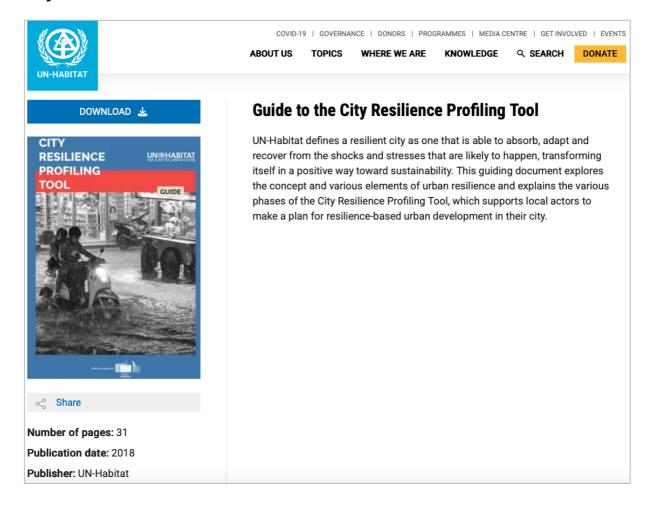


The multilateral view: how to best use urban frameworks

Interviewer: Gareth Byatt – Principal Consultant, Risk Insight Consulting
Interviewee: Esteban Leon – Head, City Resilience Global Programme

(CRGP) - United Nations UN-Habitat

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The City Resilience Profiling Tool. Image: UN-Habitat

Esteban,

Thank you for making the time to talk with me about the work of UN-Habitat to support urban resilience around the world.

I am looking forward to discussing the agency's urban-focused work including the <u>City Resilience Profiling Tool</u> (CRPT), the status of urban resilience today, where it needs to be in the coming years, and how to bridge gaps that exist.

I may refer to <u>a set of principles</u> that I use in my Urban 2.0 work sometimes, which are described below:



Urban 2.0 principles (by: G Byatt)



Can we begin with an overview of your background, and what you focus on as the Head of the City Resilience Global Programme (CRGP) for UN-Habitat, including the City Resilience Profiling Tool (CRPT)?

Esteban: Thanks for the opportunity to discuss the work of UN-Habitat to support urban development. I have been working in various aspects of urban development and resilience for many years. I started out in the early 2000s by working on vulnerability assessment indicators and a methodology for analysing vulnerability and mapping risks, which expanded to cover climate change. From 2005 to 2014 I worked in humanitarian-developmental response to help support many places that experienced disasters resulting from a range of natural hazards and conflict.

The main concept of my intervention was to build the foundations for sustainable development during times of crises. Whilst I was involved with a shelter cluster, I implemented a risk mapping project for shelter response planning – and as it turns out, this was to be a valuable learning experience for me on how to understand the needs of urban places.

The aim of this project was to support the planning of shelter response and to support risk reduction action by local authorities. Feedback we received from our work was very informative and encouraging, and it proved to be the genesis of an idea to create a general urban resilience profiling solution.



We launched the risk mapping for shelter response planning in three places including Tijuana in Mexico. Upon presenting the results of the programme with the municipality of Tijuana to the mayor, it was broadly seen as successful, yet the mayor pointed out to me that while earthquake risk reduction and shelter planning is important, his main problem at that point in time was how to tackle criminality, and that they needed support for this.

Upon reflection on the valuable feedback discussions we had for our shelter response planning work, we started to think about how we can identify the most pressing near-term resilience priorities for cities and municipalities, whilst being proactive with them on reducing the broad picture of threats, vulnerabilities and exposure to disaster risks.

This led to the creation of a systems-based multi-hazard, multi-stakeholder, multi-sectoral method which considers all externalities and complexities of the urban system, whilst allowing a near-term focus on immediate threats. Through a systems-based approach we switched our mentality from a disaster-centric and a natural phenomenon-centric approach to one that was led by the context of the urban setting.

