

Community Resilience in Urban Areas (CRUA)
Final Technical Implementation report
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Introduction

The broad context for the project is an anticipated increase in flooding events across Europe. Since 2004, more than 3.4M people in Europe have been impacted with projections of up to half a million more people per year being affected by 2080. Physical safety, social, economic and mental health impacts are all manifested and there is evidence that resilience is less developed in urban populations than rural communities. The political context includes governments and international agencies mandating actions that should increase resilience, including the UN Hyogo Framework and the EC Floods Directive.

Taking these factors in to account, the project aims to *'contribute towards, and share results widely, on:*

- 1) Individuals and urban communities being better prepared for the increased level of incidence of flooding through studying, designing, adapting, testing and implementing innovative, approaches, tools and techniques to link prevention measures to preparedness and response needs.*
- 2) Ensuring the right level of support, especially emotional support, to aid recovery from the effects of flooding and integrate our emotional resilience model into local planning and other policies.*
- 3) Study current, and encourage exchange of, good practice on multiagency partnerships in civil protection, facilitating access to specific knowledge and expertise on issues of common interest. '*

The project involves Red Cross national societies in U.K. ('BRC'), Hungary ('HRC') and Denmark ('DRC'), the Red Cross/Red Crescent Psychosocial Support Centre ('PSC') and the Red Cross/Red Crescent Climate Centre ('CC'). There are also external stakeholders bringing experience and expertise to the work. There are four key work streams within the project;

1. Building community engagement
2. Developing multi-agency practice
3. The use of serious games in developing community resilience
4. Mainstreaming emotional resilience in flood scenarios

and these will produce specific outputs;

1. A toolkit of urban community engagement tools
2. An innovative Serious Game developed for a European setting.
3. An emotional (psychosocial) resilience model for use in a European context, providing further innovation;
4. Models of good practice in multiagency partnership

Project support arrangements include a Project Management Board ('PMB'), a Quality Compliance Board ('QCB'), local Stakeholder Advisory Groups ('SAG') and on-going evaluation by DRC. Integral to the successful delivery of the project and its legacy is a dissemination strategy that includes a targeted conference during quarter 4, 2016, and the use of established and new network and promotion systems.

General summary of the project implementation process

The CRUA Project has now been completed and is in the close phase.

After a delayed start to the project there was steady progress towards the successful delivery of the CRUA project. Time was taken to define the requirements of the T-Document to ensure that the project met the targets as set out and that all task leaders were sure of the requirements.

As with most projects there have been several changes in personnel which had an impact on information transfer and succession planning. However, a common purpose and plan was established and the team completed all deliverables.

There were several small adaptations to the T-Doc expected deliverables as a result of localization issues. For example, in Northern Ireland, the agencies and communities were more receptive to the community based approach. They were also at a more advanced stage of readiness to accept and use the deliverables. This could be as a consequence of many factors, none more so than the community and agencies being closer as a result of being a post conflict society. The agencies have a closer relationship with communities and communities are experienced with being resilient to the extreme. However, following the project, agencies in Hungary and Denmark are keen to learn and implement the tools from this project and adopt the approach used in Northern Ireland.

There have also been lessons learned involved with mitigating against potential uncontrollable risks. For example, the nature of the organisations involved has meant that resource capacity and strategic advisory participation has been challenged by 'real life' operational issues such as the migrant crisis and more pressing strategic priorities.

Evaluation of project management/implementation process

In line with the terms of reference for the Project Management Board (PMB), Quality Assurance Board (QAB) and Strategic Advisory Board (SAB), good progress has been made with ensuring the project deliverables align with the expectations of the partners, the strategic advisers in the respective countries and compliance with the EC financial rules and regulations.

With a solid technical assistance team based in all National Societies, there was a firm understanding of the rules and regulations pertaining the requirements of capturing evidence of project spend. Furthermore, it was clear that all partners were cognizant of the stringent requirements to report activities and deliverables against spend. This is evident through routine and up-to-date submissions of financial reporting. The finance support officer worked well with each partner to support submission of soft and hard copy evidence in advance of any pending audit.

Shortly after the mid-point evaluation, a series of project management tools to support interoperable delivery have been put in place. These involved a comprehensive Gantt chart, project action log, risk register, task list with partner ownership which all fed into monthly project board meetings.

