

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). The CityRAP has been tested in 5 Pilot Cities in Mozambique, Malawi and Madagascar in 2015 and 2016 and will be further piloted in additional places throughout the upcoming months (Figure 1).

TABLE 1

KEY FACTS

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

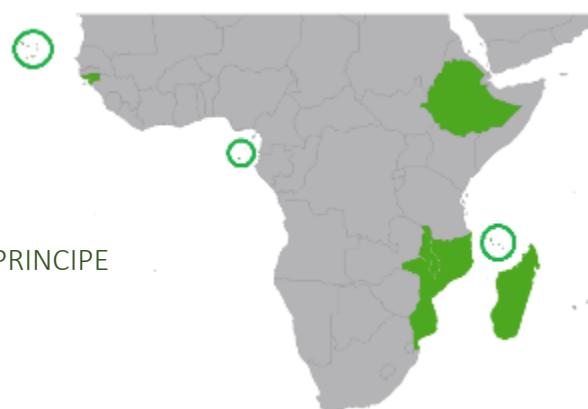
| | |
|--------------------------|---|
| Date established: | 2014 |
| Founding Members: | Governments of Madagascar, Malawi, Mozambique and the Union of Comoros |
| Headquarters: | Maputo, Mozambique |
| Focus Area: | Urban Resilience, Disaster Risk Management and Climate Change Adaptation |
| Purpose: | 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 urban 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 satisfy their housing needs in informal settlements, often located in high risk areas exposed to a range of natural and man-made hazards.

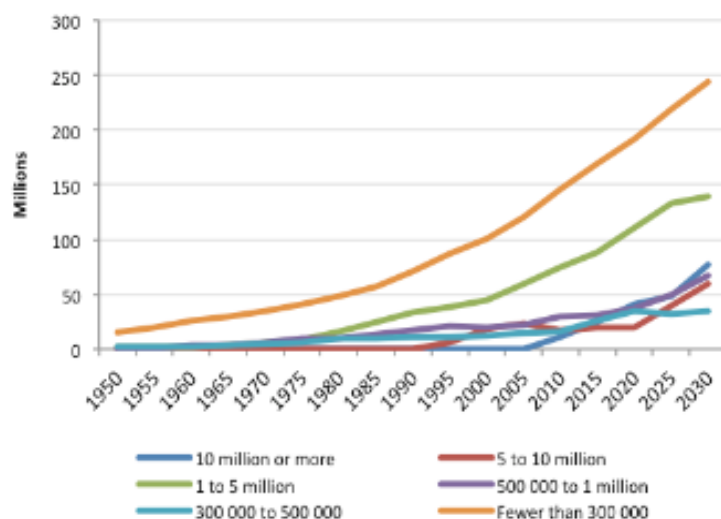
It is increasingly recognised today that the direct and indirect effects of climate change are being felt severely in urban areas as people, economic activities and assets continue concentrating in risky areas. Climate change is affecting a range of sectors from water supply, food systems, and health, the impact of which is distributed unequally across the population, with vulnerable groups potentially most adversely affected. The quality and capacity of local government is playing a fundamental role in mitigating urban risks, whether induced by climate change or not.

Small to intermediate sized cities in sub-Saharan Africa face some of the most significant capacity gaps in urban governance and, by extension, in the capacity of local governments to support 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 city's and their populations are exposed to.

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

FIGURE 2

URBAN POPULATION BY SIZE OF URBAN SETTLEMENT, 2015-2016



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 the resiliency of their cities and towns. 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 **City Resilience Framework for Action (RFA)**.

The CityRAP Tool seeks to put local governments and urban stakeholders in the driver's seat of urban resilience planning in order to ensure **capacity retention and use**. The Tool is designed so that local governments can adapt and implement it with minimal intervention from outside technical experts, using practical methods to leverage local knowledge for understanding and planning resilience strengthening activities. These include local government self-assessments, participatory risk mapping exercises, and cross-sectorial action planning—all which can be 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 aims to support, facilitate, complement and further the development processes underway and existing capacities in order to ensure retention and use 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 participants are introduced to key concepts, good resilience building |
| PHASE 2 CITY ASSIGNMENT | 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 & 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
- The participants are aware of a wide range of concrete actions under the five different pillars for strengthening resilience in their city
- All participants are familiar with the process of the tool
- The Resilience Action Plan (RAP) Team is formed and prepared to autonomously lead the city assignment
- A common city vision is created through a group exercise
- Preliminary participatory city risk

Phase 1 is an intensive training that has the goal of introducing and familiarising city technicians and urban stakeholders with key concepts, good practices in urban management, and 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, the City RAP 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 RAP Team

FIGURE 4

URBAN RESILIENCE DEFINITION IN THE CITY RAP TOOL

Key concepts, like Urban Resilience, are given in easy-to-understand, interactive formats, such as this one depicted here. Capacity retention increases when complex issues are simplified.

