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Urban Climate change

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Climate Change, Governance, Urban, Co-Production, Resilience



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Audiences

(Can be primary and secondary) Please be specific – if 'policymakers', where? Who? If 'practitioners', what do they know already? What do we know about them?

The intended audience of this paper are practitioners and researchers working in cities of low- and middle- income countries, and particularly in informal settlements, with the objective of contributing to urban resilience.

Author/s Enter as 'Firstname, Surname, job title, affiliation'. Use a semi-colon to separate authors. Authors will be listed in the order given here (alphabetical should be default unless a different order has been agreed between authors).

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Title (60 characters maximum)

Title (must be fewer than 60 characters, including spaces)

Find a short, snappy title which indicates what your briefing is about and will grab your reader's attention. For search engine optimisation, include at least one keyword in the title. The title should encapsulate your key message.

Write your title below:

Co-production for urban resilience: shaping risk politics

Four policy pointers (20–30 words each)

Four short bullet points that outline your main *recommendations or the key implications of your findings for policymakers*. Policy pointers should come out of the argument in the main body of the text; they should not introduce new ideas or information, which are not supported by the text.

- **Recommendations:** think about who you are targeting; what you want them to do; when you want them to do it; and what difference it will make?
- **Implications for policy:** what are main implications for policy of your key findings? What messages from your briefing would you like policymakers to consider and take forward in their work?

Write your policy pointers below:

- **It is crucial to address risk in low- and middle-income cities, focusing on informal settlements, to prevent global risk escalation.**
- **Top-down linear approaches are ineffective in dealing with urban resilience complexity; this calls for inclusive, participatory planning.**
- **Informed by power analyses across the institutional, cultural and biophysical context, knowledge co-production is an effective way to influence the drivers of urbanisation and their resulting risk accumulation trajectories.**
- **Co-production can contribute to a range of outcomes, including behaviour change, empowerment, brokering agreements, and system reform, which contribute to transforming the drivers of urbanisation and risk accumulation.**

Summary (70–130 words)

A summary of the whole briefing paper, not an introduction to it. It may be best to write this *after* you have written the main briefing and are clear about your key points, recommendations and conclusions.

The summary should cover what the briefing is about and why the subject is relevant, timely and important. It should explain the key conclusion you have arrived at and outline the areas the briefing will cover to show how you reached it. Be gender aware. A killer fact or stat can be a way to grab readers' attention but don't try to pack too much in.

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The summary is also often used as the basis of the abstract for your publication when it is published on the IIED publications database.

Write your summary below:

Rapid urban development in low- and middle-income countries drives the production of climate risk globally and will continue to do so over the coming decades. Addressing the drivers of urbanisation is crucial to prevent exponential growth in climate risks, particularly in informal settlements. Top-down, expert-led risk-inform planning have proven to be ineffectual. Multi-stakeholder engagement through co-production has emerged as a promising alternative. However, for co-production to effectively build resilience, it must be informed by a city-specific understanding of power dynamics. This briefing presents the SECURE approach, a structured framework for policymakers and practitioners to better understand urban power dynamics and inform strategic co-production interventions that effectively influence urbanization and risk accumulation pathways. SECURE underscores the importance of reshaping institutional, cultural, and biophysical drivers of risk to build resilience.

Main text (2000 words maximum)

Please stick to the word count; longer briefings look crowded, are harder for your audience to read, and will have to be cut down at layout stage.

Before you start to write: think about...

- **Audience:** who is your key audience? (Decision makers in international institutions, national policy officials etc). What do you want them to **know** after reading the briefing? And what do you want them to **do** as a result?
- **How do you best influence them?** It may be useful here to think about a particular person you would like to influence. Think about what they need to help them understand the issue or to take the action you would like them to take. Help them recognise the usefulness of what you are saying by referring to their context and the issues they are dealing with, whenever you can. What is the key message or conclusion you want to get across? And what information or examples do you need to provide to support your conclusion?
- **Scope of the research:** what was the timing and scope of the project/research/policy work; when was it done; who were the partners/collaborators; what was the methodology (desk research, field research, interviews with stakeholders etc)?
- **Gender:** what was the gender dimension of the project/research/policy work? How can this be reflected in the briefing? If there is no obvious gender perspective or your briefing is not about gender, it may still be worthwhile to present your points in a gender sensitive manner. Come and talk to us about how to do this if you need advice.

