Tool—is a set of training exercises and activities aimed at developing the capacity of local governments in sub-Saharan Africa to understand and plan actions that progressively build urban resilience and reduce urban risk. The tool specifically targets local governments of small to intermediate sized cities that have limited experience in urban risk reduction and resilience action planning, and that express demand in kick-starting the resilience action planning process.

The CityRAP Tool has been developed by the United Nations Human Settlements Programme (UN-Habitat), in partnership with the Sub-Regional Technical Centre for Disaster Risk Management, Sustainability, and Urban Resilience (DiMSUR). In 2015 and 2016, the CityRAP was implemented in 6 cities in Mozambique, Malawi, Madagascar, and Ethiopia; and had training activities in 4 other cities. (Figure 1).

TABLE 1

KEY FACTS

Sub-Regional Technical Centre for Disaster Risk Management, Sustainability, and Urban Resilience (DiMSUR)

Date established:	2014
Founding Members:	Madagascar, Malawi, Mozambique and the Union of Comoros
Headquarters:	Maputo, Mozambique
Focus Area:	Urban resilience, disaster risk management and climate change adaptation
Purpose:	To develop capacity of local governments in the areas of urban risk reduction and resilience planning
Main Partners:	United Nations, NGOs, academia, governments
Website:	www.dimsur.org

FIGURE 1

COUNTRIES WITH CITY RAP ACTIVITIES, 2015-2016

MOZAMBIQUE
MALAWI
MADAGASCAR
UNION OF COMOROS

CABO VERDE
SÃO TOMÉ AND PRINCIPE
GUINE-BISSAU
ETHIOPIA

RATIONALE

Urban risks are accumulating in the cities and towns of sub-Saharan Africa as a result of weak governance capacity to manage rapid urban expansion. The accumulation of urban risk is particularly acute in small to intermediate sized cities in the region. These are cities that are rapidly growing, house the majority of the urban population (Figure 3), and began expanding from a minimal infrastructure and institutional base. Furthermore, much of the population expansion has been taking place outside, or in the absence of, official planning frameworks. As a result, large numbers of people meet their housing needs in informal settlements, often located in high risk areas exposed to a range of natural and man-made hazards.

The direct and indirect effects of climate change are being felt severely in urban areas as people, economic activities and assets continue concentrating in risky areas. While climate change is affecting a wide range of sectors from water supply to food systems and health; climate change impacts are distributed unequally across the population, affecting mostly vulnerable groups. The capacity of local government is playing a fundamental role in mitigating urban risks.
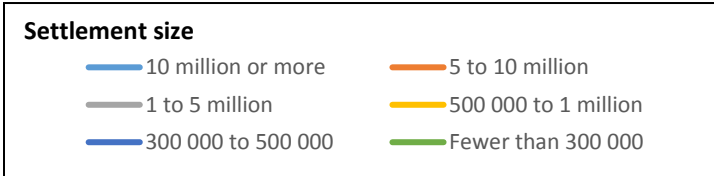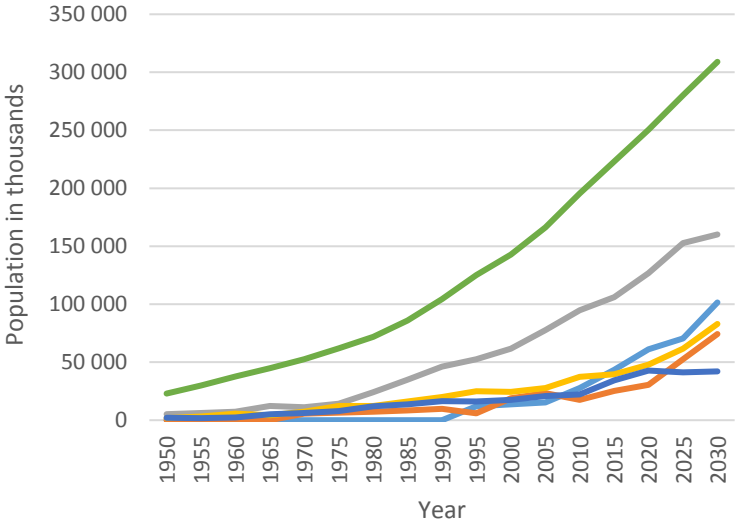
Small to intermediate sized cities in sub-Saharan Africa face some of the most significant capacity gaps in urban governance, particularly in supporting risk reduction and resilience planning actions. Therefore, developing local governance capacity in risk management and resilience planning must be a key strategy to reduce the multiple risks that cities and their populations are exposed to.

