



Module 7: Understand and Strengthen Societal Capacity for Resilience

Uscore2: City-to-City Peer Review Tool

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INTRODUCTION

Uscore2 is a peer-to-peer review process for cities. Designed with funding from the European Commission, it enables cities to share and learn from good practice in Disaster Risk Reduction (DRR) in other cities across the world. Uscore2 focuses on the use of city-level peer reviews as a tool with which the activities of one city in the area of disaster risk management and civil protection are examined on an equal basis by fellow peers who are experts from other cities. This approach facilitates improvements in DRR through the exchange of best practice and mutual learning, whilst also maintaining impartiality and transparency. This peer review programme integrates an evidence based methodology for impact evaluation, enabling participants to demonstrate the value generated by the investment in the peer review.

Cities undertaking a peer review of community resilience and seeking to Understand and Strengthen Societal Capacity for Resilience, will generally be undertaking this as part of a wider review as outlined in the 'Uscore2 Step-by-Step Guide to City-to-City Peer Reviews for Disaster Risk Reduction'. The Step-by-Step Guide provides an essential overview of the peer review process, the Impact Evaluation Methodology (IEM) used to measure the impact of the peer review, and the 11 Modules for conducting city-to-city peer reviews for DRR.

It is strongly recommended that cities interested in inviting another city to peer review their DRR activity work through the Step-by-Step Guide as a precursor to undertaking Module 7. This Module Guide gives information relevant to those steps in the peer review process which are specific to Module 7.

During the development of Uscore2, the peer review process has been piloted by three cities: Amadora (Portugal), Salford (UK) and Viggiano (Italy). The pilot cities spoke positively of their experiences:

"Peer reviews are interactive and about mutual learning, exchange of best practice and policy dialogue, a support tool for prevention and preparation under the EU civil protection mechanism and promote an integrated approach to disaster risk management, linking risk prevention, preparation, response and recovery actions."



BACKGROUND

This Module addresses the need for cities to foster environments which are socially connected and promote a culture of mutual help to support disaster risk reduction (DRR) and resilience (UNISDR n.d). Development of community resilience is an essential part of the DRR work that is undertaken in cities.

Effective community resilience programmes ensure that individuals and community groups are involved in the whole process of community engagement. This includes identifying key risks and vulnerabilities by identifying strategies to mitigate and reduce these risks (Fleischhauer et al. 2012), developing community response plans (Johnson and Blackburn 2014), and education and training to raise awareness (Sarimento et al. 2017).

Engaging communities in DRR enables priorities to be better defined and focused on the needs of communities and ensures that they have a voice in decisions that will later impact them (ISDR, 2007). Social connectedness and fostering a culture in which people help one another can support communities in responding to disasters. Similarly, participation in community efforts and trust in civic leadership will also help in post-disaster recovery.

UNISDR highlight this importance, ‘community-based disaster risk management promotes the involvement of potentially affected communities in disaster risk management at the local level. This includes community assessments of hazards, vulnerabilities and capacities, and their involvement in planning, implementation, monitoring and evaluation of local action for disaster risk reduction’ (UNISDR, n.d, a).

Community resilience can be developed through a number of different ways including; engagement with civil society organisations (Parsons et al. 2016), development of neighbourhood response plans (UNISDR, n.d, b), identifying vulnerable communities and understanding what their needs are and

offering education and training to groups (Birkmann et al., 2013). It is also important to recognise that within communities there are often unequal distribution of exposure to risk, it is essential that community resilience processes recognise this and identify and work with vulnerable communities (Birkmann, et l., 2013).

Peer review provides a focused approach to reviewing community resilience activities with both practitioners and groups from the community. This supports cross-sector collaboration and coordination and helps to strengthen government and societal understanding of community needs, behaviours and risk management processes. This is facilitated by the peer review which is designed to draw various sections of society together to stimulate dialogue (Henceroth, et al., 2015).

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Further Information

For further information on peer reviews visit: www.Uscore2.eu. Also refer to ISO 22392 when published. Currently it is in draft and will contain further information about peer reviews.



HOW CAN COMMUNITY RESILIENCE BE ASSESSED AND IMPROVED?

