An evaluation of city-to-city learning in the campaign Making Cities Resilient

- matching criteria and implementation

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Abstract
This thesis evaluates the UNISDR led campaign Making Cities Resilient and specifically investigates how cities are matched within the campaign's initiative city-to-city learning, which factors that may be conducive for successful partnerships as well as whether the participating cities implements activities in accordance with the rights-based approach. The evaluation is partly based on a literature review as well as primary data stemming from qualitative, semi-structured interviews with representative from UNISDR as well as cities participating in the Campaign. The evaluation on how cities are matched showed that UNISDR does not have any formalized structure or strategy that could guide them in this process and that it, hence, was done in ad hoc ways, including direct contacts between cities without the support of UNISDR. The evaluation further showed that important factors for successful partnerships include having a clear purpose and expectations, be willing to participate and open to share ideas, to have a similar mind-set and to acquire knowledge about the other city's local context. The analysis of the implementation of activities was done by using indicators of the rights-based approach which builds upon key principles, such as empowerment, participation, equality and non-discrimination as well as accountability. The interviews indicated that the cities to a large extent implemented activities in line with a rights-based approach even though they were not aware of it as a theoretical approach. Further, the thesis supports UNISDR's own perception that focus now has to be put on elaborating practical advice on the implementation of activities in order to reach the objectives of the Campaign.

Acknowledgement

Summary

Since the urbanisation and the number of disasters due to natural hazards are increasing people get more exposed to risks, which is a problem that needs to be addressed. The United Nations International Strategy for Disaster Reduction (UNISDR) has initiated a worldwide campaign called Making Cities Resilient that helps cities and communities to get more resilient and address this problem. This is done by several tools and among others one called city-to-city learning where cities connect to share ideas, experiences and support. This thesis evaluated the matching process of the participating cities. It also investigated problems that the cities have had regarding the implementation of disaster risk reduction activities and analysis the implementation from a rights-based approach. The rights-based approach is the outspoken approach from the UN and is widely used by international organisations to make sure human rights are taken into consideration when planning and implementing capacity building programs and projects, including disaster risk reduction processes.

This thesis gave suggestions on what criteria to consider when matching cities together for city-to-city learning. It also collected opinions from participating cities on possible improvements of the implementation phase and tried to find factors of success regarding the implementation. It was also analysed whether the implementation was done according to a rights-based approach. Qualitative, semi-structured interviews and a literature review were carried out. Four interviews were conducted with four cities participating in the Campaign.

The Campaign does not have an outspoken, unified way to match cities for city-to-city learning projects. The matching is done in different ways but not with a specific thought behind it. Should the Campaign have a strategy to match cities? It is concluded that the Campaign do not need to have a unified strategy for matching cities since it partnerships are best conducted on own initiative. Nevertheless some factors have been found to be conducive for a successful partnerships: to have knowledge about each other's local context, have a clear purpose and expectations, be willing to participate and share ideas and to have a similar mind-set. A similar government, similar cultural context or sizes of the cities are factors that can affect the partnerships but has not been clarified through the interviews.

Early on it was realised that the Campaign did not have the rights-based approach as an outspoken approach. Nevertheless the analysis showed that most implementation of disaster risk reduction in the cities was conducted in a way that was compliant with the rights-based approach, without the representatives of the cities being aware of the approach. Interviews showed that problems regarding the implementation are seldom the lack of resources but the knowledge on how to use them sufficient. The interviews also showed it is important to be able to make individual adaptions to implementation solutions. Interviews also showed that there is a need for the Campaign to give practical tools and advice on how to implement disaster risk reduction activities. This is the Campaign aware of and is currently working with.

Finally conclusions have been made resulting in recommendations to the Campaign as well as to participating cities. There is a need for the Campaign to improve the website in order to facilitate for cities to contact as well as to find information about each other. The Campaign should further continue with the second phase "from awareness to implementation" and also anchor the rights-based approach within the Campaign. The Campaign does not, however, need to instruct the cities about the approach. Participating cities should find information about each other's local context, be clear about purpose and expectations for the partnership and be flexible regarding implementation solutions.

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1. Introduction

This thesis is the result of the course Degree Project in Risk Management and Safety Engineering (VBR 920) that is given at the Department of Fire Safety Engineering and Systems Safety at The Faculty of Engineering at Lund University (LTH), Sweden. The course includes one semester full time studies and is the final part of the Fire Safety Engineering (B.Sc.) programme and Risk Management and Safety Engineering (M.Sc.) programme. The thesis evaluates the tool city-to-city learning in UNISDR's campaign Making Cities Resilient from a rights-based approach.

1.1 Background

The number and impact of disasters due to natural hazards has highly multiplied over the past 50 years. Looking at the last decade alone, disasters like floods, storms and droughts have affected 200 million people and resulted in 79 000 fatalities – annually. In addition, technological disasters have increased due to the technological development and the related number of fatalities reaches 8 000 annually (OECD, 2003).

The climate change plays an important role when it comes to disasters due to natural hazards. Extreme weather and changing climate will continue in the future no matter how hard we try to stop the global warming. This will probably lead to more disasters due to natural hazards and mostly flooding, drought and cyclones (OECD, 2003).

The number of disasters is not only increasing; the outcome of these disasters is getting more and more severe. A major contributing factor to this is that people gradually are getting more exposed to existing hazards as the urbanization increases. The increased urbanisation in turn, is a consequence of many factors; among others the expected population growth of the world by 50 per cent the next 50 years (Pimentel, 2004). That means another 2 billion people will be added to the world's population, most of them in developing countries (World Bank, 2000). Poor people move into the cities believing that cities can offer job opportunities and services that do not reach the rural areas. In the cities, people move in to slum areas that in many cases are located in risk-prone areas; for example valleys where the risk of flooding is high. The urbanisation is also a burden for the, often already weak, infrastructure when more people need and use water and drainage systems. Urbanisation will thus stretch and likely exceed existing resources, which increases the vulnerability of the city's infrastructure and, hence, the population (OECD, 2003). A mal-functioning infrastructure will have a negative effect on decision-making and response that leads to further exposure to disasters. And along with people, economical assets move into cities, which increases the risk of financial loss as well. By undermining social and economic progress, all types of disasters additionally tend to contribute to the already increasing gap between rich and poor people (World Bank, 2000).

Studies made by Seck (2007) and an evaluation of the World Bank assistance for natural disasters made by IEG (2006) both show that the best way to support disasters is to forestall underlying vulnerabilities. This can be done by for example

prevention programs that can handle the vulnerabilities in a long-term perspective. Such considerations and activities need to be integrated with and implemented alongside short-term interventions (e.g. provisions of water and food in the critical phase of disasters), or else the same amount of short-term donations will be necessary if a disaster recurs. It is also known that there is a higher willingness amongst politicians, donors and receiving countries to assist and accept disaster aid than to invest in activities aimed at disaster risk reduction. Despite this fact, the dominating part of all overseas aid goes to food. Only 1 % goes to disaster risk reduction and just a small bit to economic recovery and strengthening of infrastructure (Sparks, 2012). Another aspect worth mentioning is the rooted feeling of moral obligation to assist humans in case of disasters that also makes disaster aid attractive (IEG, 2006; Seck, 2007).

There are strong reasons to work with disaster risk reduction and the knowledge on how to reduce risks has increased and today there are several actors working with disaster risk reduction (UNISDR, 2009). The majority of organisations and agencies for development were established in the aftermaths of World War II and there have also been numerous conferences and summits held, declarations signed and frameworks introduced.

1.2 UNISDR

In 1989 the UN's General Assembly[1] designated the coming decade, 1990 to 1999, as the International Decade for Natural Disaster Reduction. During this decade a lot of lessons were learnt and experiences achieved through adopted documents about preparedness, prevention and so on. Through these experiences the International Strategy of Disaster Reduction, United Nations International Strategy of Disaster Reduction (UNISDR), was formed and assigned by the UN Secretary General[2] in December 1999. UNISDR reflects a major shift from the traditional focus on disaster response to disaster reduction and promotes a culture of prevention. The purpose of the formation of UNISDR is to ensure that the strategies from the Hyogo Framework of Action are properly implemented (UNISDR, n.d.1).

Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters is a product from the World Conference on Disaster Reduction held in Kobe, Hyogo, Japan in 2005. It specifies a ten-year strategy with five priority areas[3] that grasps from year 2005 to 2015 and aims at integrating risk reduction as an important component of national development policies and programs (UNISDR, 2007).