To give you a human analogy on this, it is akin to changing from focusing on a disease to focusing on the human body. Rather than focusing on hazards, focus on the urban system. With this approach we do not try to be an expert on all hazards, instead we look at how the urban system will react to any kind of challenge it faces, be it a natural hazard or human caused, and involve experts in an appropriate way. How a city stays resilient against and reacts to the threats they face is the essence of the City Resilience Global Programme.

We have developed our methodology and approach for the City Resilience Profiling Tool (CRPT) in conjunction with the City of Barcelona, which is one of the reasons for myself and others being based in this city. We have gathered data and information with the municipality to create a diagnostic of how the city is performing and reacting, so that it can help decision-makers in the city to determine practical actions to maintain and strengthen urban resilience for people and nature.

After developing the CRPT with the City of Barcelona, we received funding from the European Commission to finalise the tool and calibrate the methodology in different parts of the world, which led us to apply it in East and West Africa, in Latin America and Asia. In addition, some cities approached us to test it. It has been used in a wide range of places, from the coldest city in the world, Yakutsk in Siberia, to one of the hottest, Teresina in Brazil. It has been used on small islands such as Vanuatu and Costa Rica. The range of cities and contexts where we have been able to apply and test it has been key to a solution which has flexibility that we hope can work for all cities around the world.



Gareth: Thanks for this overview, Esteban. Your explanation of how the CRPT was developed with the City of Barcelona brings me onto a discussion point about partnerships.

I know the City Resilience Global Programme (CRGP) has a range of partners, including from the private sector. Is the partnership approach something that you are seeking to expand with the programme?

Esteban: Partnerships are very important to us. The programme was born as a partnership with the private sector being closely involved. In 2013, we received from the City of Barcelona a grant of 2 million Euros, which was made up of 1 million Euros from the City Council and the other 1 million Euros from a group of more than 30 private public sector service providers.

This diverse group served as our steering committee. They helped us produce outputs and supported us in developing the CRPT methodology, and we also discussed how to evolve and nurture the public and private sector partnership model. This collaboration has been a valuable case study for us. The model we agreed was novel and I have been asked many times about how we made it work.

As an example of sector-specific partnerships we have with the private sector, we have an insurance-focused liaison with AXA insurance and reinsurance, which works very well.

As a small Urban team in UN-Habitat, we are project funded so we need to be smart with our limited resources. We are always looking at how to be innovative with ways to maximise our leverage of the programme. The partnerships model is part of this, and it includes working out how we best work with and support our sister UN agencies.

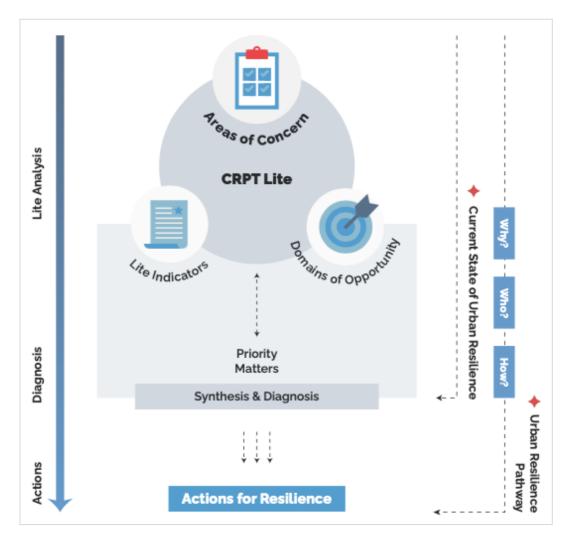
Gareth: It's good to hear about the approach taken with the partnership model. I know the partnership approach works for physical urban spaces as well, such as the <u>Biblioteca degli Alberi Milano</u> (BAM) park in Milan, which has many private sector sponsors.

I know that cities including Barcelona and Medellin have published for anyone to read some useful lessons learned documents that are available online, in which they describe how they have used the CRPT to support their resilience diagnostics, analysis and action. I have shared these examples with city teams during urban diagnostics discussions that I have been involved in.

The feedback from Barcelona describes how they learned to use the CRPT in an "incremental way" – to use it to tackle certain parts of urban resilience, whilst keeping the big picture in mind, which I think relates to your point earlier about understanding near-term priorities whilst thinking of the overall urban system. Perhaps this point also links to the availability of data that city and municipal teams have for the priorities they need to focus on.