The description of Essential 7: Understand and Strengthen Societal Capacity for Resilience, taken from the UNISDR's Making Cities Resilient website, and which has been used to develop this Module is given below. It describes the activities a city should be demonstrating to improve resilience in this area. A city's capacity for resilience is the responsibility of a number of organisations, though it is usual for local government to take the lead and enable effective collaboration in DRR.

Essential Seven: Understand and Strengthen Societal Capacity for Resilience

Establish well-equipped response units at local level:

- Establish and maintain neighbourhood emergency response groups and training.
- Engage and co-opting civil society organisations – churches, youth groups, clubs, advocacy groups, other voluntary groups.
- Formulate neighbourhood plans by reference to such groups.
- Offer education, training and support to such groups.

Develop risk reduction and resilience information:

- Undertake formal or informal censuses of those who may be vulnerable and less able to help themselves, in each neighbourhood, and understand from them what their needs are.
- Use government 'touch points' with the public such as welfare or social services visits and offices, police, libraries and museums to build awareness and understanding.

Integrate disaster risk reduction and resilience into formal education and other orientation programmes:

- Ensure that the education curriculum within schools, higher education, universities and the workplace includes disaster awareness and training.

Improve public education and awareness through dissemination of information through business sector and media:

- Engage with employers as a communications channel with their workforces for disaster awareness and training.
- Engage local media in capacity building (TV, print, social media).
- Provide translation of all materials into all languages used in the city.

Build and maintain open-access data for disaster preparedness and response:

- Provide community groups with 'unvarnished' data on risk scenarios, the current level of response capabilities and thus the situation they may need to deal with.
- Take advantage of mobile apps (phone / tablet) and web-based 'systems of engagement'.

HOW CAN THIS BE MEASURED?

The following table describes the high level indicators for Essential 7 taken from the Disaster Resilience Scorecard Preliminary Level Assessment. These are used in this Module as indicators against which to gather evidence and make recommendations. Indicator P7.3 refers to business continuity planning and is considered within Module 3 to reflect the importance of continued economic activity in maintaining the city's economy and people's livelihoods.

Ref	Subject / Issue	Question / Assessment Area
P 7.1	Community or "grassroots" organisations, networks and training	Are grassroots or community organisations participating in pre-event planning and post-event response for each neighbourhood in the city?
P 7.2	Social networks "Leave no one behind"	Are there regular training programmes provided to the most vulnerable and at need populations in the city?
P 7.4	Citizen engagement techniques	How effective is the city at citizen engagement and communications in relation to DRR?

The full Detailed Assessment from the Disaster Resilience Scorecard for Cities is available through the following link:

<http://www.unisdr.org/campaign/resilientcities/home/toolkitblkitem/?id=4>

METHODOLOGY

PHASE 2, STEP 7: INFORMATION TO SEND TO REVIEW TEAM PRIOR TO THE REVIEW TEAM VISIT

Please refer to the Step-by-Step Guide for advice on both conducting and hosting peer reviews. This section sets out information that is specific to this Module, which begins in Phase 2.

As set out in the Step-by-Step Guide if Modules 1 (Organise for Disaster Resilience) and 2 (Identify, Understand and Use Current and Future Risk Scenarios) are not undertaken at the same time as Module 7, then an overview of both the city's disaster risk governance and DRR risk assessment should be included in the pre-visit information sent to the Review Team.

The Host City should aim to send the pre-visit evidence to the Review Team three months ahead of the review visit. It is recommended that the pre-visit evidence is limited to 3 – 5 items for each Module.

Suggestions for the type of pre-visit evidence that could be shared between cities

A selection of evidence should be sent to the Review Team before their visit to the Host City. This could include the type of information listed below or any other information that the two cities agree would be of benefit.

It is **highly recommended** that the Host City prepare a **summary** of how the city promotes community resilience including:

- An overview of the Host City's community resilience arrangements. This could cover: any governance / coordination arrangements; the extent of the network of community organisations engaged in DRR in the Host City and any resources available in the Host City to support capacity building in the community resilience network
- The risks the Host City has used in planning its approach to strengthening community resilience including the most probable and most severe disaster scenarios.

In addition, **no more than 4 other items** should be selected from the suggestions below to demonstrate the Host City's baseline capacity

for creating, maintaining and mobilising community resilience.