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[1] The main deliberative, policymaking and representative organ of the United Nations.

[2] The head of the United Nations Secretariat, also act as de facto spokesperson and leader of the United Nations.

[3] Read more about the areas and Hyogo Framework for Action in:
UNISDR (2007). Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disaster. Geneva: UN/ISDR

1.3 Making Cities Resilient - My City is Getting Ready!

To further help local government to implement disaster risk reduction the campaign Making Cities Resilient - My City is Getting Ready! was developed and launched in May 2010. The base for the Campaign is a checklist called the Ten Essentials and is based on the five priorities in HFA. The Campaign's vision is to generate sustainable development in urban areas through a holistic and participating approach (UNISDR, 2012b).

So far (by 2013-05-31) 1,431 cities and communities have joined the Campaign and strive to achieve resilience by implementing the Ten Essentials. The checklist stresses areas such as sound organizational structures, coordination mechanisms, allocation of resources for disaster risk reduction and to maintain up to date data on hazards. It furthermore includes investing in and maintaining critical infrastructure during a disaster and the importance of assessing safety of schools and health facilities. The list also addresses the need to apply and enforce realistic risk compliant building regulations and land use planning principles as well as ensuring education programs and training on disaster risk reduction. The environment is always an important question and to protect ecosystems is also part of the Ten Essentials. To moderate a potential natural hazard, early warning systems are supposed to be installed and the needs of survivors after any kind of disaster are to be ensured (UNISDR, 2012d).

In the Campaign, UNISDR has developed a tool called Local Government Self Assessment Tool (LGSAT) to help the cities review and contribute to the process at a local level. It was developed through consultation with a range of global partners and is today the most developed tool for building resilience (UN-Habitat, n.d.; UNISDR, n.d.2).

When a city signs up for the Campaign, representatives from the Campaign arrange an assembly and do a more thoroughly presentation and overview of the Campaign. At the same time information is given about the Ten Essentials and its associated training. The representatives from the Campaign also encourage the city to participate in city-to-city learning cooperation projects[4].

1.3.1 City-to-city learning

The Campaign entered a second phase 2012 that stretches to at least 2015 with shifted focus from promotion of the Campaign and enrolling partners, to support the implementation of the Ten Essentials and to make it easier for cities to help each other to this effect. As a part of this, the concept of city-to-city learning was introduced (UNISDR, 2012c). The idea of the city-to-city learning is for two or more cities/communities to meet and share experiences about how to handle different risks and increase resilience in accordance with the aims of the Campaign. One example is Kristianstad and Karlstad, Sweden, that had cooperation with York and Hull, England in 2011 to learn about flood mitigation since all cities have several different problems when it comes to flooding (Karlstad and Kristianstad, 2011). On the

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[4] Start-up meeting on Skype with Tricia Holly Purcell from the Making Cities Resilient Campaign, 2013-03-13.

Campaigns website there is a list of all local governments that are participating in the Campaign (UNISDR 2012f).

1.2 Purpose

The purpose of this thesis is to evaluate and identify possible improvements of the city-to-city learning within the Making Cities Resilient campaign by the United Nations International Strategy for Disaster Reduction (UNISDR). The thesis will cover both the process when city-to-city cooperation are conducted as well as the implementation of shared experiences and other activities regarding disaster risk reduction.

Moreover, this thesis aims to elucidate some principles that are essential for an efficient partnership (the interplay between participating cities). Hopefully such suggestions will be relevant to other programs, besides the Campaign, that entail partnerships in order to develop capacities within disaster risk management.

Previous studies regarding the Campaign have been made and hopefully this thesis will complement these. A previous master thesis at Lund University (Karlsson & Nilsen, 2012) focused on the Campaign's substance by scrutinizing tools within the Campaign. This thesis will hopefully provide supplementary insights on aspects that are important to consider in order to implementing these tools in an efficient way.

The International Journal of Disaster Resilience in the Built Environment (IJDRBE) has published a special issue, Making Cities Resilient: From Awareness to Implementation (IJDRBE, 2013), which includes six research papers that addresses various perspectives of the Campaign, but the specific aspects of this thesis is not covered.

Nor anywhere else have any scientific evaluation on the implementation of disaster risk reduction activities in cities participating in the Making Cities Resilient campaign from a rights-based approach perspective been found.

1.3 Objective

The thesis aimed to look at and identify shortcomings as well as success factors adhering to the Making Cities Resilient campaign's tool called city-to-city learning.

One aim was to look at the process of matching cities for city-to-city learning and elucidate what criteria the Campaign used for this purpose (e.g. similarities in terms of size of cities, cultures, economical and material resources, types of hazards). When realised that the process of matching cities was under development, the aim changed to look at what the cities experienced as important for the matching to be successful. This part aimed to give recommendations for improvement of the city-to-city matching and to point out pitfalls as well as factors contributing to success in this regard.

Another aim was to study the implementation from a rights-based approach (RBA). An ambition of RBA is to empower the vulnerable people and to make the duty-

bearers aware of their responsibilities and of ways to help vulnerable people and safeguard their human rights. Are the cities taking cultural differences and available resources into account and do they seek to ensure participation and sustainable results? To be able to answer such questions, it was necessary to look at what the implementation process looked like in the cities and why.

The objective was to contact and collect experiences from participating cities in the studied city-to-city learning projects and four interviews regarding this were conducted.

Another objective was to interview representatives from the Campaign to get background information about the Campaign. Further information was also gathered through publications and reports to be able to answer the question formulation, in particularly the second and third bullet below.

Question formulation

- **Matching criteria.** What are the criteria the Campaign uses to match cities? What does the matching process look like? What factors contribute to a successful partnership?

- **Implementation experiences.** What problems with implementation do cities have? What are possible pitfalls and factors of success in this regard?

- **Analysis from a rights-based approach.** Is the implementation of activities conducted in way that is compliant with a rights-based approach?

1.4 Delimitations
For each of the city-to-city cooperation projects only one representative from each city was interviewed. No selection regarding the interviewees' roles in the cooperation have been made. It could have been interesting to interview people with the same position in different cities but because of time limitations this was not prioritised.

The collaborations were evaluated based on a rights-based approach (RBA). Other factors that can affect the cooperation projects, like for example personal chemistry, were only considered if they were judged to affect the indicators of a RBA. The aspects of RBA that have been used in the evaluations were only those about "how to do it", the aspects of RBA regarding "what to do" were not covered in this thesis. These aspects are further explained in *Chapter 3.4 Rights-based approach*.

The ambition was primarily to study best-practise partnerships because the results (identified obstacles, challenges and success factors) would then hopefully be universal for the participating cities. It would have been interesting to study worst-case partnerships as well to see if there are some common problems for less successful partnerships. However, the problems discovered might only be relevant for cities that were un-successful with the implementation and not for all participating cities. Problems that have been identified in best-case partnerships are

also likely to be experienced by cities that have less prospects of enacting fruitful partnerships. Another possible problem in studying worst-case partnerships is that it could have been hard to attain sufficient data and information, given that poor documentation reflects – or indeed would have been a part of – a poor implementation process per se. For political reasons, it was also likely that the Campaign may have been reluctant to pinpoint less successful partnerships.

Interviews have been done on Skype because of limitations in time and money. The interviews have been recorded to be able to go through collected data again, but they were not transcribed in their full length.

2. Method

In this chapter the procedure of the thesis is described: from choice of method to literature review, interviews and procedure on how to analyse from a rights-based approach. Questions pertaining to the validity and reliability of the method and the analysis are further discussed in *Chapter 5. Discussion.*

2.1 Choice of method

This thesis has been conducted by using a qualitative approach and the primary data has been gathered by qualitative interviews. The method was selected because this thesis aims to gather facts that provide a deeper understanding regarding attitudes and ideas of different aspects of city-to-city learning. The qualitative interview is a more appropriate way to answer questions about attitudes than pre-chose forms or surveys (Kvale, 1997).

The semi-structured interview was chosen partly because it is less time-consuming than interviews without structure, and partly because it gives the opportunity to repeat a question if needed (Bernard, 2006). A semi-structured interview is characterized by open questions with a certain theme. The purpose is to get a description of the interviewee's point of view of that theme and then to interpret it (Kvale, 1997; Höst, Regnell & Runesson, 2006).