Barcelona's experience of using the City Resilience Profiling Tool as an iterative process. Image: UN-Habitat <u>Urban Resilience Hub</u>

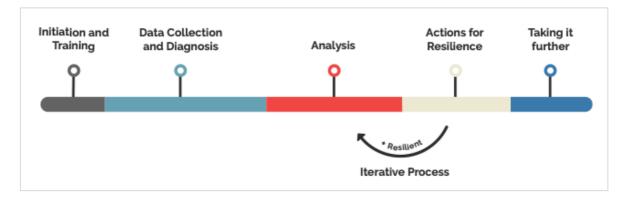


Given these types of learnings on how the CRPT is being used, where do you see the City Resilience Global Programme and the use of the CRPT heading over the next three to five years, up to 2030?

Esteban: We certainly value the learnings that are being provided by cities and municipalities – they help us to shape it moving forwards. Regarding the ongoing use of the CRPT, we think the conceptual framework it provides is appropriate for the time being, and we will continue to look at ways to improve and enhance it as we receive input and feedback from cities that use it. We want to ensure the methodology helps city and municipality teams to analyse and review the services they provide, their state of resilience and to work out what improvements are required.



The City Resilience Profiling Tool general iterative process. Image: UN-Habitat



We always keep in mind that cities and municipalities have limited resources to work with, and that they do not conduct development and resilience activities exactly in line with a general theoretical model. Cities and municipalities need resilience against a wide range of threats – whether these threats are increasing for them or not, they are certainly present – and they need to be very careful with their limited resources.

Cities and municipalities have specific priorities, which we discussed earlier, and most resilience actions require a focus across several or all parts of what they do and how their city or town works. When they look at preparing their city or town for climate change, or a potential pandemic, for example, they have to look at impacts across the urban system and across all functional teams they have in their organisation. We must remember that when a major shock or stress happens, cities and municipalities can be overwhelmed and their capacity to cope may be extremely stretched. It is very difficult to manage major events, and it is very difficult to coordinate all actions in the midst of the urgency to respond.

With this in mind, there are a couple of points on how we want to maintain our support to cities and municipalities with our programme and the CRPT:

- 1. First, we need to understand what's most important to each city or municipality now and to help them with their most pressing need/s, whilst ensuring it links to the overall urban system.
 - a. To give you a real example, we are supporting the City of Saida, which is the third largest city in Lebanon, with the support of the City of Barcelona and MedCities (our partners) on resilience analysis and action. Initially the city team felt that a risk mapping exercise was their priority, and as we began this, we soon discovered that what they need most in the near-term is contingency planning to prepare for potential bombing campaigns that may strike them. It is therefore what we should focus on for immediate resilience support for capacity and resource planning, and human and financial capital. This is an example of how the framework of the CRPT can be used to focus on specific needs at a city level and to help people tackle their priorities.
- 2. Second, we need to make the use of the CRPT as efficient as possible by minimising the time and effort it takes for teams to gather data, and to avoid the risk of getting into a data collection paralysis loop. The CRPT requires data and information to help people to decide on the best evidence-based decisions.



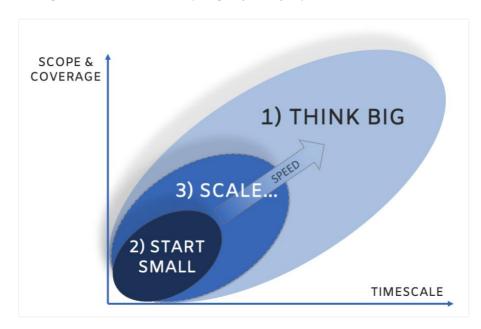
The traditional way of gathering data takes time and requires resources, as the City team for Barcelona explain in their lessons learned report on using the CRPT that we discussed earlier.

a. Over the next five years we intend to work on ways to address the challenge of time and effort to collect data, which includes developing ideas for AI solutions – to use artificial intelligence to support urban data gathering, data mining, and data analytics. We want to help cities and municipalities with data mining solutions to quickly produce initial urban profiles so that they quickly have a minimum level of data and analysis available to work with, rather than spending lots of time gathering it.