In a slight change to the project time line, it was agreed by all partners to delay the final Conference from October to December. The reasons behind this was to allow for completion of all deliverables following time delays beyond the control of the project management team and to mark the end of the project. It made more sense to spend longer on the delivery phase of the project and push the conference back until the end of the project.

Following the mid-point evaluation, the project team met for Project Management meetings in Budapest and Belfast followed by the conference in Belfast and a final partnership meeting following the conference (<http://nimbusconference.eu/>).

A monthly cash flow report was created to routinely monitor spend and allow for reallocation of funds in line with the EC rules and regulations and to ensure maximum impact through maximum spend.

Activities

As with previous submissions, the work within the community is dependent on a number of non-Red Cross external factors and stakeholders. This has and will always cause delays as for example, there are various levels of sign off required within Government agencies to allow for activities to take place with the community.

With regard to community interaction, the partners are working well to use every method and range of methods possible to recruit the community into workshops. Factors such as age demographic, emotional connection, time of delivery and general rules of engagement for consultation events have made it difficult to always attract the numbers preferred. This has been a real challenge in Denmark where an alternative approach was put in place.

It is also further acknowledged that the operational structures and political context are different for the three national societies. This requires flexibility in how tasks are progressed and managed. Where this would normally pose as an issue, it provides a very good test for the methodology. There is a common understanding of the required outputs allowing for a common lexicon between project partners. The government in Denmark and Hungary adopt a different approach to Flood Resilience and the project has been working to challenge those approaches in favour of a more holistic community based approach.

Community engagement

BRC:

Beginning in May of 2015 the desktop research on community resilience began. This research led to a substantial literature review document and formed the intellectual basis of the Community Resilience Workshops, Leadership Training and the Community Emergency and Resilience Model. Following the background research and development of the Workshop plans meetings were held in each of the 5 identified at risk communities in Northern Ireland. In these meetings we consulted community members, community leaders, politicians, and emergency planners on the scope and content of the workshops, we used our learning to revise and inform the workshop plans for each area. Concurrently needs assessments were completed in each community and these too shaped the content of the workshop plans for each area. The Needs assessment tool was finalized and included into the overarching Community Resilience Toolkit.

To promote the Workshops and to distribute awareness raising and resilience building information, Road Shows were conducted in each area between December 2015 and February 2016. Following the Road Shows in each area, a series of 3 workshops per area were planned and completed between January and June 2016. At the culmination of the third workshop in each area a community emergency plan was completed. After each workshop, reports were completed and workshop plans were revised to improve the delivery and outcomes of each successive workshop. This culminated in the Final Draft of the Workshop Toolkit for inclusion into the overarching Community Resilience Toolkit.

Grab bags and first aid kits were also distributed to Community members.

Between June and July 2016 the Leadership training plans were finalized, formalized into the Leadership Training Tool and shared in the identified communities. Between August and October 2016 the Model Community Emergency and Resilience plan was completed. This document gives a best practice example of what a community emergency plan can be. It details the actions communities can take, and the resources it can access, to help itself to prepare for, respond to and recover from an emergency.

HRC:

The Hungarian Red Cross translated the Task B booklet – needs assessment tool and guidelines into Hungarian. The Task B booklet has the following editorial information in Hungarian:

□ ISBN 978-963-7500-79-4

- Title: Közösségi Reziliencia Városi Környezetben. Útmutató a közösségi alapú lakosságfelkészítés megtervezéséhez

(B-D.1.1) (B-D.3.4.)

The Hungarian Red Cross completed the community needs assessments for the target areas indicated in the previous section. (B-D1.2)

We carried out training workshops in the four target areas, including 20 people in each area (sum 80). (B-D.2.1.) The workshops organised for the community and the community leaders were the following (B-D.2.2.):

- 4 Initial community needs workshop (vulnerability and capacity assessment)
- 4 Psychosocial effects and needs workshop (for Task C input)
- 4 First Aid training workshop incl. weather related preparedness information
- 3 sandbag – filling workshop and 1 shelter management workshop. Two sandbag workshops were organised together with the 2 days ToT for a higher impact in October 2016.
- 4 Community Based Psychosocial Support in Emergencies workshop

We procured and handed over 4 first aid backpacks for the communities – as in Hungary first aid kits are obligatory equipment of every motorised vehicle and the communities requested a backpack through the needs assessment phase, we decided to give them one big first aid backpack that they can use during emergencies and disasters instead of providing them small FA packs that they already have.