While you are writing:

- **Develop a strong narrative or 'story':** your reader should understand where your argument is going as they read, and why you are telling them the information in each paragraph or section (ie how does it relate to your overall theme/argument). References to human stories can help.
- **Language:** keep language clear and simple and avoid using jargon and acronyms; where necessary you can use a jargon buster fact box. Break the text up with headings and sub-headings (briefings have two main heading levels and an option for a third small heading level) and use active rather than passive voice wherever possible. Simple language and a well-

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structured narrative will make your briefing more accessible to all your readers. Simple language does not mean dumbing down, it is essential for sharing complex concepts effectively.

Write your main text below (any text to be put in boxes should have [box] above and below it):

Introduction

Rapid urbanisation in low- and middle-income countries, where informal settlements dominate urbanization patterns (Roy, 2005; Dovey et al. 2020), is set to drive the growth of global risk in the coming decades (Grafakos et al., 2019; Dodman et al., 2022). This presents a “narrowing window of opportunity” to open a resilient future, which demands action on the institutional, cultural and biophysical drivers of urbanisation (Schipper et al., 2022). However, enhancing urban resilience and influencing urban development are complex problems (Valdivia, 2018), requiring the negotiation of conflicting priorities among city actors. Knowledge co-production has emerged as a promise to respond to this challenge (Hilgartner et al., 2015; Jasanoff, 2004). Co-production facilitates the negotiation of priorities and the agreement of joint action plans between city actors. However, for this promise to be realised co-production processes must be attentive to the power dynamics that articulate institutional and community relations in the city (Turnhout et al., 2020).

This brief presents the SECURE¹ framework (Figure 1), a structured approach to understanding and influencing urbanisation drivers and their underpinning power relations through co-production interventions, ultimately contributing to build resilient futures. SECURE’s context analysis teases out a city’s institutional, cultural and biophysical drivers of urbanisation and risk accumulation (Section 1). It deploys a network analysis to explore how actors collaborate and conflict with each other while driving urbanisation pathways. This analysis informs the tactical design of co-production interventions (Section 2). The third section illustrates how the SECURE framework might be applied in the case of large infrastructure investments. The brief concludes with recommendations for researchers, practitioners, and donors.

Context analysis: understanding power through networks of influence

Urban development drives the production of risk in cities. By examining the institutional, cultural and biophysical context, organisations leading co-production interventions can gain a structured understanding of how knowledge and decision-making interact in cities, and whose knowledge and experience of risk counts when it comes to planning (Muñoz-Erickson et al., 2017). This offers insights into how power dynamics and networks of influence (“drivers”) shape urban development and risk accumulation pathways. Critically, building an understanding of power dynamics through the analysis of networks makes it possible to engage tactically with the structural drivers of risk through co-production.

Institutional context: *How do public and private institutions contribute to producing and maintaining networks of influence?* This involves understanding the interactions between institutions, including their exchanges of knowledge and resources, and how this contributes to their influence and authority:

- Mapping key actors and institutions with a stake and influence over a particular issue related to urban resilience
- Identifying their motivations, agendas, visions and incentives (i.e., drivers)
- Understanding their knowledge, capacity, resources and authority, and how exchanges thereof strengthen or weaken their influence (i.e., power)

¹ Strengthening and Enhancing Contextual Urban Resilience

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- Documenting formal and informal norms, regulations, policies and planning processes that facilitate and constrain their interactions and influence
- Identifying windows of opportunity allowing for institutional change.

Cultural context: *How do worldviews, social norms and intersectional identities shape networks of influence?* Worldviews influence development and resilience visions. Social norms constrain and facilitate the actions of individuals, groups and networks. Social norms interact with intersectional identities (e.g., gender, race, ethnicity), shaping whose knowledge counts, and who has capacity and influence. This creates differential access to knowledge and decision-making. Therefore, we need to consider: Who has access to information? Whose knowledge influences policy and planning?

Biophysical context: *How do the built environment and ecosystem services open and close opportunities for the transformation of networks of influence?* This means going beyond merely assessing hazard exposure and vulnerability. Disaster events can present pivotal moments for learning, with the potential to trigger institutional, policy and cultural change. Similarly, the built environment facilitates opportunities for interaction, exchange and influence for some actors, whilst limiting that of others.

Given that the examination of an entire city and its networks of influence is a costly endeavour, specific ‘domains’ of action that contribute to urban resilience can serve as an entry point to focus the analysis (Barcena and Bahadur, 2023), including:

- Strengthening community assets and services against climate-related shocks and stresses.
- Enhancing knowledge and awareness for risk-informed decision-making.
- Building resilient infrastructure that allows inclusive transport and service delivery despite climate risks.
- Developing governance and decision-making for inclusive development and adaptation planning.
- Securing financial resources for resilience investments.