These two points – (1) help cities and municipalities with their pressing needs and (2) make the diagnostic process as efficient as possible – link to my objective for 2030, which is to have as many cities and municipalities as practical able to make good use of the CRPT, with appropriate diagnostics and agreement on actions required. I hope that by 2030, which is when the Sustainable Development Goals (the SDGs) and the Sendai Framework for Disaster Risk Reduction 2015-2030 are due to be updated, we can show that we have been able to support as many cities and municipalities as possible with practical resilience action.

Gareth: I appreciate your explanation of how you want to help cities and municipalities to be as efficient as possible with their use of the CRPT, including efficient collection of data to help them analyse it and quickly hone into how to tackle their most pressing priorities within the urban system. This point makes me think about how a scalable approach can work for a city or municipality to "think big, start small and scale" in a way that suits the reality of their available resources. I often talk about this with city and municipality teams.







Noting your priorities and the point we have discussed about partnerships, I'm interested in your views on how different urban frameworks that are available can be used in conjunction or alongside each other in an appropriate way, which I appreciate can include specific detailed frameworks such as those that exist for water or energy. For example, do you have any linkages and agreements with others such as the Resilient Cities Network, which supports the City Resilience Framework (CRF)?

Esteban: We definitely see positive linkages between different frameworks. For example, UN-Habitat <u>signed a cooperation agreement with the City Resilience</u>

<u>Network (RCN) in February 2025</u>. We are pleased to have this collaboration agreement in place.

The conceptual frameworks of the CRPT and the CRF are similar – for example, we both talk about urban elements, and the importance of understanding shocks and stresses to the urban system. Since the CRF was launched we have liaised with the people that oversee it to share learnings, and we know that the CRF'24 was launched in November 2024. I think all of us involved in frameworks want to ensure city and supporting teams are equipped with methods and techniques that can help them figure out what they need to do, how to do it and how to keep action going over the long term.

As another example of linkages with urban forums and bodies, we are working with <u>UCLG</u> (United Cities and Local Governments), a major global city organisation, to provide training modules for city associations and municipalities (UCLG provides a range of training). We hope that by working with UCLG and also Resilient Cities Network (RCN), <u>C40 Cities</u>, and other partners, we can all support cities as much as we can. The City Resilience Training website (https://www.cityresiliencetraining.com/course/) provides examples of courses that are available (it is possible to create an account through this website).

It is valuable to coordinate and share what we are all doing to learn from each other and to avoid potential duplication of effort. At one point I was the chair of the Medellin Collaboration on Urban Resilience, which consisted of several organisations working on resilience including 100 Resilient Cities (the forerunner to the RCN) and the Rockefeller Foundation, the World Bank, the Inter-American Development Bank, C40 Cities, UNDRR and others. Whilst it was an influential group, with its reach extending to about 200 cities, there are thousands of cities around the world which it did not reach. It is important that the forums and networks that exist collectively help as many cities and municipalities as possible.

Gareth: Thanks for this point about how the sheer number of cities and municipalities around the world that can benefit from support for urban resilience. At first glance, the number can seem daunting, but we know there is good work being undertaken every day. I wonder if a regular network mapping of discussions and activities by different groups and networks involved in supporting urban resilience, such as UN-Habitat, UNDP, UNDRR, the RCN, UCLG, C40 and others, might help. Regarding ongoing adoption and use of the CRPT within the global picture of cities and towns around the world, can partnerships help to support cities and municipalities, whilst you keep working on the two points you mentioned earlier?



Perhaps it is akin to a private sector analogy of makers of products (be they phones or cars or washing machines), which they focus on researching, producing and enhancing, and having a network of implementers and distribution channels.

Esteban: I see your point with the analogy. I would say there are two main components for ourselves in the City Resilience Global Programme to focus on.