The predetermined structure for the interviews was an interview with fairly open questions, which gives an open and flexible interview. A great advantage of an open interview, compared to a more structured one, is that more attention can be paid to coincidences and surprises during the interview, which can lead to meaningful discussions (Kvale, 1997). The more open interview also gives the interviewer the possibility to listen to the answers and ask questions of follow-up, which gives a "flow" to the interview. This also makes the interviewed person feel that his or her answers are interesting and meaningful, which increases the chance of acquiring exhaustive and truthful answers. These aspects are especially important when the interview is done over telephone, like they were for this thesis (Krag Jacobsen, 1993). Negative aspects are that the openness puts pressure on the interviewer to keep to the subject. Additionally, it is easy for the interviewee to start generalising and giving abstract answers to open questions (Krag Jacobsen, 1993). When abstract answers were given in these interviews, the interviewer strategy was to ask the interviewee to clarify the answer or by follow up with more specific questions. Krag Jacobsen (1993) also states that it is especially important to have questions that summarise what has been said during a scientific interview. Reason for this is for the interviewer to be sure the answers have been interpreted as they meant by the person that is interviewed.

The question formulation's themes have all three been answered through both interviews and complementing literature review. Bullet three have been answered through analyse of indicators of the rights-based approach as well, this is further explained in *Chapter 2.4 Analysing from a rights-based approach.*

2.2 Literature review

The first part of the literature review presents a review of relevant literature on information about the Making Cities Resilient campaign, its base consisting of a checklist covering the Ten Essentials and examples of cities participating in city-to-city learning.

A deeper review of relevant literature provides insights about the rights-based approach (RBA) including advantages and disadvantages. Reports and publications regarding city-to-city learning cooperation projects already conducted are reviewed as well to complement the interviews. Finally, methods of interview techniques are studied in order to get a deeper understanding of how the design and process of interviews may affect the validity and the reliability of the results from the conducted interviews.

All sources reliability has been evaluated based on the author, scientific reviews and the publication context. Within recommendations from Kvale (1997), the major part of the research was done before the actual interviews took place.

2.3 Interviews

Interview themes and questions are constructed from recommendations in literature. To form the themes and questions, the thesis' purpose is used as a base for what needed to be answered. The interviews are of a semi-structured nature with open questions. Indicators of RBA are specified and used as a support when analysing the interviews as well as in the case where the implementation seems to align with RBA. The whole process is more thoroughly described below.

2.3.1 Planning

Contact with representative from the Campaign was early established and a meeting was held on Skype[5]. The meeting resulted in further information about the Campaign and especially the city-to-city learning. The representative also chose examples of a couple city-to-city cooperation that considered suitable according to the authors' request, to study best practise examples, and provided contact details to two suitable persons to interview. The first contact with the interviewees was through email. Dates and times were set, and Skype-addresses exchanged. During one of the interviews the interviewee spoke about an on-going cooperation and gave contact information to the partner city, who also agreed to be interviewed. A fourth interviewee's contact information was found on internet after information about that certain exchange had been found.

2.3.2 Preparing

From recommendations and information in literature, a questionnaire was created and acted as a base for the interviews; see *Appendix-Interview support*. Some of the interviewees asked to know the questions in advance, to ensure the quality of their reply. A short version of the interview support, adjusted to the certain cooperation, was therefore sent to the interviewee in advance.

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[5] Skype is an internet-based programme through which you can make for example calls and video calls. It was founded 2003 and is a division of Microsoft.

How the interview turns out depends a lot on the interviewers' knowledge, sensitivity and empathy. Therefore, in addition to literature about interview techniques, each specific city-to-city learning cooperation was studied before the interview.

2.3.3 Performing

Four interviews were conducted and held with representatives from cities that have, or have had, city-to-city learning cooperation projects. The city representatives were people with different position in their cities and in the projects. One of the interviews was with a coordinator because contact with the cities representatives was not possible due to deficient language knowledge. The interviews were conducted with:

- Anders Pålsson, Fire Engineer at the Fire Rescue service, Karlstad municipality, Sweden
- Ruben D. Vargas, Consultant risk management UNISDR Americas, Panama City, Panama
- Daniel Homsey, Director of Strategic Initiatives for the GSA, City administrator's Office, San Fransisco, USA
- Dan Neely, Senior advisor emergency preparedness, Wellington emergency office, Wellington, New Zeeland.

Each interview lasted 45-60 minutes and was conducted on Skype since the interviewees were located in foreign countries. The calls were made without video link due to insufficient Internet connection.

In accordance with the recommendations put forward by Höst, Regnell and Runesson (2006) and Krag Jacobsen (1993), the interviews started with informing the interviewee about the context; that we wish to evaluate the city-to-city learning, that the person has been chosen for the interview because he or she was involved in the process, that the interviews will be a part of our thesis and will result in a report that they will be able to comment before it is published. He or she was also informed that the interview was recorded and was able to give his or hers approval to this. Kvale (1997) calls this informed consent and is important because the interviewee participates by his or her own free will. All interviewees gave their consent to be recorded.

The interviews continued with opening questions that are neutral and can refer to profession, education, role in the project etcetera. These questions "warmed up" the conversation and intended to make the interviewee feel comfortable (Höst, Regnell & Runesson, 2006). The main questions were open to make the interviewee speak freely and follow-up questions were asked to make him elaborate on certain issues. In some interviews the follow-up questions were more necessary than in others, to make the interviewee reflect on his experiences. Each interview ended with a few neutral questions to give the interviewee a chance to settle (Höst, Regnell & Runesson, 2006). As recommended by Höst, Regnell and Runesson (2006) the interview ended with the interviewer giving a brief summary of the apprehended responses, providing the interviewee a chance to explain or add something. The

interviewer also repeated the conditions of the interview and that feedback would be given through email.

2.3.4 Processing
The notes were complemented afterwards by listening to the recordings. In that way the interviewer could focus on the conversation instead of taking notes (Krag Jacobsen, 1993). Because of time constraints, the interviews were not fully transcribed, but certain parts were and citations in the thesis are direct citations from the interviews. The recordings have been kept safe on a separate hard drive and will be erased when not needed, all to protect the confidentiality according to Kvale (1997).

Results and possible sources of error from the performed interviews were discussed and are presented in *Chapter 5. Discussion*.

2.4 Analysing from a rights-based approach
This thesis has had a descriptive as well as normative ambition. Indicators of the rights-based approach have been analysed in the interviews, according to recommendations in literature (Kvale, 1997), the procedure of the analysis was planned before the interviews were carried out. A RBA was chosen as the approach because it was decided in 2007 by the UN Policy commitment to be adopted as a priority across all UN Development programs and infuses everything from planning and implementation to evaluation (ISDR, 2012). Hence, the authors of this thesis found it just and rational to use guiding principles that are fostered by the UN when evaluating a campaign that is driven by an UN-agency.

To apply RBA in the development work, basic human rights need to be taken into consideration. Based on UN's principles of basic human rights Kirkemann Boesen & Martin (2007) has chosen inalienability, indivisibility, interdependence, empowerment, participation, equality in dignity as well as in rights, non-discrimination and finally accountability as indicators of a RBA. These indicators constitute the basis of the analysis. The first three indicators (inalienability, indivisibility and interdependence) mainly concern the substance, what is implemented. Since the purpose of this thesis is to evaluate how the implementation and cooperation were conducted, these first indicators are not analysed in the interviews. The procedure of how to analyse the other indicators is described below. RBA is further explained in *Chapter 3.4 Rights-based approach.*

2.4.1 Empowerment
A community that embodies a good empowerment is a community where the citizens feel that they can take part of the questions regarding their rights. It also means that everyone feels they can influence their own situation and take actions if needed (Hagelsteen and Becker, 2013). Hagelsteen and Becker (2013) points out that it is common for external partners to have a tendency to take over tasks with the motivation that the work needs to be done. This kind of attitude is not compliable with good empowerment.

If an interview of this particular thesis reveals plans or actions intended to support individuals to affect their own situation, it indicates an awareness and ambition of

the city to empower its citizens (IRIN, 2008). The interviews will also encompass questions intended to find answers on whether the community's capacity has been strengthened by actions made, either conducted from experiences from the cooperation projects or in other ways. If it has been, one can assume good empowerment.