However, existing tools are not appropriately targeted to low capacity local governments in sub-Saharan Africa and they tend to be dedicated to a narrow audience. The existing tools are too technical; they rely heavily on outside technical expertise and on costly data collection methods, creating a disincentive to local governments in kick-starting the process of resilience planning. Hence, capacity retention among urban stakeholders, from local governments to communities, tends to remain low.

FIGURE 2

URBAN POPULATION IN AFRICA BY SIZE OF URBAN SETTLEMENT,
1950-2030

Source: United Nations, Department of Economic and Social Affairs, Population Division (2014). World Urbanization Prospects: The 2014 Revision, CD-ROM Edition

OVERVIEW OF THE TOOL

The main objective of the CityRAP Tool is to enable local governments of small to intermediate sized cities to plan and undertake practical actions to strengthen urban resilience. The CityRAP Tool targets local governments in small to intermediate sized cities in with no to limited experience in risk reduction and resilience planning. The main output of the CityRAP Tool is a provisional **Resilience Framework for Action (RFA).**

The CityRAP Tool put local governments and urban stakeholders in the driver's seat of urban resilience planning to ensure capacity retention and use. The tool can be adapted to local needs and it is implemented with minimal intervention from external technical experts, by relying on practical methods that leverage local knowledge for understanding, prioritizing and planning resilience strengthening activities. The methods include local government self-assessments, participatory risk mapping exercises, and cross-sectorial action planning—all activities are done by the local government engaging relevant stakeholders, most importantly, communities themselves.

CAPACITY DEVELOPMENT
in the City RAP Tool

The concept of *capacity development* emphasizes the inherent capacity that already exists in all countries, cities, and communities at multiple levels and among multiple stakeholders.

The City RAP Tool supports, facilitates, complements and furthers the development processes underway and existing capacities to ensure retention and use of resilience planning methods.

PHASES OF THE TOOL

PHASE 1 CRASH COURSE	**UNDERSTANDING KEY CONCEPTS AND HOW TO USE THE TOOL**	Local government and urban stakeholder are introduced to key concepts, good resilience building practices, and how to use the tool
PHASE 2 CITY ASSIGNEMENT	**USING LOCAL KNOWLEDGE TO ASSESS RISK AND RESILIENCE**	Local government learn-by-doing, implementing good practices for leveraging local knowledge (self-assessments, participatory mapping)
PHASE 3 DATA ANALYSIS & PRIORITISATION	**PRIORITISING ACTIONS AND MAKING DECISIONS**	Municipality and relevant stakeholders discuss data collected in thematic focus groups and prioritise actions during the Prioritisation Workshop
PHASE 4 ELABORATION & VALIDATION OF RFA	**ELABORATING THE RFA AND VALIDATING THE FINAL OUTPUT WITH STAKEHOLDERS**	Local government technicians develop the Resilience Framework for Action, defining activities at short, medium and long term to be validated

PHASE 1 **CRASH COURSE**

Understanding key concepts and how to use the tool

GOAL

Introduce the municipal staff and crucial local stakeholders to key concepts of urban resilience and disaster risks and prepare them to conduct the subsequent phases of the tool

DURATION

4 days

EXPECTED RESULTS

· All participants understand key concepts for risk management, urban resilience and climate change adaptation;
· Participants are aware of a wide range of concrete actions under the five pillars for strengthening resilience in their city: urban disaster risk management, urban governance, urban planning & environment, resilient infrastructure & basic services, urban economy & society;
· All participants are familiar with the process of the tool;
· A focal point team is formed and prepared to autonomously lead the city assignment;
· A common city vision is created through a group exercise;
· A preliminary city risk map is created identifing the main risks that affect the city to choose neighbourhoods for community risk mapping.

Phase 1 is an intensive training that aims of introducing and familiarising city technicians and urban stakeholders with key concepts, good practices in urban management, the tool methodology, and materials. Conducted by UN-Habitat and DiMSUR technical experts, the training is supported by easy-to-understand presentations (Figure 3), handouts and interactive material, such as videos (Figure 4) and games (Figure 5).