The first version of the serious game was translated into Hungarian and distributed through the website of the HRC. (<http://www.voroskereszt.hu/hireink/200-2016-evi-hirek/2149-jatekok-egy-ellenallobb-tarsadalomert.html>) We put together an explanatory book for the communities that includes other serious games and some explanation about their use. The editorial information of this booklet is the following:

- ISBN 978-963-7500-78-7
- Title: “Komoly Játékok” – Ismeretterjesztő társasjátékok az éghajlatváltozásról és a természeti katasztrófákról
- Editor: András Molnár

(B-D.4)

Four community emergency plans were produced together with the local communities in Hungarian language, using the template provided by BRC and the advice of the local stakeholders. (B-D.5.1)

DRC

Due to the large influx of mainly Syrian refugees to Europe, Danish authorities as well as the Red Cross in Denmark have engaged in responding to the refugee situation in different locations in Denmark. The emergency situation has drawn upon both local authorities and Red Cross capacities, who were also involved in implementing the Danish CRUA project component. The heavy and critical intervention needed for ensuring a satisfactory response to the refugee situation in Denmark resulted in several delays and postponements of planned activities in the CRUA project. As the refugee situation mainly had consequences for the involvement of important local preparedness authorities, it is the project activities involving social mobilization and intervention at the community level in Denmark, that suffered basic delays.

An alternative implementation plan was agreed upon and detailed planning was resumed in February/March 2016. The planning and preparation of community workshops and trainings hence suffered from lack of time to engage communities. Due to the above circumstances and reduced scope of activities, underspending of funds became a consequence in general.

Basically the piloting of the CRUA approach and activities were carried out with a context adjusted approach to ensure best possible relevance and effectiveness of the project. Due to the postponements in time and reduced scope of activities the project may not have obtained the expected scale of impact at community level. However, the involvement, engagement and continued dialogue with municipal authorities have resulted in a firm cooperation between the Red Cross and statutory agencies and facilitated concrete agreements on further rolling out of the CRUA piloted approach in other flooding risk communities in Denmark.

The CRUA project will furthermore serve as a platform for disseminating the need for community engagement and involvement in flood risk reduction, and serve as a platform for advocating

innovative approaches for multi-agency cooperation relevant to the Danish National Strategy for Disaster Preparedness, which is under development.

Emotional resilience model

The CRUA project task descriptions as approved by the EC are comparatively wide. As the psychosocial reference centre (PSC) started to build working relations with the other CRUA partners and produce first work, it became clear that it was necessary to reshuffle task descriptions and order of workflow to obtain the best possible results for CRUA. This reshuffling was aligned with British Red Cross as project lead as well as with the other project partners. Overall, the output of the work has not changed.

The work on the three deliverables in task C was organised to run in parallel in order to ensure hermeneutic learning and cross-fertilization between processes and findings. This approach also meant that if needed the work towards each of the three deliverables could run on separate time schedules as it was less dependent in time on results of other processes. A notable exception was the interviews and workshops conducted for D-C1 Report on national and local knowledge. Here delays at national level under task B had repercussions in terms of delay to work toward deliverable D-C1. To compensate and avoid overall delays to the project, work toward D-C2 and D-C3 continued as planned.

Preliminary findings, early concepts for the emotional resilience model (eventually the key actions for psychosocial support in flooding) and draft deliverables were presented to CRUA partners at partner meetings and discussed with partners in physical and virtual meeting throughout the project period.

Multiagency framework

- Europe-wide research paper produced based on input from on questionnaires. Questionnaires based on the NORDRESS project developed and finalised in cooperation with GEUS.
- Benchmarking elements completed and circulated
- A total of 9 interviews by Skype or telephone conducted with Disaster Managers in 1. Serbia Red Cross, 2. Bulgaria Red Cross, 3. Rumania Red Cross; 4. Croatia Red Cross, 5. Austria Red Cross, 6. Danish Red Cross, 7. British (Northern Ireland), 8. Hungarian and 9. The Netherlands Red Cross.
- The multi-agency framework completed in collaboration with GEUS.
- HRC helped DRC to establish contact with other Eastern European national societies for interview. HRC participated the Task D interview by DRC.
- Following a number of edits and a meeting in advance of the conference, Task D is now complete.