The first is to focus on advocacy with our partnerships, to make sure cities and municipalities understand how to live with and manage risk to an agreed and acceptable level. How they manage risk and the threats they face includes how to reduce the risk when feasible, and how to hold discussions about the challenges to doing this. We want to make sure cities and municipalities get used to holding these types of discussions, which can be difficult discussions to have with trade-offs required.

Linked to this is how city and municipal teams think about their risks holistically, to ensure it is more than a risk mapping exercise to understand each risk — it needs to be a review of what we do with the data and information we collect to make good decisions based on what the acceptable level or range of risk tolerance is. To get back to my human analogy, it is like having a medical check-up to see if we are continuing in good health and able to live a good life, or whether something has been spotted which needs to be addressed.

The second component is what city and municipality teams do with an urban diagnostic (taking account that we are focusing on making the process of creating a diagnostic as efficient as possible for them). It's important to discuss identified weaknesses and stresses, and potential shocks they could be confronted with. They need to agree what to do and what action to take on an ongoing basis. This part can be challenging because it can take time to work through the actions required, with trade-offs and consideration of costs and implications. We want to build capacity at the local level so that local teams can manage and own as much of this activity as possible, appreciating that they need to have the right resources in place. It takes time to instil this approach and mindset — often several years.

Gareth: I appreciate the criticality of a city or municipality planning for the long-term with a programmatic approach, in the way that can best work for them and their context. An example I am reminded of is the Municipality of Bordeaux's continued efforts in this space. I have a little booklet which is a publication for the public about their Resilience Month of October 2024, during which time they held lots of programmes about resilience for the public and for experts. This month was an explanation of activities and efforts, as part of a continued year-round focus.

Also, on your point about city and municipal teams getting used to living with and managing risk, I am minded to think about how they can, with a wide group of people, discuss and agree what their risk appetite and tolerances are for different situations – which brings me onto how to get everyone who lives in a city or a town involved in the discussion about resilience.



Esteban: We need everyone – citizens, businesspeople and others – involved in an appropriate way. Consider also groups that provide support to citizens and communities in urban areas, such as NGOs and CSOs, many of which are struggling to ensure they have finances to continue to operate.

It is important that NGOs and CSOs are involved in the discussion. As I mentioned earlier, in Saida in Lebanon we are supporting <u>MedCities</u>, an NGO that helps empower Mediterranean local governments to achieve their strategic priorities. When we can support organisations like this and they can also support us, we can combine and maximise our use of resources and skills.

I draw an analogy of it being like a person going to the gym. We have to keep going to the gym regularly to maintain our fitness. If you do it for one month and then stop, you will not maintain it.

City / municipality ownership for the long-term is a key principle for us. Every time we talk with one of these teams, we stress how it must be a long-term commitment, not a one-off review. It doesn't work otherwise: we can be a good coach for you at the gym, but if soon afterwards you forget about your exercise and start eating badly, problems will return.

I use a lot of analogies about the mentality and mindset that is required to maintain resilience because when I discuss this matter with mayors and their teams in cities and municipalities, it's a way to help them understand how to make resilience work for the long-term, with the onus being that they have to want to make it work.

Gareth: I'll keep in mind your human body analogies for maintaining urban resilience, Esteban.

I have liaised with people involved in NGOs and CSOs in early 2025 who have explained to me the challenges they face, including how they can best be meaningfully involved in supporting urban resilience work (for example, many CSOs operate with volunteers who are not paid, so they may need some small financial support to attend reviews).

I have held sessions with UNDP and city teams about the CRPT, showing them how it is structured and how they can use it. You mentioned earlier that you have created some online training sessions on how to use it. How do you typically get the CRPT process started for cities and municipalities, in a way that they can set themselves up from Day 1 to own it for the long term?