Towards resilience: transforming the drivers of urbanisation and risk accumulation

Co-production can pursue a range of approaches to transform the drivers of urbanisation and risk accumulation including behaviour change, empowerment, brokering agreements, and system reform. However, co-production interventions will often face resistance from some actors and institutions, as their incentives and development visions may discourage them to collaborate with others. Thus, for co-production interventions to effectively contribute to more inclusive development and resilient futures, they need to be designed to reflect the city context analysis and its networks of influence. Armed with an understanding of how city actors exchange knowledge, resources and influence, organisations leading co-production interventions can tactically decide which of the following approaches are best suited to achieve impact.

Behavioural change: Co-production can encourage the transformation of *social norms* and practices that result in exclusion, marginalisation, and ultimately vulnerability. For instance, deeply ingrained gender norms can significantly limit women participation in decision-making. By reshaping these norms, co-production can help to enhance gender equality and ensure more inclusive decision-making practices.

Empowerment: Co-production can help actors and networks to come up with a collective *vision and resilience agenda*; and to *better coordinate and exchange resources and information* to undertake collective action on that agenda. By reducing barriers to collaboration and aligning objectives, co-production can enhance the influence and power of marginalised actors over decision-making processes. This is particularly relevant for emerging networks and civil society groups with a clear interest on a

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resilience issue, but limited *resources and organisational capacity*, such as civil society organisations that represent marginalised and vulnerable groups with similar agendas, but lack joint advocacy mechanisms.

Brokering agreements: The *motivations, agendas and incentives* of different city actors and networks may not always align, hindering their collaboration. Co-production can help to broker agreements between selected groups and networks, reframing conflictual issues, finding common ground, and offsetting disincentives for collaboration. This approach might be useful to unlock collaboration around a specific issue when blocked by two relatively powerful groups, such as overcoming conflicts between the private sector and the local government in developing social housing. It might also help to facilitate collaboration between the government and informal service providers, enhancing their joint ability to deliver basic services to vulnerable groups.

System reform: Formal regulations, policy frameworks and planning processes shape urban development and risk by limiting collaboration and exchange between some actors and networks. Transforming these systemic structures can help to reduce exclusion and marginalisation and open the possibility of more inclusive decision-making. Consider, for example, regulations that require governments to partner with highly technical consultancy firms to produce socio-environmental impact assessments to inform infrastructure development, whilst excluding civil society organisations from planning processes, despite their relevant grounded risk knowledge.

Co-production interventions can seek to deliver these outcomes by:

- Building the capacity of networks to produce risk knowledge and evidence, thereby enhancing their influence capacity and authority to influence decision-making processes.
- Establishing platforms for dialogue and collaboration that help to re-frame problems, align visions, and create safe spaces for experimentation and reform.
- Learning-by-doing through experimentation to challenge deep-rooted social norms and inform institutional change.

SECUR(e) at work: Brokering agreements for more inclusive infrastructure.

Large infrastructure projects, such as transport infrastructure, are often controversial, with conflicting perspectives on their risks and benefits. Yet, infrastructure projects are also windows of opportunity for the reconfiguration of city networks and power dynamics. This section illustrates how to use the SECURe framework to understand and influence the power dynamics that shape such projects with the objective of contributing to inclusive resilient futures.

The SECURe framework can be used to understand how institutional, cultural and biophysical contexts articulate networks of influence driving infrastructure investments. Analysing a city's institutional context might reveal that infrastructure projects are led by national parastatal agencies with limited accountability to local constituencies. Where municipal and national governments hold conflicting development visions and differential power to influence infrastructure investments, tensions between these different levels of government are likely to emerge. In certain cultural contexts, tensions between national and municipal governments can translate into political manoeuvring, such as preferential national budgetary allocations to politically aligned municipalities, generating municipal conflicts. Aiming to strengthen political legitimacy in a context of municipal competition, municipal governments may opt to trade public resources for political support from selected civil society groups, hindering civil society collaboration.

Transport infrastructure investments open a window of opportunity for the reconfiguration of these networks with the potential to reduce, but also exacerbate, fragmentation among networks and exclusion of vulnerable groups from infrastructure planning. Depending on its design, transport infrastructure facilitates the exchange between municipal areas and international markets. This often translates into further investments as these areas become economically attractive for their connectivity. Infrastructure

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development can also result in forced evictions and the exacerbation of climate risks, such as flooding. With major potential impacts on the exchange of different city networks, infrastructure development is a domain of action through which power asymmetries will be reasserted or redressed; with critical repercussions for the development pathway and resilience of the city.