Serious Game

The serious game is complete. As planned in the T-Doc, there was to be several 'train the trainer' events to be held. One of these was held in Copenhagen where there were representatives from each of the 3 countries. To add value to the project and to reach maximum dissemination potential, the remainder of the monies attributed to this section of the project was used in developing high quality train the trainer manuals and videos. During the videoing, representatives from the education teams in each National Society were present.

Evaluation

The tools to measure the participants overall levels of resilience to flooding which were previously designed and signed off by all partners were used during the workshops. The approach for using these varied from country to country as a careful assessment needed to be made with regard to the participant's likely response to being asked questions whilst in a heightened emotive state.

These measures include metrics to assess levels of knowledge on how to prepare, respond and recover from flooding, self-efficacy to deal with flooding, optimism, perceptions of social support, physical resources and perceived levels of resilience to flooding.

- The evaluation tools used included: 1) Indicators to measure the anticipated results as described in document T3a for each action have been developed. Results and indicators are tangible and at output level. Achievement will be assessed in the final evaluation phase of the project; 2) Baseline and end line questionnaire to be used in community workshops to assess change in level of confidence, knowledge and resilience among participants at the start of a workshop and at the end of the first or at the end of a string of workshops. This depends on whether it will mainly be the same people being invited for the workshops or whether one expects new people to participate in each workshop.
- Survey questions for project participants developed to measure extent of understanding of project objectives, knowledge of existing tools, as well as level of cooperation, and networking.
- Draft ToR for consultant to undertake evaluation of CRUA project developed.
- Baseline and endline survey to assess self-perceived resilience levels among participants in community workshops have been developed and translated.
- Participant satisfaction surveys to use at the end of meetings and workshops to get feedback on content, approach and tools developed.

An external evaluator, Future Analytics Consulting was commissioned to formally evaluate the project and allow an impartial helicopter view of what worked well and where can lesson be learned.

Presentation of the technical results & deliverables

Task B – Community Engagement

Description of agreed deliverable	Status of deliverable as of December 2016
<ul style="list-style-type: none">• Needs assessment tool and guidelines	Complete and included in Overarching Community Resilience Toolkit.
<ul style="list-style-type: none">• 11 completed Community Needs Assessments in total (5 UK, 2 D, 4 H)	NI Complete HRC Complete (<i>altered approach for localization</i>) DRC Complete(<i>altered approach for localization</i>)
<ul style="list-style-type: none">• Between 60-120 Community Leaders trained in total	Completed
<ul style="list-style-type: none">• Leader Training Manual and Presentations developed	Complete and included in Overarching Community Resilience Toolkit.

<ul style="list-style-type: none"> • 11 Community Roadshows (5 UK, 2 D, 4 H) 	<p>NI Complete HRC Completed (<i>altered approach for localization</i>) DRC Completed (<i>altered approach for localization</i>)</p>
<ul style="list-style-type: none"> • 33 workshops (15 UK, 6 D, 12 H) 	<p>NI Complete altered slightly in other areas to ensure same number of people were reached. However, agency practice prevented this deliverable from happening as planned in T-Doc</p>
<ul style="list-style-type: none"> • 550 people contributed to the design and testing through workshops in total. 	<p>Completed. There were larger numbers in Hungary because of the methods of engagement.</p>
<ul style="list-style-type: none"> • 1,750 grab bags will have been disseminated through workshops (250 UK, 500 D, 1000 H) 	<p>Completed</p>
<ul style="list-style-type: none"> • 220 first aid kits will be distributed (100 UKO, 40 D, 80 H) 	<p>Completed with a slight change in approach from DRC and HRC finding better value in investing large first aid kits for the community as the RC already provides small First Aid Kits</p>
<ul style="list-style-type: none"> • Workshop toolkit and guidance 	<p>Complete and included in Overarching Community Resilience Toolkit.</p>
<ul style="list-style-type: none"> • Serious Game tool and guidance 	<p>Completed</p>
<ul style="list-style-type: none"> • 11 Completed Community Emergency Plans (5 UK, 2D, 4H) 	<p>NI Complete. Due to the nature of engagement in DK and HUN by the agencies, they were unfamiliar with the community engagement plan approach and agreed to allow individual household plans. However, following the conference and seeing community plans in action, the agencies in HUN and DK will now adopting the use of community emergency plans.</p>
<ul style="list-style-type: none"> • Community Emergency Plan recommendation report 	<p>Later renamed Community Emergency and Resilience Model. Complete and included in Overarching Community Resilience Toolkit.</p>