By the end of the Crash Course, a local focal point team is established and enabled to lead the completion of the various activities in Phase 2, 3 and 4.
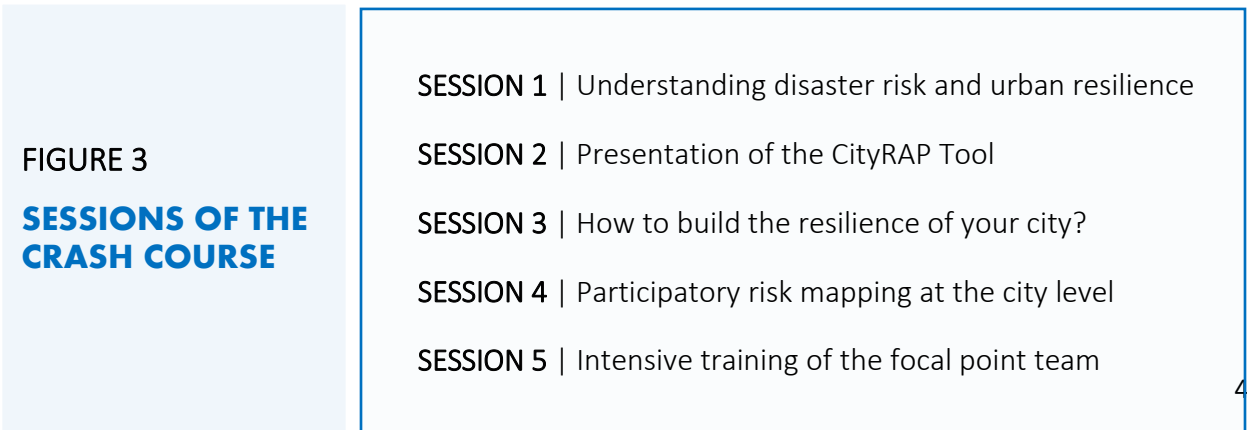
FIGURE 3

SESSIONS OF THE CRASH COURSE

SESSION 1 | Understanding disaster risk and urban resilience

SESSION 2 | Presentation of the CityRAP Tool

SESSION 3 | How to build the resilience of your city?

SESSION 4 | Participatory risk mapping at the city level

SESSION 5 | Intensive training of the focal point team

FIGURE 4

URBAN RESILIENCE DEFINITION IN THE CITY RAP TOOL

Key concepts, like urban resilience, are explained in didactic formats. Capacity retention increases when complex issues are simplified.
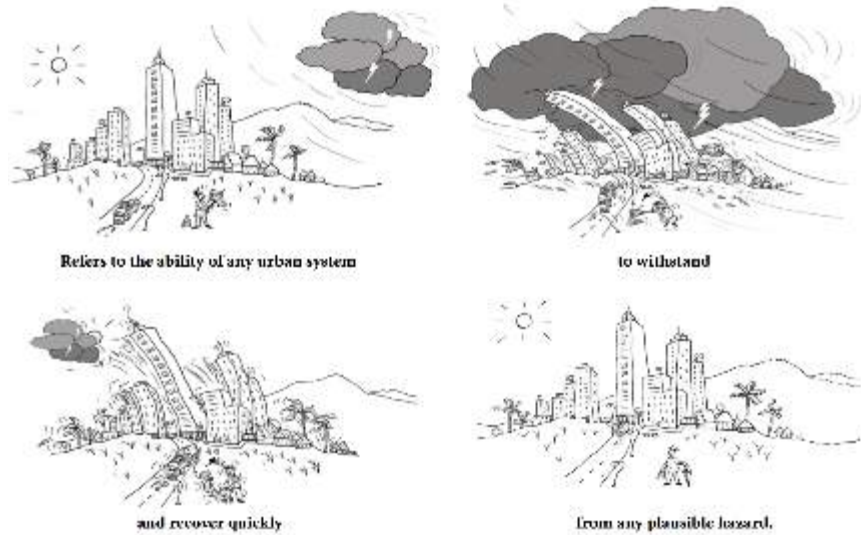

Refers to the ability of any urban system

to withstand

and recover quickly

from any plausible hazard.

FIGURE 5

"THE CHANGE", AN AWARD WINNING ANIMATION ON URBAN RESILIENCE

This 15-minute animation feature has proven to be an effective way of engaging participants while explaining the importance of urban risk reduction.

FIGURE 6

CITY LEVEL RISK MAPPING UNDERTAKEN DURING SESSION 4

A city level risk mapping exercise helps identify neighbourhoods in which to conduct participatory mapping, in Phase 2, Week 2. Mapping in the community level is the key to ensure community participation.