If supporting cities have encouraged engagement on part of their partners it is another sign on support for empowerment. The strengthening of the empowerment can also depend on what roles the partners see themselves to have. Hagelsteen and Becker (2013) have shown that a great deal of external experts see themselves as facilitators, advisors or coaches. If that is the case, it indicates that empowerment is on the agenda. However, the strengthening of the empowerment does require that the receiver has the same perception about the experts' roles and behaviour and, more importantly, that the support has increased the supported partner's knowledge as well as capacity.

2.4.2 Participation
Participation means that all people have the right to have access to information that affects their lives. It also means to be open and facilitate communication so that, e.g. rights-holders in a development program, may follow what is done and influence it (Hagelsteen & Becker, 2013). If there is a way for individuals to take part of the decision-making processes when it comes to actions made in their city, it indicates participation.

2.4.3 Equality and non-discrimination
Equality and non-discrimination means that no human being should be treated differently due to ethnicity, gender, sexual orientation, disability or other factors that represents minority groups (UNFPA, n.d.). To make sure no minority groups have been neglected or forgotten it will be noted if any research has been done in advance when it comes to the city's culture, politics and so on. Answers on questions about potential tensions between groups can also show an awareness of the existence of minority groups and if it is something that needs to be addressed.

To further find indicators to whether consideration to all society groups has been taken, answers on what kind of, if any, communication and information there has been to the citizens will be noted. It is not obvious that all of a city's inhabitants has access to for example Internet or are able to follow the development process through written documentation, due to illiteracy or language differences for example. Some groups can therefore miss out on information they are entitled to if this is not taken into consideration.

2.4.4 Accountability
To be accountable means to fulfil given obligations (Nyamu-Musembi & Cornwall, 2007). To ensure the duty-bearers act with sufficient accountability, it will be noted during the interview if they seem to take responsibility for made actions. One way to indicate this can be if initiatives have been taken to follow up and to see what effect actions have had. Documentation (e.g. on foreseen and implemented activities, responsibilities and expected outcomes) fosters accountability, wherefore the existence of plans, documented progress and evaluations will be looked into as well.

2.5 Follow-up

After the interviews were concluded, literature reviewed and the analysis was done, contact was again taken with the representative from the Campaign to get an opinion and further thoughts on the conclusions.

A draft of the thesis was sent to each interviewee so he or she could comment or clarify, but also to take part of the conclusions drawn from the interviews and analysis. Comments were worked through and the final edition of the thesis was also sent to each interviewee with a note of gratitude for participating.

3. Theory

Below follows a description of the rights-based approach, which the analysis rests on.

3.4 The rights-based approach

This thesis focus is on the implementation ("how to do it") rather than the actual substance of the Campaign ("what to do"). The rights-based approach (RBA) is about how to make sure that human rights are taken into consideration when planning and implementing capacity building programs and projects, including disaster risk reduction processes.

In a development based on the RBA, people involved can be seen as either rights-holders or duty-bearers. Those who do not live their life with the rights they are entitled to have and claim, are called rights-holders. The ones who have responsibility to fulfil, respect and protect these rights are the duty-bearers. A RBA is supposed to strengthen the duty-bearers' capacity to fulfil their obligations towards the rights-holders and also to make sure they understand their liability. Duty-bearers are never seen as unwilling to fulfil their obligations, but can be unable to do so due to lack of knowledge, financial or technical support. Rights-holders should be empowered to know of, claim and attain their legal rights (UNISDR, 2011; Nelson, 2007; Gneting, Vijfeijken & Schmit, 2009; Kirkemann Boesen & Martin, 2007). In this thesis the community can be seen as rights-holders whereas the governments, governmental agencies and foreign partners, which are to present disaster risk solutions, can be apprehended as duty-bearers.

In the report "What is the rights-based approach all about?" by Nyamu-Musembi and Cornwall (2004) some definitions of the RBA from different organisations are presented. The definition of RBA by the UN Secretary-General is here quoted:

"A rights-based approach to development describes situations not simply in terms of human needs, or developmental requirements, but in terms of society's' obligations to respond to the inalienable rights of individuals, empowers people to demand justice as a right, not as a charity, and gives communities a moral basis from which to claim international assistance when needed."

Several international organisations like UN-agencies (including UNISDR), the Swedish International Development Cooperation Agency (Sida) and renowned non-governmental organisations (NGOs) like Oxfam, are adopting or have adopted the RBA as a pervasive approach. Nyamu-Musembi and Cornwall (2004) identifies four dimensions on how human rights are deployed in a RBA when it comes to development:

1. *As a set of normative principles.* The principles are meant to guide how development is done.
2. *As a set of instruments.* Checklists and indicators that can be used to judge implementation.
3. *As a component to be integrated into programming.*

4. *As the underlying justification for interventions aimed at strengthening institutions.* To develop support skills of organisations that represent marginalised people, or strengthen a/create governance institutions accountability.

The focus for this thesis is, as mentioned above, on the "how to do it" and therefore dimension 1 and 2 above are most essential for this thesis. However, to integrate the RBA through the whole organisation will demand that all four are used. A deeper study of dimension 3 and 4 will not be included in this thesis.

The need for a new way to handle development work is lifted by Offenheiser and Holcombe (2003) who argues against the welfare model that has been the main approach for a long time. They explain the welfare model's point of view as "*The poor are treated as objects of charity who must be satisfied with whatever crumbs drop their way*"(p. 271). Since the gap between rich and poor has kept increasing another approach is needed. A RBA has another point of view where people are seen as active persons with own capacity and potential to act. The focus in a RBA lies on finding underlying reasons for vulnerability and make it possible for communities to overcome these obstacles (Offenheiser & Holcombe, 2003).

The term RBA was first born in the early 1990s and had become well-known in time for UN's World Summit for Social Development in Copenhagen 1995 (Nyamu-Musembi & Cornwall, 2004). During this summit governments came to an agreement that people need to be set at the centre of development (UN, n.d.). The interest and awakening about human rights were however increased in the aftermaths of World War II and the principles adopted by RBA go even further back in time. These principles have for a long time been asked for in development, long before the actual discussions about human rights were spread all over the world. Through the last decade the differences between human rights advocacy and development work has been intertwined due to influences of RBA (Gneiting, Vijfeijken & Schmit, 2009; Nelson, 2007; UNISDR, 2011).

A common problem that RBA can change (or is changing) is that the focus often is to fill gaps with supplies rather than looking at what is really needed. With that it means that instead of just give food to those who suffer from starvation investigate why they do not have food and in that way handle the underlying problem. To only fill gaps can create a culture where the ones who are in most need of risk reduction becomes an object of decision-making and planning that is not their own. Unequal relationships can be frustrating and foster dependencies that oppose to what the community really need. No one wish to need help, but want a system that integrates already existing resources and capacities (IRIN, 2013; Anderson, Brown & Jean, 2012).

The UN has established a list of basic human rights of consequences for development work which Kirkemann Boesen and Martin (2007) have used to define some principles that forms a basis for an RBA. These principles have been used as the base for a RBA in this thesis. The bold market indicators below have been

analysed in the interviews to determine whether RBA is applied in the implementation.

A basic view of human rights include that all rights are universal, applies to everyone at all time and are not to be inhibited by laws or regulations. No right can be crossed out, switched off, limited or discriminated at any time. There are no exceptions or expectations and all human rights are equal to each other without any hierarchal order. If one right is denied it will lead to hinder of another, in other words it is not possible to compromise and only focus on one or a few rights. By this, rights should be seen as inalienable and indivisible. Further, rights are interdependent to one another, the fulfilment of one right often depend on fulfilment of another (UNFPA, n.d.).

Openness and communication is necessary to make sure everyone is able to see what actions that are performed. During the planning rights-holders as well as duty-bearers should be a part of the process and take part of decision-making that concerns them. Everyone needs to feel they have ownership through **empowerment** and **participation**. To feel ownership means that every individual possesses his rights and questions involving the rights, it also means to have the possibility to influence the situation. A good relationship within a community as well as to governments and elected representatives also benefits the empowerment (Hagelsteen & Becker, 2013). A RBA demands high degree of participation of identified minority groups and society; no human should be treated differently due to ethnicity, gender, sexual orientation or disability. To achieve this **equality** in dignity, as well as in rights, **non-discrimination** should be adopted and permeate all development work (UNFPA, n.d.). Finally, duty-bearers, like for example elected representatives, are responsible to fulfil human rights and as well as their other obligations towards right-holders by **accountability** (Nyamu-Musembi & Cornwall, 2007).