Overview: A Shared Understanding of Roles and Responsibilities

- An action plan or other document that provides an example of how institutions in the Host City are working together to understand and strengthen societal capacity for resilience
- A plan or protocol describing how the Host City will engage with the most vulnerable and at need populations in the city to strengthen community resilience
- A structure chart and description of who, in the Host City, has responsibilities for managing local community resilience networks
- A description of how the Host City has identified and used learning from community resilience models elsewhere in the world to strengthen its own societal resilience
- The outcomes of local completion of the UNISDR's Disaster Resilience Scorecard for Cities, Essential 7.

P7.1: Community or "grassroots" organisations, networks and training

- A case study describing how a community or grassroots organisation in the Host City is promoting the resilience of the communities with which it works
- A description of how community organisations are being engaged in the Host City's DRR planning and other activities
- A communication or engagement plan used within the Host City to guide it communication and engagement with the community and grassroots organisations and networks

- An emergency plan describing how the Host City will mobilise community resources in an emergency and the capacity and capabilities it looks for community and grassroots organisations to provide
- A plan showing how the Host City will engage community and grassroots organisations in post-disaster recovery, reconstruction and rehabilitation.
- An example of a business continuity plan developed by an institution caring for vulnerable people to ensure people are cared for in a disaster and know what actions to take
- A film or debrief report describing an emergency drill held in the Host City with members of the public to rehearse the response in a disaster.

P7.2: Social networks "Leave no one behind"

- A training plan and / or training materials used with community or grassroots organisations to develop awareness and understanding of DRR and of the risks the Host City plans for, including a description of how the Host City evaluates the effectiveness of the training
- Evidence that the most vulnerable and at need populations are appropriately trained including feedback from participants on its effectiveness
- Risk awareness information provided in different languages and in ways to ensure it is accessible to everyone in the Host City
- An overview of the city's public education and awareness programme together with some examples of the materials used and a short explanation of how the effectiveness of the programme is evaluated

P7.4: Citizen engagement techniques

- Publicity material and / or promotional videos about the risks the Host City faces, what to do in an emergency and how people should help one another in their community
- An information leaflet or other material describing how to get involved in voluntary organisations, community groups or grassroots networks for DRR
- Promotional material, including that for public events, which community or grassroots organisations have produced to encourage people to get involved in their activities
- Details of any public facing website, application or social media platform that gives information on community resilience
- A report from, or description of, an example of a city-to-city knowledge exchange that has resulted in strengthened community resilience.



PHASE 2, STEP 8: ARRANGEMENTS FOR THE PEER REVIEW VISIT

As described in the 'Step-by-Step Guide', in the 3-6 months before the peer review visit, the Host City and Review Team are recommended to agree an agenda for the visit. This will include a range of activities to enable the Review Team to understand how the Host City is understanding and strengthening its capacity for societal resilience. The types of activities could include some or all of those listed below, or any other relevant actions. It is anticipated that the review of this Module will take a day. For all interviews, the Host City should ensure translators are available if they are required.

At the start of the Review Team's assessment of Module 7, the Host City is **highly recommended** to make a **presentation** to the Review Team which sets out its approach to promoting community resilience.

This could include information about:

- The governance arrangements in the Host City's DRR plan for creating, maintaining and mobilising community resilience resources. In addition, where the accountability and responsibility for managing any funds, including local, national and international aid and funding, which may be required to enable community resilience
- The stakeholders in the Host City that will be involved in community resilience, particularly the most vulnerable communities
- How Host City institutions will be coordinated and work together to ensure communities are resilient, involved and consulted during a disaster response and the recovery period, including the mechanisms for prioritising and managing resources for maximum effectiveness.

Who should the Review Team interview?

When considering who is important for the Review Team to interview and / or receive a presentation from, it is **highly recommended** that **the Mayor** and / or other key local political leaders who will give leadership in community engagement, societal resilience and DRR are included and available. The Host City and Review Team should consider all Modules being assessed during the peer review and combine relevant questions with each senior politician or officer into one appointment.