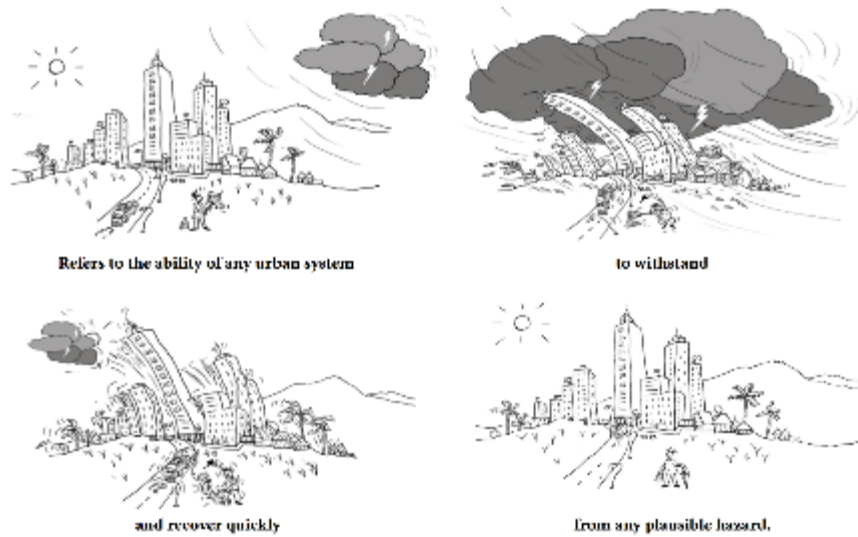


FIGURE 5

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

This 15-minute animation feature has proven 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.



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 for the purpose of setting 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 neighborhoods are consulted for risk mapping and planning to build resilience;
- Collected information is compiled and detailed.

The Phase 2 consists in 2 main assignments, each having a duration of one week, aiming at using local knowledge to collect accurate and relevant information, and a final week 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 Points Team, formally assigned to this role by the local administration. All necessary material and instruments are provided and explained in detailed 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's resilience. 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 6

EXAMPLE OF THE SELF-ASSESSMENT QUESTIONNAIRE FORMAT

The Focal Points Team identifies and interviews staff from all relevant departments, asking each a basic questionnaire on issues related to urban resilience.

Name of the interviewed municipal department: **MUNICIPAL SECTOR: Office of the Mayor**

Possible answers for each question. Circle one answer that has been consensually agreed by the municipal department staff.

When there are disagreements between the consulted department staff on a specific answer, comments should be detailed here.

| Section 1: Urban Governance | | | | | | |
|-----------------------------|-----|--|--------------------------------------|---|----------------------------------|----------|
| Themes | No. | Questions | Answers | | | Comments |
| | | | 1 | 2 | 3 | |
| ORGANIZATIONAL CAPACITY | 1 | Does your municipal department have enough skilled staff to carry out its work? | Yes, it does | To some extent, but not enough | No, not at all | |
| | 2 | Does your municipal department have the required equipment and/or financial means to carry its work? | Yes, it does | To some extent, but not enough | No, not at all | |
| MUNICIPAL FINANCE | 3 | How does the Municipality finance its activities? | Mainly through local resources/taxes | Mainly through central government transfers | Mainly through external partners | |
| | 4 | How predictable are the municipal financial resources for the coming year? | Very predictable | Moderately predictable | Not predictable | |

WEEK 2 PARTICIPATORY MAPPING AND PLANNING

In Week 2, a participatory planning with a cartographic base 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 will be elaborated and spatially mapped for each neighborhood to mitigate the identified risks and build resilience.