This analysis highlights the opportunity of building resilience through more inclusive infrastructure development by fostering knowledge sharing, coordination and accountability across selected civil society organisations and municipal governments. The selection of municipalities and civil society organisations should be informed by a conflict analysis and its underpinning incentive structure. This will help assess which conflicts could be mediated and how the infrastructure project could help offset disincentives to collaboration. With this in mind, a co-production intervention can be designed to **broker agreements**, align visions and mediate conflicts, to create a collaborative network of local stakeholders with an enhanced ability to influence the infrastructure project. This could be approached by supporting:

- Dialogue and negotiation mechanisms to produce a common agenda in relation to the project and future urban development opportunities.
- Oversight arrangements to ensure equitable benefits from agreements with national governments and parastatal agencies.
- Conflict resolution and enforcement mechanisms to reduce the likelihood of agreements being violated.
- Learning-by-doing through joint ventures, such as partnerships for basic service delivery, to redress deep-seated mistrust across civil society groups and municipalities.

Conclusion

Without urgent attention to cities, particularly those characterised by informal development in low- and middle-income countries, climate risks will continue to grow exponentially. In rapidly urbanizing regions, time is running out to build resilient, inclusive cities. Urban resilience is a complex problem shaped by uneven relations between vulnerable groups and influential elites, among other city actors. Co-production presents opportunities to facilitate inclusive risk-informed urban planning, the identification of user-centric innovative solutions, and building consensus for climate action by reframing intractable problems. However, context-specific power analyses are key to realising co-production potential.

Power-informed co-production interventions can reshape urbanisation and risk accumulation pathways by transforming their underpinning drivers. Co-production can reduce differences in power and influence between different actors and networks, and ultimately transform whose risk matters when it comes to planning urban development. In order to realise this ambition, there is a need to take concerted action, including by:

- Using the SECURe framework to understand how power and influence shape urbanisation processes before deploying co-production methodologies to avoid reproducing the status quo.
- Sharing lessons from power-informed co-production approaches to resilience in different cities, where distinct articulations of power, knowledge and influence prevail.
- Consolidating learning in a Knowledge Hub, where *comparable* and *city-specific* lessons on how influence networks shape the potential of co-production approaches to influence resilience can guide interventions in new cities.

Visuals

We encourage all briefings to include one or two visuals to make the text more accessible. The design allows for a range of boxes such as jargon busters, case-studies or graphics, figures or tables. Please

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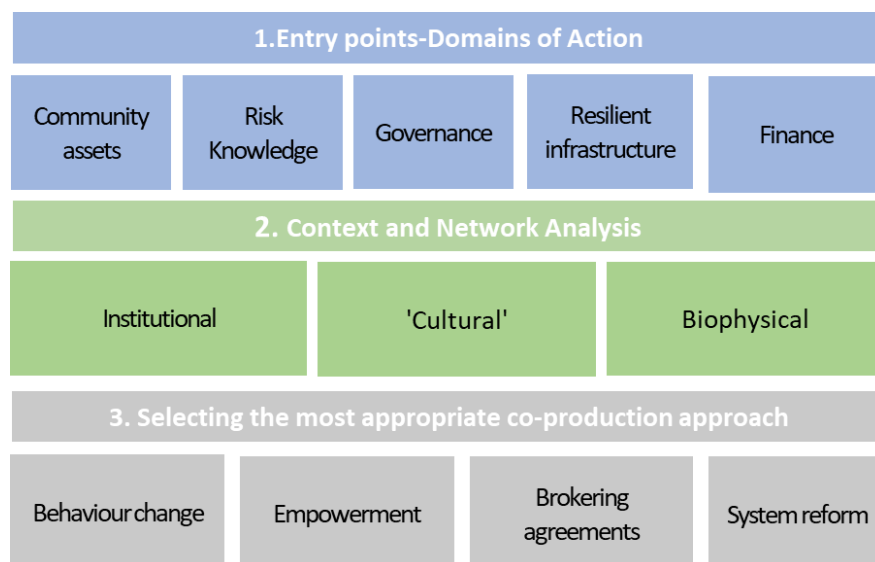


Figure 1 SECURE Framework: power-informed co-production interventions for urban resilience

References/endnotes (maximum of 15)

Briefings can include up to 15 references, but ideally fewer. Your audience is not expecting extensive citation – they are policy people who want the key messages from your research.

References should be numbered in superscript text in and these numbers should be cited within the main text. The full references should be included as endnotes formatted in Harvard style (except for the fact that we use superscript numbers and not parenthetical references in the running text). Where the same number is used again, repeat the number in the text, do not use *supra* or *ibid*. For further information on referencing please see the IIED [Style Guide](#).

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Barcena, A. and Bahadur, A. (2023). Co-producing urban resilience solutions: the role of power and politics. IIED, London. Available at <https://www.iied.org/22191iied>



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