PHASE 2 **CITY ASSIGNMENT**
Using local knowledge to assess risks and resilience

GOAL
Leverage local knowledge to collect and analyse urban resilience data from both local government departments as well as the community to set priority actions

DURATION
3 weeks

EXPECTED RESULTS

· Each sector has completed the self-assessment questionnaire;
· An answer sheet has been prepared which compiles all answers for each municipal department;
· Communities of at least two neighbourhoods are consulted for risk mapping and planning to build resilience;
· Collected information is compiled and detailed.

The Phase 2 consists of two main assignments of two weeks each, aiming at using local knowledge to collect accurate and relevant information. A third week is to compile and organize the information collected. The main sources of information are the local government and communities.

The assignments from Phase 2 are led and coordinated by the focal point team, formally assigned to this role by the local administration. All necessary material and instruments are provided and explained in detail during Phase 1. UN-Habitat technical experts are available for tailored support as needed during Phase 2.

WEEK 1 SELF-ASSESSMENT

The aim of Week 1 is for local government to conduct a rapid self-assessment of their city resilience situation. The main tool for conducting the self-assessment is the self-assessment questionnaire. The questionnaire is a set of multiple choice questions that enables local government staff of all relevant departments to identify and prioritize key issues and concerns related to their city's urban resilience.

FIGURE 8

EXAMPLE OF THE SELF-ASSESSMENT QUESTIONNAIRE FORMAT

The focal point team identifies and interviews staff from all relevant departments.

WEEK 2 PARTICIPATORY MAPPING AND PLANNING

In Week 2, a participatory risk mapping exercise is carried out at the neighbourhood level. The aim is to collect the opinion and perceptions from community members regarding the risks affecting their neighborhoods and prioritize actions. Consequently, a list of proposed priority actions is elaborated and spatially mapped for each neighbourhood to mitigate the identified risks and build resilience.
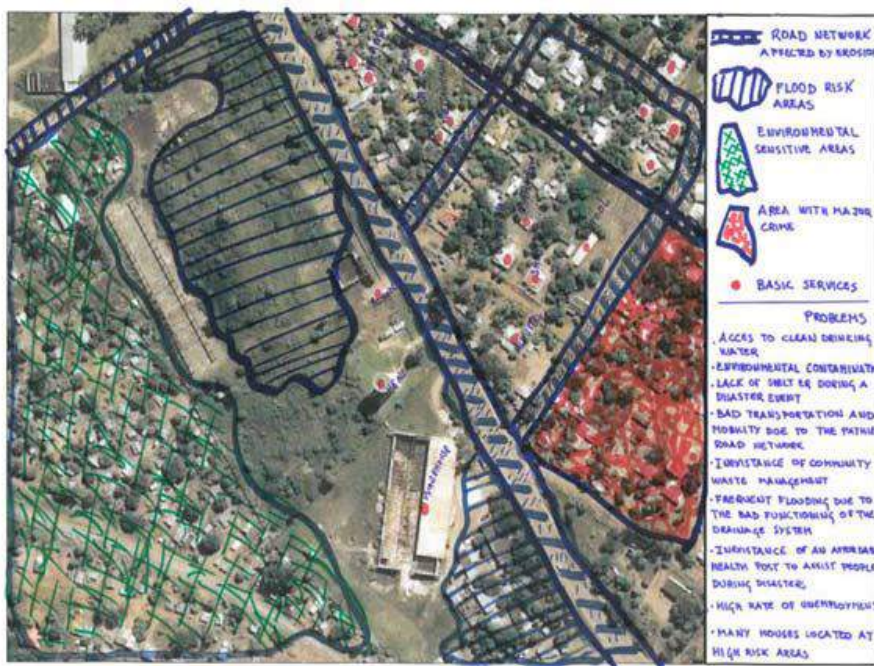

FIGURE 9

EXAMPLE OF A PARTICIPATORY RISK MAP

After preparing for the consultation process by printing out satellite maps, the focal point team conducts community consultations in two neighbourhoods selected in Phase 1.
If time and resource allow, the focal point team does this for all neighbourhoods where risk information is lacking.

During Week 3, all the information collected during the first two weeks of Phase 2 is compiled to prepare the focus group discussions and the Prioritisation Workshop of Phase 3.