3.4.1 Criticism of the rights-based approach

RBA is not a specified expression and can have many different definitions among the organisations. This means that some elements of the approach can be selected and therefore make it suit the specific organisation and yet still be called RBA. For the same reason, there are cases where there is no official statement that RBA is followed but a lot of their work and principles do harmonise with RBA.

A lot of trends and ideologies have influenced development policies and practice during the years and critics argue that RBA is just another terminology and trend soon to be replaced. The principles are nothing new and have been asked for in development during a long period of time. In addition to the somewhat confused definition of RBA it is argued that RBA is not what will increase productivity since it is not a new phenomenon (Offenheiser & Holcombe, 2003; Tsikata, 2009). A consequence of the unspecified meaning of RBA showed during a workshop held in 2003 by the United Nations Development Group (UNDG) and the conclusion was that many organisations have not figured out the meaning of the approach (Nyamu-Musembi & Cornwall, 2004).

It can also be difficult for those who give aid to adopt a proper RBA since it demands you to see the situation from someone else's perspective and not give aid in a way that would suit the own country and society. To be able to strengthen and support the most vulnerable it also demands significant research that is demanding in time as well as in resources (Nelson, 2007).

Further criticism against RBA as it is seen today, is that it ignores the political history behind it. According to these critics, rights are something that has emanated from popular resistance against colonial rule all over the world. When the state came and took over, they defined what rights embodied in laws and other regulations by what suited themselves (Nyamu-Musembi & Cornwall, 2004).

4. Results and analysis

The results are based on conducted interviews and relevant literature and it answers the question formulation presented in *Chapter 1.3 Objective*.

In the results some of the interviewees are quoted, where a specific city has been mentioned the quote has been made anonymous by replacing the city's name with [our city].

4.1 Matching criteria

At an early stage it was realised that the Campaign did not have any specific criteria or unified strategy to match cities or to conduct a partnership. It is however an on-going question according to the representative from the Campaign during the start-up meeting. Since there was no clear strategy regarding the matching process, the aim changed from evaluation of criteria and matching process to investigate in what ways partnership were conducted and to find factors of success regarding partnerships.

The interviewed cities have initiated their cooperation in different ways. Cooperation similar to a city-to-city learning was conducted between two of the cities before joining the Campaign. In another cooperation project one of the cities was a member of the Campaign and the cooperation was suggested by that city's governmental contingency agency. Further cities that were members of the Campaign contacted each other and discussed ways to cooperate and then turned to the Campaign to get financial support. Through the interviews some factors have been found that seems to be good to consider for a successful partnership.

One factor for a good partnership seemed to be to have knowledge about the local context in advance of the cooperation. In one of the interviewed cooperation projects both representatives had made visits to the other city during other events and were therefore well familiar with each other and the other city. Both cities in this cooperation were satisfied with the partnership and one contributing factor for the partnership to start up was that they, the interviewees, realised the similarities between the cities. Another interviewee said that no special information were given about the other cities in advance and that information in advance probably would be an advantage in future cooperation projects. This is in line with the findings by Hagelsteen and Becker (2013), where they say that it is important when designing a project for capacity development to understand the local context, which also should include understanding for general political, social, cultural, economic, physical and environmental factors. Their study is based on external partners in capacity development activities and a third of these informants also recognises that not enough time or funding is spent on preparations and understanding the local context. It is therefore important for the Campaign to encourage the cities to find information about partner cities in advance. It would also be helpful if the Campaign could provide such information to ease the planning process.

It is crucial for any type of project to be clear about the purpose and expectations. This seemed to be important for the cities to make sure everybody is well aware of

what is supposed to be done. That it is important to state the most important issues for a project in the initial phase is also mentioned in the report Manual for Capacity Development (Sida, 2005). From the interviews it seemed to be an advantage for the cities if both have focus on the same thing, e.g. the same purpose regarding the cooperation. It is also interpreted form the interviews that it was easier to live up to expectations if they were clear from the beginning. One interviewee, however, pointed at that even though similar conditions and problems facilitate a good partnership it was not necessary for handling a specific question related to disaster risk reduction. During the interviews it was also conveyed that cooperation could be rewarding and instructive even though the partners faced different challenges and were in need of different measures to reduce risks. Nevertheless, these differences were known in advance of the partnership.

It was also interpreted from the interviews that a willingness to participate, to engage and an openness regarding sharing ideas and experiences gave successful partnerships. One interviewee expressed the importance not to force anyone to participate in a city-to-city learning project, it should be on own initiative. One factor that Hagelsteen and Becker (2013) mention as crucial for development work is indeed the willingness to distribute resources and to invest in time as well as money. The interviews disclosed that many cities had a great interest in working with resilience and to engage in cooperation projects with others. During the start-up meeting the representative from the Campaign said that emails were received daily regarding questions about city-to-city learning projects and that the section of the Campaign's homepage with most visits was the one regarding city-to-city learning. However, interviewees expressed that it is hard to find contact information and how to develop a dialogue with another city through the Campaign's website. One interviewee expressed that a lot of networking was made during the Campaign's conferences and that it was hard for those not attending these to create networks. If cities are going to connect and conduct partnership on own initiative, it requires that it is easy to find contact information through the Campaign.

Further contributing factor for successful partnership seemed to be if the main people engaged had a similar background and mind-set on how to do things.

> We are both community-owner people so we are both okay with the
> ambiguity messiness of communities, we have the similar mind-set there.

The representative from the Campaign mentioned during the start-up meeting that similar governments might be a factor for a successful partnership. Since none of the interviewed cooperation projects have been between cities with considerable differences in government, no conclusion regarding this have been drawn.

One of the interviewees expressed a belief that differences in politics and cultural context would not affect cooperation projects. The interviewee in question had however never had a cooperation project with significant differences in these aspects, which probably affect the opinion. None of the interviewed cooperation had differences in political and cultural context, no conclusion have therefore been drawn regarding this.

Finally, in all interviews the cooperation projects had been conducted in different ways and addressed different issues, nevertheless they all seemed to have been rewarding for all participating cities. Factors for a successful partnership seemed to be knowledge of the local context, clear purpose and expectations, a willingness to participate and similar mind-set.

4.2 Implementation experiences

Through the interviews it was evident that the main problem with implementation seemed to be how to use available resources. This is recognised by one interviewee who pointed out that the difficulties with resources is often how to use them, how to implement them, rather than the absence of the same. There may be financial resources available but no budget plan or lack of knowledge on how to implement them into activities. Another problem seemed to be that the mayors do not have the capacity and knowledge to access resources that could be available to them. One reason is that the communities are not aware that the activities can be called disaster risk reduction activities and therefore be sponsored financially, which is confirmed by both one interviewee and the representative from the Campaign.

This shows the importance for the Campaign to focus on helping the communities to handle the implementation. One interviewee pointed out that the Campaign's focus should shift from attracting mayors to participate in the Campaign, to describe how to implement solutions. This interviewee asked for the Campaign to give concrete suggestions to project leaders, engineers, economics and other concerned professions. This is underway since The Campaign is currently entering the second phase "from awareness to implementation" (UNISDR, 2012c).

Regarding factors of success when it comes to implementation some indicators can be found in the interviews and in literature. Several of the interviewees said that they involve the cities' community to find suitable solutions for disaster risks. One interviewee said that the city's strategy is to bring tools, knowledge and resources to the community and then let the community chose the most applicable ones. The same city has done a measurement on however one specific solution, that the community came up with, had any effect on the community's awareness. According to the interviewee the solution has indeed done so and the increase in awareness is even measurable against other communities. Hence, it seems to be a fruitful strategy to involve the community when implementing solutions for disaster risk.