Esteban: We are always looking at how to maximise the use of our programme. When we begin our discussions with a city or a municipality, we like to ensure two points that link to long-term success are discussed early:



- 1. Local leaders need to own it: we advise that two key focal points to support a long-term approach are required for success. One is a political focal point, who is usually the mayor and who backs the need for urban resilience, and the other is a technical focal point who could be a planner or someone else who organises data gathering and collation, analysis, decision-making reviews and who can keep monitoring activities over time. Both roles are important. We also want to see in the city / municipality that there is resilience planning in place for these roles, since people can and do change their role positions over time and responsibilities for resilience may be transferred.
- 2. The city / municipality should share their experiences with, and train, their peers: when a city or a municipality engages with us, we ask that they then help us by supporting other cities and municipalities. We talk with them about how they can train other city and municipality teams once they themselves are familiar with how to use the CRPT approach.

These two points are important areas for us to discuss with a city / municipality.

To give you an example of learning and sharing across cities, I have conducted a review between the City of Barcelona and the City of Saida. They each have their own contexts, of course. Barcelona is a large European city, and it has an urban resilience unit. The City of Barcelona is continuing with their resilience work, and the head of their Urban Resilience Unit continues to progress with implementing a strategy and actions that relate to it. This is what we want to see – they don't depend on UN-Habitat, and we don't want to create a dependency on us.

Gareth: Thanks for explaining this, Esteban. Noting that these two points are important "foundations", I'd like to return to the discussion about what city and municipality teams can do with an urban diagnostic that they undertake. Securing the right investment for identified action and needs for resilience is clearly a key part to acting on diagnostic findings. Understanding how to secure the right investment and working with appropriate investors and funders is, I imagine, a key enabler of long-term success.

Esteban: That is correct. Without the right kind of funding, we cannot achieve good outcomes, and cities and municipalities must be able to articulate why an investment in their area is worthwhile and adds value. Another point to consider is flexibility to adapt as times and situations change. We were supporting cities during COVID-19, and we produced guidance on how to make things happen at that time. Postpandemic, times and priorities have changed. We support cities that find themselves in conflict zones, and these places have specific and urgent challenges to be addressed which change over time. Flexibility to adapt to different contexts is key.



Gareth: We discussed the involvement of everyone in the resilience process just now. Is it fair to say that involving communities to think of low-cost and quick to implement ideas also adds value? If people, including citizens, can come up with ideas for quick wins and near-term change, with the city / municipality team thinking about how these identified "quick wins" can fit into an urban system, is the CRPT approach flexible to include these types of actions?

Esteban: Yes, absolutely. Short-term wins are important. It is good that you mention this point. It is linked to how specific cities and municipalities require specific approaches that suit their context. We have developed what we call "Enhancers" to support this, for example an Enhancer on Climate Action, an Enhancer on Gender Equality, an Enhancer on Social resilience, an Enhancer on Infrastructure, and others. Creating "Enhancers" is a way to capture and share knowledge on particular aspects. We are creating one on Tourism at the moment, to help support tourism and also a responsible and resilient strategy for tourism so that the quality of life of a local population is maintained whilst tourists can enjoy the place that they visit.

Gareth: I appreciate the context of the Urban Resilience Enhancers, Esteban. On the important subject of tourism in urban places, I have done some work for and with small islands on this, which for many of them is critical to get right for sustainable prosperity. It is of course the same case for many cities and towns of all sizes around the world. For example, we need to consider using systems thinking the impact tourists can have on urban resilience, and how tourists can be involved in genuine sustainable activities when they visit places and contribute to resilience.

Esteban: Tourism is definitely an important area to focus on, with a systems approach. We are launching a programme on resilient tourism, which includes discussions with <u>UN Tourism</u> and a number of cities, and with the Tourism Institute for Spain (the Instituto de Turismo de España – <u>Turespaña</u>). To give you an example of dealing with a specific aspect of tourism on urban environments, we have liaised with Arctic Cities – they are keen to understand how they can maintain resilience to handle more tourists that may visit over time. Around the world, tourism growth represents a challenge and an opportunity, if it is managed well.

Some cities have been more successful in attracting tourism than they originally envisaged. If a city considers its range of outcomes to its tourism strategy, and one of these being a very successful outcome with lots of visitors coming on a regular basis, it needs to be ready with its capacity to handle such a growth in temporary visitors. It should set itself up to monitor data on what is happening; if it does not do so and it gets caught out, all sorts of urban services could suffer – from stressed accommodation and property situation to problems with waste management and the hospitality sector (restaurants, cafés and other areas). It comes back to systems thinking, and thinking about scenarios of how different situations can unfurl.