FIGURE 10

FILLING IN THE SELF-ASSESSMENT MATRIX

The self-assessment matrix is a simple way for local governments to highlight what they are achieving and where potential shortfalls exist.
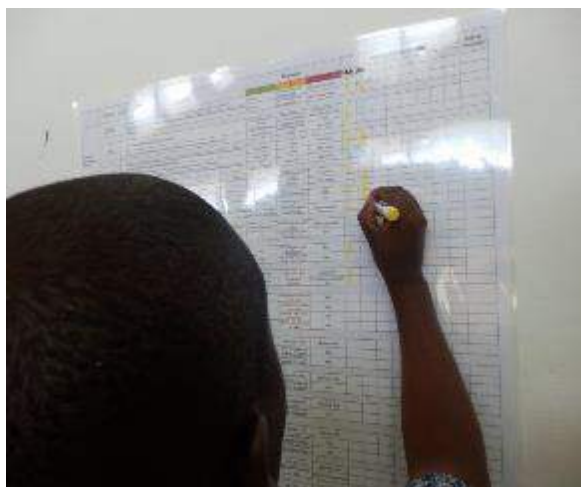
PHASE 3 **DATA ANALYSIS AND PRIORITISATION**

Prioritising actions and making decisions

GOAL
Present and discuss the data collected during Phase 2 and other relevant information during the focus group discussions and the Prioritisation Workshop, when decision making will take place.

DURATION
1 week

EXPECTED RESULTS

· 5 focus groups discussions are held and result in the elaboration of presentations for the five pillars of urban resilience for the Prioritisation Workshop;
· Priority actions for building urban resilience are selected during the Prioritisation Workshop;
· Focal points are trained on how to further develop the Resilience Framework for Action.

In Phase 3, data collected and compiled during Phase 2 is presented and discussed among local stakeholders. Firstly, thematic focus groups are organized with the participation of city technicians, community members, representatives from NGOs, CSOs, media and other relevant stakeholders. Within

these focus group discussions, participants discuss in detail what are the main shortcomings and priorities for each proposed pillar of resilience. The discussions are guided by the results obtained in the self-assessment and mapping exercises.

Finally, representatives of each Focus Group come together during the Prioritisation Workshop, when they choose collectively key priority actions to build resilience in their city. These priority actions are the cornerstone of the Resilience Framework for Action.

FIGURE 11

THE PRIORITISATION WORKSHOP

During the Prioritisation Workshop, key local stakeholders come together to discuss and decide priorities to build urban resilience based on the results of the self-assessment, community consultations and Focus Group discussions.

PHASE 4 **ELABORATION & VALIDATION OF THE RFA**
Concluding the final output and validating it with the population

GOAL
Draft the Resilience Framework for Action (RFA) to present and discuss it during a review workshop. Finalise the RFA according to the feedback and present it for validation and endorsement by the municipal authorities.

DURATION
4 weeks

EXPECTED RESULTS

· A detailed baseline assessment for the identified priority issues
· A list of objectives to address the gaps identified for each priority issue
· A RFA diagram organizing objectives according to priority and timeline
· A list of suggested actions to reach the objectives
· An updated final city risk map localizing the objectives and actions

In Phase 4, the Resilience Framework for Action (RFA) is prepared as final product of the CityRAP Tool process. The RFA is a reference document that allows local governments and other institutions to mainstream resilience within five components of urban management: policies, plans, budgets, institutional set-ups and interventions.

For each of the five components, a set of actions is defined based on an assessment of the status quo of the priority issues, which were identified during the Prioritisation Workshop (Phase 3) by municipal authorities, community representatives and other stakeholders. The identified actions per component are broken down into activities with clearly assigned responsibilities in the short (0-2 years), medium (3-5 years) and long term (6-10 years). A required budget is also estimated for each activity. Both actions and activities are located within a final updated city risk map made by community consultations, prioritization and review workshops.

FIGURE 12

THE RESILIENCE FRAMEWORK FOR ACTION: THE PROBLEM-SOLUTION TREE

A consolidated draft of the Resilience Framework for Action (RFA) is elaborated by the focal points with external support by the trainers; reviewed with municipal authorities, community representatives and other stakeholders; validated and endorsed over a period of four weeks. For each of these four weeks the focal points undertake respective tasks. The process flow is represented in a problem-solution tree that traces the prioritisation process in its different parts and how it led to the proposed actions for building urban resilience.