The interviewees also expressed that by involving the community they feel a support from the whole community, including people who normally are against hierarchies. Trust and support from the community also seemed, according to one interviewee, to make it easier for elected politicians to take decisions and also increase the likelihood that people actually act in accordance with those decisions. A well-developed trust and engagement among the community were further stated to be the most crucial factor for recovery after a disaster. This is motivated with several examples in Aldrich (2010), which indicates that areas where community members have no or slight connection to each other recovers slower than if there was a strong social cohesion. This has also been observed in cases where cities have strong material and financial assets and shows that assets are not the most important to

recover. The majority of the interviewees seemed to have picked this up and focus a lot on involving the community in decisions and activities, but also encourage neighbourhoods to have barbeque evenings and helps them to organise this. A community that is engaged in disaster risk issues and have trust within the community as well as to elected representatives will, therefore, most likely ease the implementation of risk reduction solutions as well as recovery after a disaster. One interviewee made an eloquent statement that:

> We're only a team of 20 people for 500 000 people. We're not going to be running this event; the community is going to be running this event.

According to one interviewee they got a lot of ideas and technical solutions from the city-to-city learning cooperation but these could not be implemented straight off since the conditions were different. Different ways of applying solutions can also be a necessity and strength according to another interviewee.

> We have some areas that are similar in DRR (disaster risk reduction, authors explanation) and some areas we are different in. Thematically I think there are a lot of similarities but the applications are different. That's where particular the most interesting things can happen, because the way we are applying some of the stuff are different and I think that we can share that. What is working well in [our city]; some stuff can be applied and some stuff not. It is because we have different political structures, different response structures, different laws etc.

Hence, factors of success regarding implementation seem to be to have ability to handle resources, to involve the community and to make individual adaptions when implementing solutions. In the conducted interviews no specific pitfalls to avoid when implementing disaster risk reduction activities could be found.

4.3 Analysis from a rights-based approach

One of UN's policies is that all development work should have a rights-based approach (RBA) as approach (ISDR, 2012). This, however, is nothing that UNISDR officially promotes in the Campaign. The interviewed cities were therefore not expected to be familiar with the approach; this showed to be correct since none of the interviewees knew of the RBA. The representative of the Campaign said during the start-up meeting:

> Never said out formally, as well as I am aware. The aim has always been to sort of promote good practice and understand that the principles that we promote are outlined in the Ten Essentials and are very much tied to human rights elements.

Nevertheless, a lot of the Campaign's work as well as implementation of activities found in the interviews were done in a way that was compliant with RBA. For example are the Ten Essentials well compliant with RBA and hints of all indicators of RBA have been found in the interviews.

However, it could create more legitimacy according to Nyamu-Musembi and Cornwall (2004) if an organisation is aware of and defines the policies and best

practises they use outwards. This is also expressed by the representative from the Campaign, who also believed that having the RBA as an outspoken approach can be helpful for funding, donors and proving partnerships.

The conducted interviews were with representatives from cities that had similar government, cultural and social context within the cooperation projects. Below follows an analysis of the rights-based approach (RBA) indicators and a further analysis according to *Chapter 2.4 Analysing from a rights-based approach.*

4.3.1 Empowerment

In diverse cities where a lot of people are moving in and out consistently there seemed to be a great awareness of the importance of empowerment. One dilemma that was expressed during the interviews, however, was that it is not worth the money and work to empower people that are just passing through.

> I often joke that [our city] is a crew ship, that people are just passing through so we can't take the work to educate people or empower them.

At the same time the city's representative reckoned that the people, in the back of their heads, were aware of the occurring risks in their city. One interviewee also stated that the most important question is to find solutions that work for everyone and to meet people at their level. The simplest and most sustainable solutions should come from the citizens to make it work.

> We have to have a solution for everybody, we are not going to ever reach everybody but we have to have a solution for everybody and we got to meet people to them at their level, because once we walk away and they are not owning it, it doesn't really matter.

During one interview the interviewee stated that the city share information and strategy for actions with the community in the acute phase. This is not compliant with empowerment where the population are supposed to have the knowledge to act on their own. According to interviewee it was hard to give specific instructions because of complex disaster situations. The strategy did however seemed to work for the actual city because of great trust and accountability towards the government.

4.3.2 Participation

One interviewee said that their approach is to work with the community and find solutions together. The interviewee also concluded that it is important to consider the ways to reach out to the population, how to present directives from top-level officials, which seldom have desirable effect through all social groups. One interviewee pointed out that the citizens are more or less involved. Those less involved might just read the information that drops down their letterbox and those more involved might work as volunteers. The important thing, according to the interviewee, is to reach everyone at his or her level.

> I think the simple sustainable solutions are out in the community, it is our job not to impose solutions on the community, but to go to them with a range of solutions and let them chose what best fits for them.

One interviewee mentioned that follow-ups were seldom made because of lack of resources. Cities gave some feedback solely because it was demanded and not because the cities considered this necessary since the budgets seldom has room for it.

4.3.2 Equality and non-discrimination

During the interviews a lot of answers indicated a great awareness of equality as well as non-discrimination. One interviewee lifted the question that if only certain people and parts of the community are prepared for survival during a disaster it is a social justice issue.

> If we are only preparing certain types of people to survive, that's a social justice issue. I we're only planning on helping certain communities to be part of the recovering of [our city], that's a social justice issue.

By allowing poor people to live in high-risk areas were middle class people never would live we create challenges pertaining to social justice, according to the interviewee. The interviewee also stated that it is important to make sure that everybody who is a member of the city, regardless of demographic or socio-demographic background, feels like a part of the city today and know they are going to be a welcoming part of the city tomorrow. A further statement in the interview was that everyone should be equally prepared and equally able to participate in the response and recovery of the city.

> The issue is not just about fire trucks and you know, those types of things, the issue is to make sure that every community, every resident regardless of their demographic background or socio-demographic background, is equally prepared, equally able to participate in the response and equally able to participate in the recovery of the city.

4.3.3 Accountability

One city's community had, according to the interviewee, a great trust towards the government, which implicate accountability. This trust could be seen since the government's strategy was to give instructions on how to act during a disaster's acute phase instead of having a predetermined plan. The interviewee also said that the community members are well aware of the risks and that they trust the government to handle the situation, e.g. by instructing them how to act in order to uphold their own safety. The interviewee did believe this trust is also important for the elected politicians to make decisions.

Trust towards the government was told by another interviewee to be a problem due to historical reasons when the government have not lived up to a certain neighbourhood's expectations.

> In order to really understand the relationship of [our city] and disaster and things, is of course you have to look in our past, you know ultimately the truth is that cities and countries that are modifying their behaviour in advance of something, tend to do so because of their history.

This neighbourhood had, according to the interviewee, developed one of the most elaborated disaster preparedness programs on their own since they are well aware of their vulnerability. Their top priority is to reduce these vulnerabilities and do not

expect any one else to take care of them. The interviewee told that the neighbourhood also look closely at the Ten Essentials. They seemed to have an awareness and good resilience within the neighbourhood but nevertheless feel little accountability towards the government.

5. Discussion

In this chapter follows a discussion about the results and validity as well as reliability.

5.1 Discussion on results

Here follows discussion on results and analysis that have answered the question formulation.

5.1.1 Matching criteria

The Campaign does not have a unified way to conduct partnerships but we do not believe it is necessary for them to have one; the important thing is that city-to-city learning cooperation projects are conducted. However, we believe it is an advantage to consider factors of success, both found in this thesis as well as from other sources, to get lucrative partnerships. The factors of success regarding partnership that has been found in this thesis are mainly based on the analysis of conducted interviews. Relevant literature has also been used as a complement. If further interviews had been held it could have given even more factors.

One factor of success is a willingness to participate and we think this further support that the Campaign may not need to have a clear strategy to match cities. If a city joins a cooperation project on own initiative it shows a willingness to participate.

Another success factor seemed to be for the main people to have similar mind-set, we do however not consider this to be a factor that should be prioritised to consider in advance of conducting a partnership. It would be very difficult to know in advance what mind-set the representatives from the other city have and it is also difficult to give clear instructions on how to consider this.

Since none of the cooperation projects had significant differences in governmental, political, cultural or social context, we believe there may be factors for success regarding these aspects that have been missed out.

5.1.2 Implementation experiences

We think that even though further studies about the implementation probably could result in additional factors for success, the factor that has been found, to involve the community, is in our opinion a crucial and fundamental factor for sustainable implementation. To have solutions developed by the community itself take away a dependency on the government.

One city's strategy is for the government to present instructions on how to act during a disasters acute phase instead of engaging the community pre-disaster. The interviewee however emphasises that since the politicians are elected the community's opinions are indirect taken into consideration. However, we want to add that when politicians are elected through a referendum a lot of other aspects are considered besides how to handle a disaster. To be able to say that their opinions are taken into consideration also demands that the community has knowledge about disaster risk reduction and the areas that could be affected like infrastructure, accessibility and so on.