The Host City and Review Team may also wish to consider who would be most appropriate in light of their initial exchange of pre-visit information and also given the most probable and most severe disaster scenarios for the city. Suggestions include:

- Officials who are responsible for drawing up and leading the Host City's community resilience strategy
- Community leaders of organisations critical to creating, maintaining and mobilising community resilience resources
- Leaders of educational institutions or other organisations involved in engagement and training of community and neighbourhood groups
- Senior managers responsible for the communication and social media networks linking community groups
- Local residents from the neighbourhoods involved in community and grassroots organisations, together with representatives of the most vulnerable communities
- Practitioners who have been involved in a city-to-city knowledge exchange to explore how this has helped the Host City to strengthen its community resilience.

How can the Host City multi-agency capacity be demonstrated?

In addition to interviews and presentations, suggestions for activities within the programme for the visit include but are not limited to:

- A focus group with community representatives incorporating a facilitated discussion about community resilience
- Visits to neighbourhoods in the Host City that have been engaged in the city's community resilience strategy and talking to residents about their experience of the community resilience programme
- Visits to community facilities run by community or grassroots organisations where people work together to prepare for disasters
- Site visits to the offices of NGOs or local voluntary organisations that can offer support to communities in disasters
- Site visit to an institution such as a school or residential facility that cares for people who would be vulnerable in a disaster to discuss their planning and arrangements in case of an emergency
- Observing any innovative means of communicating risk to vulnerable communities, such as drama, art or intergenerational projects

- Talking with community representatives including, if possible, those who have experienced and been involved in mobilising community resources in a disaster
- Visit to a team researching and assembling data in relation to community resilience.

For all interviews, the Host City should ensure translators are available if they are required.

Exercises and Training

Particularly in the context of this Module with its focus on promoting community resilience, the Review Team are likely to find it very helpful to observe:

- An example of a public training event taking place in the Host City at the time of the visit
- A public event to raise awareness of risks and the Host City's DRR preparations
- A live exercise or drill to rehearse the response to an emergency.

This will offer the Review Team the opportunity to see how the Host City engages the community in DRR. If this is not feasible, the Host City may wish to include video or other evidence from these activities.



PHASE 2, STEP 9: REVIEW TEAM: GATHERING EVIDENCE

The Review Team will gather evidence from the pre-review information submitted before the peer review visit, together with information from interviews and activities undertaken during the visit, to gain a view of the effectiveness of the existing capacity for understanding and strengthening community and societal resilience within the Host City.

This will include:

- Which scenarios have been assessed as posing the most probable or most severe risk to the Host City, together with which communities have been identified as the most vulnerable and whether the community resilience strategy in place provides sufficient community resilience for these predicted disaster scenarios
- How effective the strategies within the Host City are to engage all relevant agencies and organisations to support and augment the community resilience programme
- How the Host City trains and maintains the engagement of community organisations and neighbourhoods in community resilience networks, particularly those representing the most vulnerable and those in need
- Areas of strength and good practice.

The Review Team will structure their evidence gathering and interviews to enable the Host City to describe and demonstrate their approach against each of the indicators included in the Disaster Resilience Scorecard Preliminary Level Assessment. Overall, the Review Team should determine:

- Who leads / contributes / coordinates / assesses performance in this area? Is this effective? Is shared ownership of DRR evident?
- Who is missing / underperforming or underrepresented?

- What skills and experience are evidenced? Are there deficits?
- What activities currently support performance in this area? Are these activities effective?
- What, if any, additional activities would the Host City like to undertake in future? What are the barriers to extending activities?
- How are resources / information / training shared? Are there exclusions or barriers to access?
- How is the Host City accessing local / national / international sources of expertise to improve DRR in this area? Which networks is the Host City part of to support this activity?

Although the Review Team should design their own detailed questions in order to explore issues they consider relevant in the context of the Host City, the following questions are offered as suggestions that may be helpful in stakeholder interviews for Module 7. They are example questions and it is wholly acceptable to tailor them or, equally, not to use them, according to the individual peer review. The Review Team could choose to select just the relevant questions as well as asking additional questions that have not been listed below.