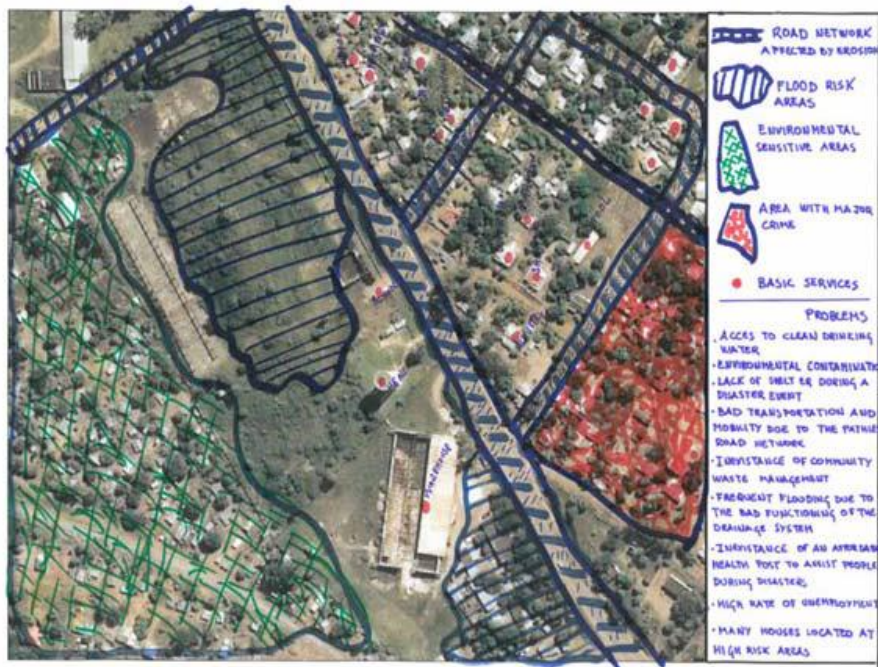


FIGURE 7

EXAMPLE OF A PARTICIPATORY RISK MAP

After preparing for the consultation process by printing out satellite maps, the RAP Team conducts community consultations in two neighbourhoods selected in Phase 1.

Ideally, the RAP Team would do this for all neighbourhoods where risk information is lacking.

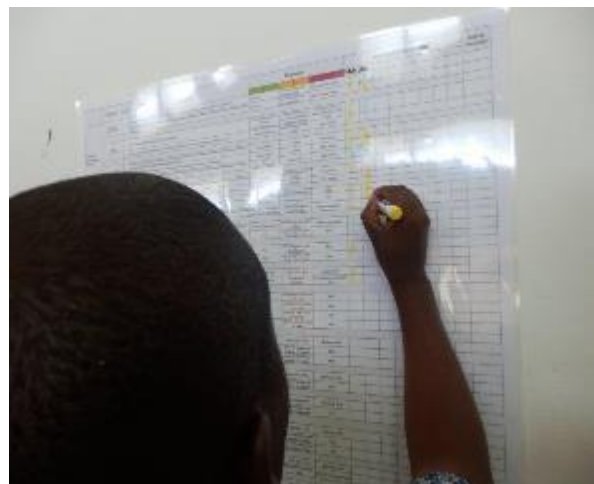
WEEK 3 DATA COMPILATION

During the third week, all the information collected during the first two weeks of Phase 2 is compiled, with the goal of preparing the Focus Groups discussion and the prioritisation workshop of Phase 3.

FIGURE 7

FILLING IN THE SELF-ASSESSMENT MATRIX

The Self-assessment matrix is an easy to use tool that assists Local Governments in highlighting what they are achieving and where they are falling behind.



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 groups 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 each pillar 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 Action Plan.

In Phase 3, data collected and compiled during Phase 2 is presented and discussed among local stakeholders. Firstly, thematic focus groups will be organized with the participation of city technicians, community members, representatives from NGOs, CSOs and media and other relevant stakeholders. During these focus groups, participants will discuss in detail what are the main shortcomings and priorities for each proposed pillar of resilience: Urban Governance, Urban Planning and Environment, Resilient Infrastructures and Basic Services, Urban Economy and Society and Urban Disaster Risk Management. The discussions will be guided by the results obtained in the self-assessment and mapping exercises.

Finally, representatives of the focus groups will come together during the Prioritisation Workshop, when they will choose collectively what are the key priority action to build resilience in their city. These priority action will be the cornerstone of the Resilience Action Plan.

FIGURE 8

THE PRIORITISATION WORKSHOP

During the Prioritisation workshop, key local stakeholders come together to discuss and decide what are the key 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 RAF**



GOAL

Draft the Resilience Framework for Action (RFA), present And discuss it during a review workshop, finalise it according to the feedback obtained 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
- An 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. As a reference document it allows local governments and other institutions to mainstream resilience into their existing and future policies, plans, budgets, institutional set-ups and actions. The RFA is based on an assessment of the status quo of the priority issues which were identified during the prioritisation workshop by municipal authorities, community representatives and other stakeholders. It outlines objectives which lead the path to enhanced urban resilience in the short, medium and long term as well as proposed tangible actions. Both objectives and actions are located within a final updated city risk map resulting from community consultations, prioritization and review workshops.

FIGURE 8

THE RESILIENCE FRAMEWORK FOR ACTION

A consolidated draft of the Resilience Framework for Action should be elaborated by the focal points with external support by the trainers, reviewed with municipal authorities, community representatives and other stakeholders and finally validated and endorsed over a period of four (4) weeks. For each of these three weeks the focal points should undertake respective tasks.