This strategy, giving instructions during a disaster, will however only work with well- developed communication all through the community that can be obtained even during a disaster. According to the World Development Report (World Bank, 2012) it can be a risk to move the responsibility from those who are most affected, the community, to the government. Reason for this is that an unbalance can occur, people in the community stop to take own responsibility because they know the government will be there.

5.1.3 Analysis from a rights-based approach

According to the representative from the Campaign during the start-up meeting, a rights-based approach (RBA) is not outspoken as an approach for the Campaign, however it is indirect seen as best practice to take human rights in to consideration. The representative believed there already is a challenge regarding development, especially for development countries, and that adding further aspects to consider - like RBA - could make it overwhelming. We agree on this but also believe that it is important for the Campaign to be clear that their tools and work comply with RBA. We think, and the representative was willing to agree to this during the follow-up meeting[6], that it will strengthen the Campaigns legitimacy if RBA is said to be the Campaign's approach. From a RBA perspective, we think it is indeed the duty-bearers, the Campaign in this case, which should be aware of the principles rather than the right-holders, in this case participating cities. For the cities this will probably confuse more than it helps.

We analysed if implementation activities have been done according to a RBA regardless of where the activities have sprung from. This means that activities that may not been conducted from a city-to-city learning cooperation and where cities therefore may not be working according to the Ten Essentials, are not treated differently. It was not possible to separate the different activities from where they had sprung.

5.2 Validity

At an early stage, the interviews were identified as a possible reason for not finishing the thesis on time since it can be difficult and time consuming to establish contact with suitable persons to interview. Contact was therefore taken with appropriate persons at the Campaign who could assist with further contact information early in the process. The first contact was positive and the response showed an engagement and interest in the thesis's subject. Immediate further contacts with representatives from different cooperation projects were provided. The majority of these answers were positive as well; hence it housed a belief that it would be easy to get numerous interviews. It later showed that it was difficult for the interviewees to find time for an interview since they are people who are engaged in many projects and therefore have busy schedules. Further difficulties were that we and the interviewees were in different time zones, which limited available times of the day. The time limit of this project made it impossible to conduct as many interviews as had been aspired. According to Flyvjberg (2006) it is however a myth that scientific research has to

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[6] Follow up meeting on Skype with the representative from the Campaign, 2013-05-03.

build upon large case studies, and therefore the decision was to analyse and evaluate the interviews that indeed were performed thoroughly.

Since the results are based on a small case study with few interviews, we have not been able to study all possible contexts. Therefore we cannot say that the results are general, the results are rather in-depth examples from reality. This kind of results is important as a complement to generalising studies, which is also pointed out by Flyvbjerg (2006) who means that the formal generalisation is overrated as the main source for research. However, this does not mean that more data would not have broadened the result. For instance, more data would have been necessary to draw conclusions about how important similar governments and political and cultural contexts are to make a successful partnership.

Another aspect is that we asked the Campaign's representative to provide us with best practice cooperation projects; the two interviewees that were provided from the Campaign were therefore considered to represent successful partnerships by the Campaign. We also consider the two additional interviewees, not conducted by the Campaign, to be successful cooperation projects. None of the interviewed cooperation projects had therefore been worst cases. The main idea about study best practice cases was that the difficulties a best practice cooperation project had would as well be valid for less successful cooperation projects. Another reason was that Hagelsteen and Becker (2013) lifts the fact that it can be a sensitive issue to share lessons from projects that have had less success, and that such information rarely are shared. We therefore considered it more likely to get examples of cooperation projects that are considered to have been successful. However, we have not identified any pitfalls among the studied cooperation projects, wherefore findings in this regard have been missed out. We question whether the identified factors of success are valid for all cooperation projects or solely for the studied successful ones. It could therefore have been a good idea to have some examples of less successful cooperation projects to observe differences compared to a successful ones.

Qualitative interviews were the main tool to collect data for this thesis and it has both advantages and disadvantages. Interviews have been criticized as a scientific tool for research because some people mean that it lacks objectivity (Kvale, 1997). Kvale (1997) points out that the interview only presents the interviewee's point of view and nothing about how many more that share a certain point of view or experience. The interviews provided us with the perceived experiences, which actually are what we partly wanted. We want the perceived experience to improve, but also the results of the implementation.

Today it is common to use interviews as a scientific method, and an advantage is that an interview can capture a broad variation of opinions. The goal with the interviews have not been to find quantitative measures, but to give a picture of the diverse and contradictory world we live in, which the qualitative interview does according to Kvale (1997). There is however, also a concern that qualitative research gives as many interpretations as there are researchers (Kvale, 1997). The verification of the analysis in this thesis have been done by explaining the procedure thoroughly, by

giving examples of the material that has been used and by explaining the steps of the analysis procedure.

The interviews carried out in this thesis were not transcribed due to time limit. Positive aspects of this is that the conversations will not become decontextualized, which often is the case according to Kvale (1997) since the transcription is built on interpretations. Some interpretations can be misjudged and therefore wrongly affect the analysis; small attributes of the interview like laughter or pause for thought are for instance not showed when transcribed. Misinterpretation was something we noted when the interviews were analysed. The person reading the notes from the interview drew other conclusions than the person that had performed the interview. Negative aspects of not transcribing can be that things are left out since it is hard to remember everything. It can also be hard to obtain a clear structure of the interview afterwards when only parts are noted. However, we did record the interviews so we could go back and make further notes.

We intended to measure if, and especially how, a rights-based approach (RBA) were considered when implementing activities originated from the Campaign. However, it was hard to separate if the activities were from ideas inspired by the Campaign or from somewhere else. The analysis have therefore been made on all activities regarding implementation mentioned during the interviews, as well as in literature, regardless of where they have sprung from.

The indicators used in this thesis are from Kirkemann Boesen and Martin's (2007) definition for a RBA which they based on UN's basic principles of human rights of consequences for development work. Not all of the indicators were used in this thesis but those that represent how, in what way, something should be implemented. Further selection of indicators have indirect been made since the number of principles can vary slightly within UN's organisations; Kirkemann Boesen and Martin (2007) have therefore chosen the, in their opinion, most common occurring principles that represents UN's ethical impetus. If we had chosen another source for the basis of RBA it would naturally have result in slightly different indicators. We do however believe this would not have affected the results. The RBA is an approach where the important thing is to strengthen the people and how to do so, what indicators that have been used is not the crucial part.

Response validation have been secured by letting each interviewed person, from the cooperation projects as well as the representatives from the Campaign, read a draft of the thesis and supplement with comments. Eventual comments were studied and the contents adjusted accordingly. Each interviewee was also sent the final version.

5.3 Reliability

One issue regarding reliability was that we evaluated the implementation through an approach, the rights-based approach (RBA), which in itself has no unified definition. It is therefore reasonable to ask if we really have got the results we intended to. Attempts to ensure this have been made by stating clear definitions on the indicators of RBA that we have used and also how they are interpreted. The indicators that have been used are based on already established principles of basic human rights by

the UN including the definitions. By using principles already established by a well-known organisation misinterpretations are hopefully avoided.

Attempts were made to find a way to scale how good the cities were at each RBA indicator, but the conclusion was that there is no adequate way to do this. Developing a tool to measure or scale this could not be fitted in this thesis, but is something for further research to look at. Inspiration to this can be found in a project run by UN-Habitat that will, among other things, develop a tool to help communities measure and evaluate their resilience (UN-Habitat, n.d.). The UN-Habitat project is working close with the Making Cities Resilient campaign.

Looking at the interviews, we emphasized that we wanted to keep the interviews as open as possible to leave room for the interviewees' thoughts about the Campaign. Hence we had a tendency to fall in the role as students listening to a person with more experience in the subject. We experienced that we as interviewers had hard to keep to the subject during some of the interviews. This was probably because we are inexperienced in that role. We also had slight knowledge and experience regarding how we as interviewers affected the interviews. We make the judgement that because the interviews were held in our second language with people we had no previous engagement with, and that we were inexperienced interviewers have affected the interviews. All this have most likely affected our self-confidence and further hampered our ability to keep the role as leading interviewer. However, since the interviews turned out to be relaxed and we got good information from all of them this has not seemed to affect the results.