Ref	Subject / Issue	Suggested Questions
P 7.1	Community or “grassroots” organisations, networks and training	<p>Are grassroots or community organisations participating in pre-event planning and post-event response for each neighbourhood in the Host City?</p> <ul style="list-style-type: none"> • How did the community resilience strategy inspire individuals and organisations to become involved in this programme? • What outputs were produced as a result of the programme? • How has engagement with community and grassroots organisations improved the Host Cities approach to DRR? Are there tangible examples? • What would help the programme to achieve even more? • Who else would you like to be included in the programme? • What areas do you think aren’t being addressed that should be? • Where / who else could you learn from? • If you were starting the programme from scratch what would you do differently? • If you could make one recommendation for the next step that can be done to make the programme even better, what would it be?
P 7.2	Social networks “Leave no one behind”	<p>Are there regular training programmes provided to the most vulnerable and at need populations in the Host City?</p> <ul style="list-style-type: none"> • Does the Host City actively ensure the training programmes are accessible to all based on principles of equality and non-discrimination? • How does the Host City ensure its training programmes are effective and meet the needs of all in society? • How does the Host City train community groups and grassroots organisations in new risks such as those predicted due to climate change? • What is your experience of being involved in the training programme? • How has it made a difference to you and the area you live in? • What aspects are working really well?

Ref	Subject / Issue	Suggested Questions
P 7.2	Social networks “Leave no one behind”	<ul style="list-style-type: none"> Describe the impact the training programme has had. Does it involve the public and what is the approach to ensuring everyone knows what to do in an emergency? How does the Host City promote community involvement in DRR, especially within the most vulnerable and at need communities?
P 7.4	Citizen engagement techniques	<p>How effective is the Host City at citizen engagement and communications in relation to DRR?</p> <ul style="list-style-type: none"> What is your experience of being involved in the programme or training? How has it helped / changed the community’s approach to DRR? Which networks are you involved in, how effective are they in creating, maintaining and mobilising community resilience? What social media tools are you linked in to? How effective are they in creating, maintaining and mobilising community resilience? How does the Host City map citizen engagement in DRR and assess which communities or neighbourhoods might need to strengthen their engagement in DRR? How does the Host City evaluate the effectiveness of risk awareness campaigns in the most vulnerable and in need communities? Focusing on the future, how could things be done even better?

PHASE 3, STEP 11: RECORDING INFORMATION AND DRAFTING INITIAL RECOMMENDATIONS

The Step-by-Step Guide describes how the Review Team can record information during the peer review visit and includes a generic form that can be used to capture information during individual presentations, interviews and other activities.

At the end of each day, it is recommended that the Review Team assemble to consider all the information that it has heard during the day and summarise the evidence to understand:

- Areas of good practice and strengths on which the Host City can build
- Areas where further information may be needed before the peer review visit is finished
- Areas where possible recommendations for the future may be made.

This process will help to inform both the remainder of the visit and the drafting of the peer review outcome report.

The two tables below are offered as a way of recording the overall findings for Module 7 together with the initial recommendations arising from the activities experienced during the day.



SUMMARY OF INITIAL FINDINGS

	Comments	Justification for assessment	Good practice identified
P 7.1 Community or “grassroots” organisations, networks and training Are grassroots or community organisations participating in pre-event planning and post-event response for each neighbourhood in the Host City?			
P 7.2 Social networks “Leave no one behind” Are there regular training programmes provided to the most vulnerable and at need populations in the Host City?			
P 7.4 Citizen engagement techniques How effective is the Host City at citizen engagement and communications in relation to DRR?			
Other			

INITIAL RECOMMENDATIONS

	Description of areas for potential development	Justification	Time horizon
E.g. Extent to which data on the city's resilience context is shared with other organisations involved with the city's resilience.	E.g. Ensure a consistent flow of information between multi-agency partners.	E.g. A regular flow of information would improve understanding of risk and aid planning for partner agencies.	E.g. Short, medium, long term implementation
P 7.1 Community or “grassroots” organisations, networks and training Grassroots or community organisations participate in pre-event planning and post-event response for each neighbourhood in the Host City.			
P 7.2 Social networks “Leave no one behind” There are regular training programmes provided to the most vulnerable and at need populations in the Host City.			

INITIAL RECOMMENDATIONS

	Description of areas for potential development	Justification	Time horizon
P 7.4 Citizen engagement techniques The Host City is effective at citizen engagement and communications in relation to DRR.			
Other Area / issue			

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