Task C – Emotional Resilience

Table 1: original deliverables and reshuffled deliverables incl. reasoning

Original deliverables in form T		Reshuffled tasks and order of tasks		
Number	Original title	Amended title	Amended task content	Reasoning for reshuffle
C-D1	Report on national and local knowledge and procedures across the range of partner countries and identify gaps where we can bring in innovative practices that have been developed globally in	Report on national and local knowledge	A: Report on interviews and workshops with flood affected community members in all three partner countries	Task C data collection was embedded in task B activities that allowed access to community members and their experiences of psychosocial support and flooding in urban areas
C-D2	Guidance and toolkit on good practice and innovation	Report with an analysis of findings from C- D1 and international knowledge	A: Good practices interviews with non-CRUA Red Cross societies working with psychosocial support and flooding in urban contexts	To situate CRUA experiences and knowledge in a broader context and to allow the identification of ways to overcome the challenges identified within CRUA a literature review and good practices interviews were conducted. This international knowledge and the community level knowledge gained for D-C1 were analysed to identify the most useful content and format for the overall output of task C, the Emotional Resilience Model
			B: Literature review of academic and grey literature on emotional resilience	
			C: Analysis of findings from C-D1	
C-D3	Recommendation report for European, national and local models of good practice in well- being and emotional resilience of vulnerable urban communities	Final emotional resilience model with recommendations and actions plans	A: The material "Key actions for psychosocial support in flooding situations" containing the Final emotional resilience model with recommendations	The identified need and international knowledge pointed towards the development of a practical, almost step-by-step material to support NGOs, CSO, the red cross and other non-statutory agencies in carrying out psychosocial support activities that are integrated in all phases of the crisis management without duplicating existing products. The solution was to write the key actions and link key actions closely to already existing tools for implementation. The overall message of the key actions
			B: Toolbox supporting the key actions for psychosocial support in flooding situations	

			C: Local action plans per CRUA partners integrated in task B emergency planning and template for planning	material is to integrate psychosocial support in all other actions. For this reason the local action plans identified as a separate sub-deliverable under task C were integrated in task B.
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Task D – Multiagency Report

All completed as requested in T-Document

Task E – Evaluation

All completed as requested in T-Document

Evaluation report by outside consultant supplied along with the deliverables.

Evaluation of the technical results and deliverables

General Lessons Learnt

The CRUA project has left a solid legacy for communities and agencies working with communities on resilience against flooding. However, the biggest lesson learnt was that different countries are at different stages of readiness for community resilience. In Northern Ireland, there was a greater understanding and acceptance for the concept, most likely driven by the foundations already built by agencies for this approach. This was not the case in Denmark and Hungary. A recommendation is that localization of project results and deliverables should be analysed more thoroughly before projects take place or there should be time written into projects to understand and alter project deliverables as a result of localization issues.

Strengths

The strength of the CRUA project is the legacy that it leaves behind in valuable useable tools to really help people in a crisis. Given that the project outputs are linked so closely to the aims and fundamental principles of the Red Cross about supporting those in need, physically and emotionally, the CRUA project has been a resounding success.

The project has prompted new ways of thinking in all countries, whether that be through the approach to community engagement, or the inclusion of emotional resilience in already established practice.

Possible Challenges and/or improvements to be tackled through further action

This project was a proof of concept. The concept that through true community engagement and emotional support, communities can become more resilient in preparing for flooding events. However, for this to become part of natural practice, the results need to be disseminated and up scaled across regions.

We are living in a changing world where the climate is unpredictable and weather systems change from decade to decade. There needs to be thought given to extending this proof of concept beyond flooding to all weather resilience.