During an open interview a lot of what is said depends on what connection we manage to get with the interviewee. It is also worth noting that our skills as interviewers developed during the process and that we got better verbally. A verbal language that is well adapted to the situation can according to Kvale (1997) intensifies the answers in the interview. This means that a more nuanced language will be used by the interviewee, who gives a more nuanced picture of the interviewee's experiences and therefore a more specific interpretation of the answers. Contradictions in interviews are natural since we live in a complex world where everyone sees things differently (Kvale, 1997).

One aspect that could have affected the results is that the interviews were done by telephone calls using Skype. There are several negative aspects of doing an interview by telephone but it was the only option available because of limitation in time and money. Our ambition was to use video link but due to insufficient Internet connection that did not work for any of the interviews. An interview on the telephone misses out on one important aspect and that is the body language. Some people feel uncomfortable not talking face to face but we did not notice this during our interviews. This could have been because all the interviewees were used to have meetings over Skype and telephone.

Further negative aspect of a telephone interview is that it is easier for the interviewed person to "flee" uncomfortable questions and use excuses like a bad connection etc. (Krag Jacobsen, 1993). During the interviews we did not experience that any of the

interviewees had a tendency to "flee" from questions. In general it was a relaxed feeling during the interviews and the interviewee seemed eager to share their information and experiences.

Another aspect concerned the reliability is that one often finds what one search for. Since we tried to find signs on whether certain indicators were achieved, statements from the interviews may have been bended and interpreted in an advantageous way. The indicators were chosen and argued for; nevertheless another choice would have made us search for other indicators. We tried to be transparent with how the different indicators were analysed by giving citations from the interviews and show how these are interpreted.

According to Kvale (1997) the interviewer has a key role and it is very important that the interviewer is well acquainted with the subject. Some of the noted recommendations when it comes to interview techniques, that are relevant for this thesis, are described and discussed below.

According to Hagelsteen and Becker (2013) interviewees can have a tendency to "sugar-coat" their answers regarding on-going projects to avoid highlighting less positive aspects that may undermine the authority of project managers or the realization of the project per se. The interviewees seemed to be open about criticism and said that improvements can be made both regarding the Campaign as well as in future cooperation projects. That the answers should have been sugar-coated to hide possible negative outcomes does not seem to be the case. On the other hand, no pitfalls were found, and the reason could be that there were no pitfalls, that we asked the wrong questions or that the interviewees actually hid possible pitfalls.

6. Conclusion

Below follows conclusions in short from result and analysis regarding the question formulation. Further follows recommendations to the Campaign and participating cities as well as suggestions on further studies.

When it comes to matching criteria the Campaign does not have a unified strategy to match cities together or to conduct partnerships and we do not consider it necessary for them to have one. However some factors of success for partnerships have been found which should be taken into consideration. The most important factor for a good partnership and an efficient project is, in our opinion, to have knowledge about the local context. This is supported in several publications, among others one by Hagelsteen and Becker (2013). The second factor we believe to be important is to have a clear purpose and expectations for the project stated in the initial phase and thirdly a willingness to participate. Finally, we believe it is good to have a similar mind-set but do not consider this to be a factor that should be prioritised to consider.

When it comes to implementation experiences the most important factor for success that we have found seems to be the ability to handle available resources. Secondly a successful implementation can be achieved by engaging the community and to be flexible when implementing solutions from another city. We have not found any specific pitfalls to consider when implementing disaster risk reduction activities.

When it comes to the rights-based approach (RBA) the Campaign does not have this as an outspoken approach, however it is seen as best-practise to consider human rights and a lot of the Campaign's work and tools are in line with RBA. We think, and the representative from the Campaign were willing to agree during the follow-up meeting, that it will strengthen the Campaigns legitimacy if RBA is said to be the Campaign's approach. The approach should be adopted in the Campaign's tools and the cities do not need to be informed explicit about the RBA.

6.1 Recommendations to the Campaign

Recommendations on improvements for the Campaign to ease for cities to conduct partnerships, implement disaster risk activities as well as to strengthen the Campaign are:

- Make sure information about cities participating in the Campaign is available. It could be a form that the cities fill in when joining the Campaign that is based on the Ten Essentials.

- Improve the electronic platform:
  - Create a database where there is possible to search for key words to find a suitable city for cooperation.
  - Establish a base with contact information to participating cities.

- Establish a way for cities to easy access information about each other in advance. This will create knowledge that is needed to get sustainable solutions.

- Continue with the Campaigns second phase "from awareness to implementation" and focus on those who are going to do the implementation like project leaders, engineers, economics etc.
  - Establish concrete suggestions on how the implementation could be carried out and concluded (hand-over).

- Relate to the policies decided by the UN and anchor a rights-based approach (RBA) with the tools and the Ten Essentials.

6.2 Recommendations to participating cities

Some factors have been found that seems to contribute to a successful partnership, hence the Campaign should encourage participating cities to take the following in consideration:

- Find information about the partner city in advance of the cooperation to create an understanding for the local context.

- Be clear about purpose and expectations in the cooperation project's initial phase to make sure both cities have the same focus, e.g. about what activities are supposed to be engaged, what problems the cooperation project seek to address and what each partners contributing part is.

- See possible solutions instead of problems by being flexible when implementing solutions that have sprung from another city to adapt them to own conditions.

6.3 Suggestions on further studies

Suggestion on further studies to get a deeper knowledge and understanding regarding aspects from this thesis:

- Study how and if city-to-city learning cooperation projects are effective and if so, what effect do they have?

- Study cooperation projects between cities with differences regarding culture, social and economic situation to evaluate whether this have an impact on the cooperation.

- Investigate what key words the cities consider to be important when searching for partner cities on the Campaign's website.

- Find a way to measure the effects of involving the community in disaster risk reduction activities.

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Appendix - Interview support

Interviewer introduction:
Thank you for agreeing to be interviewed regarding evaluation of the Making Cities Resilient campaign as a part of our thesis. We will be talking to people involved in the campaign in order to gather different perspectives on the campaign and impact of the implementation and especially the city-to-city learning.

The interview should take about 45 minutes and consists of fairly open questions, so that we can hear your personal views on different aspects of the campaign and the cooperation with another city. All data gathered in the interviews will only be used for this thesis and you will remain anonymous. We will record the interview to be able to go back and listen to it again so we do not have to disturb you with further questions. You will have the possibility to read and comment the parts of the thesis where your interview has been used or referenced to before it is printed. These parts (or the whole thesis) will be sent to you in May. Do you have any questions before we start?

First, let me confirm your name and your role/input in the project.

Notes for interviewer
- Listen to the answers and ask follow-up questions
- Show interest!
- Prompt for examples throughout the interview
- Listen for indicators
- Ask questions that summarize to make sure you got it right

About the Campaign
We want to know:
- How the cooperation was established
- Factors of success when matching cities

Questions:
- How did you get in contact with the Making Cities Resilient campaign?
    - What was your first impression?
    - Why did you join the campaign?

- How did you find out about city-to-city learning?
- What are your expectations on the campaign?
- What tools from the campaign have been used?
- How do you think the campaign can evolve your cooperation with the other city?

About the city-to-city learning cooperation and implementation
We want to know:
- What problems cities have had with implementation

- What could be possible factors of success when implementing activities
- If the implementation of activities have been conducted in line with a rights-based approach

Questions:
- What have you done during the cooperation? Where has it taken place?
- What have you contribute with? Knowledge, experiences, technical assets?
- Did you receive/look for any information about the other city and their capacities/problems before your cooperation? Could be about their politics, risks, culture etc.
- How would you describe the partnership between you and the other city? Has your relationship change/developed during the project?
- Can you see any indicators of sustainable changes in your city regarding attitude to risk/gender/vulnerability after implementing disaster risk reduction activities?
- Has the cooperation been realistic in terms of expectations of what both you and the other city would (and could) deliver?
    - Were the responsible for implementing project activities able to perform this role adequately?
    - Was the organizational development support provided by the other city adequate?
- Any unexpected positive or negative outcomes? Why do you think that happened?
- What have been the key elements in contributing to success/challenges in the project?
- What, in your view, are the most important results achieved through the cooperation?

- Moving forward, what in your view are the most important issues to be retained or changed in order to carry out similar projects in a successful manner?

- What opportunities are missed out that the campaign can address? How?