Gareth: The point you mentioned just now, Esteban, about monitoring data on what is happening in a city / town makes me think about how we should track and monitor data and metrics, for tourism (if it is agreed as a relevant indicator to a city / town) and also for other aspects of urban development and management. I often talk with people about the importance of having an agreed set of indicators – with some of these indicators being "key indicators" (key indicators may change over time as a city / town changes). For example, I have discussed this with the urbanist, Alain Bertaud.

If cities can agree key indicators with ranges of tolerance and thresholds for them, which can adapt and change over time, perhaps can they manage their state of resilience in a proactive way rather than reacting to problems? If they spot warning signs and act on them early, everyone should benefit.

Esteban: Yes, this outline is aligned with our approach. We want to understand what the shocks and stresses are, and we have to measure them and how they change. To give you some different examples, most cities have challenges with water, in one way or another; they have challenges with transport and mobility; with waste management and other areas. When we can agree the right metrics and indicators to focus on, we can look at forward-looking ones that show us trends which we need to act upon to avoid problems building up, whatever the timescale (whether it is months, years or even decades). It's another example of the importance of focusing on long-term resilience in a systems type of way. If we do so, hopefully we can achieve a good balance of a thriving local culture with relevant internationalisation.

Returning to the tourism example and thinking about indicators to track, we could think about the number of tourists that the city / municipality can feasibly support, and to look across the whole urban system to see what stresses may be imparted, We can think about our capacity to absorb and benefit from a certain number of tourists in a way that balances their enjoyment and the ability of citizens who live there to continue to enjoy where they live. For example, do we have appropriate capacity for tourist accommodation, transport, restaurants, street cleaning, energy demand and other aspects such as the social impact tourism can have on property prices for citizens. Tourism can change the culture of a place, for better or worse. If we think through it carefully, it can be well managed. The same is true for other changes that can take place in a city or a town. The key is to think about these things in advance. The challenge is to have the capacity to do so in the midst of our short-term urgent needs.

Gareth: People make cities, don't they Esteban. We can build the most fantastic urban places, but it's people that make them what they are, so ensuring people of all ages can enjoy them drives the vitality of the city or town. This situation can change if we do not tend to it (to do our "health check", to borrow your human analogy).

Earlier, we discussed ways to improve efficiency of collecting data including with AI, and we have just talked about the importance of tracking data such tourist levels and understanding where we sit on our indicator range.



Nowadays there is strong interest in how AI can support urban development and resilience, from synthesising interviews of local communities to making urban development planning more efficient and improving societal security. Can AI help make data collection and tracking more efficient?

I am also thinking of teams such as the UNDP SDG AI Lab that is based out of the UNDP Istanbul office.

Esteban: It's an important point to discuss. My team is carrying out some work on data mining with AI at the moment to see how we can populate an initial city profile with as much data as possible from open data sources, to give us something concrete to use when we first look at a city for a diagnostic. This could save significant time for everyone (and links back to my point earlier about efficiency of data collection).

Data mining with open data is a first step. A second step is to focus on data analytics, which requires a large data sample. Given the work required to create a large data sample, we are separating our approach into two phases. Phase 1 is to collect as much data as possible in an automated way (the data mining). Phase 2 is to engage with cities to collect the data that is not open source or publicly available, which should be less in quantity because we should be able to automate a large part of the data through Phase 1. We held a draft launch of our work at WUF12 in Cairo in November 2024 and we are continuing to develop it (you can read about our activities at WUF12 here).

Gareth: It's great to hear about the work using AI, and how this links to making the diagnostic process as efficient as possible for everyone, which I can see links to your objective to have as many cities and municipalities as possible making good use of the CRPT and the support of the programme.

Thank you very much for your time, Esteban. I look forward to continuing to follow the work of UN-Habitat to support thriving, green and resilient cities. I know that UN-Habitat provides some great resources, including the <u>Our City Plans website</u>.