GETTING READY FOR THE CENTURY OF THE CITY

Oxfam GB's urban framework 2013 – 2016

Now to 2030, the world will need to build the equivalent of a city of one million people in developing countries, every five days.

The rapid urban growth results in 5 million new urban-dwellers every month.

Every day, more than 100,000 people move to slums in the developing world – that's one person every second.

Acknowledgements

This urban framework is born out of a process which involved:
- A skeleton and a route to fill it, agreed on by an "urban group" (regional representatives and global advisers from all Aims).
- The recompilation of urban researches and lessons learned reports from different teams;
- The Global Urban Conference's (Mexico, February 2012) outputs;
- The written contributions and comments from volunteers who assisted to the Global Urban Conference: coming from OGB mainly but also other affiliates, from different regions and Aims, they put together inputs on Livelihoods, GROW, WASH, Humanitarian, DRR and Governance.
- Two rounds of comments from several teams within OGB.

Summary

Rationale and commitment

The majority of the world population is urban. Poverty, risks and suffering are urbanizing at fast pace, posing challenges at a scale never experimented before. Oxfam needs to get ready for the Century of the City. This urban framework signals a step change in Oxfam GB's investment, profile and learning in urban programming so that by 2016, Oxfam GB will have doubled its impact on urban areas* across Development, Humanitarian and Campaigns.

Goals

Across Development, Humanitarian and Campaigns and within a One programme approach:
1. **Active citizenship/ Governance:** Urban governance is improved and citizens' – especially women – voice and participation are enhanced and protected, especially for those who suffer violence or discrimination on the grounds of gender and identity.
2. **Income:** Urban workers – especially women – are empowered, and where necessary directly supported, to fulfil their rights to incomes, decent work, social protection and food security.
3. **Habitat:** Urban slum*/ at-risk/ disaster affected dwellers – especially women – are empowered, and where necessary directly supported, to fulfil their rights to adequate, secure and safe habitat* (land*, housing* and urban basic services).
4. **Cities as focus of change:** Cities are used to leverage change for our rural, national or global agendas, either through our new model for influencing policies and practices (WIN), or regarding rural-urban linkages around food systems; natural resource use and adaptation to climate change; migrants, internally displaced people and refugees.

Pathways

Oxfam GB acknowledges that we will increase our urban engagement through these Aims:
- Aim 4 – Right to be heard. This will be the theory of change of all our urban programming.
- Aim 1 – Right to a Sustainable Livelihood.
- Aim 3 – Right to Life and Security, including Response, Preparedness and Adaptation to Climate Change and Disaster Risk Reduction (ARR).
- Aim 2 – Right to Water, Sanitation and Hygiene (WASH) in long-term development.

Learning: How urban challenges and opportunities differ from rural ones

Urban poverty articulates three dimensions: limited income, inadequate habitat* and discrimination. Urban risks and emergencies are closely linked to these characteristics. Indeed, there is a continuum across urban chronic vulnerability and acute crises; as well as across rural and urban crises. Cities are also focus of change for rural, national and global agendas.

Theory of change

Oxfam will build sustainable institutional change so that the urban poor can advocate and innovate to realise their rights, while governments and influential actors become more responsive and accountable.

Strategies

1. **Citizens' voice and organisation** are strengthened.
2. **Governance** is improved through capacity building and advocacy, especially at local level.
3. **Community-led solutions** are supported: participation, co-production* engaging relevant stake-holders, and social enterprises.
4. In emergencies, **local markets and the cash economy** are strengthened and linked to longer-term social protection or private services.
5. Partnerships and cross-sector alliances with influential state and non-state actors are weaved to **broker and leverage change**.
6. **Women and the youth** are supported to increase their political and economic leadership and to free them from violence and discrimination.
7. **Discriminated groups** (migrants, ethnic/ racial/ caste/ religious minorities, informal workers/ dwellers) are supported to get visibility and recognition.
8. **Urban constituencies and solidarities** are built for rural, national and global agendas of change.

Ways forward

A Global Urban Programme will be developed in focus countries.
Corporate drive will translate into more funding and technical support to country urban programmes.

Contents

1. Why should Oxfam develop its urban engagement?

1.1. Urbanization is, after climate change, the most important phenomenon of the 21st century

As of 2008 the majority of the world's population lives in urban areas*. By 2030, over 60% of the world's population will live and work in urban environments. The speed and scale of urbanization today are far greater than ever in the past, overstretching governments' capacities. This implies overwhelming new challenges for cities in poorer countries: they will need to build new urban infrastructure — houses, power, water, sanitation, roads, commercial and productive facilities — more rapidly than cities anywhere before. The bulk of urban population growth is likely to be in smaller towns and cities, which lack the capacities and resources to cope with rapid urbanization. "A pre-emptive approach is needed if urbanization in developing countries is to help solve social and environmental problems, rather than make them catastrophically worse" (UNFPA, 2007).

Sub-Saharan Africa is the world's fastest urbanising region and has the highest proportion of slum* dwellers (72% of its urban population). Asia is the region which will host the highest number of new urban dwellers, from 1.36 billion to 2.64 billion by 2030. In Latin America and the Caribbean, rapid urbanization started in the 1960's and it is now the most urbanized region in the world with 78% of its population living in urban areas (UNFPA, 2007).

Urban poverty and vulnerability are concentrated in slums. One billion people already live in slums (15% of the total of the worlds' population of 7 billion); by 2030, this number will double (UNFPA, 2007). By 2002, the urban share of the poor (i.e. those living on less than $2 a day) was already: 20% in the Middle East and North Africa, 25% in South Asia, 30% in Sub-Saharan Africa and 60% in Latin America and the Caribbean (Ravallion, 2008).

As population and poverty urbanize, so do disaster risks and humanitarian crises. The global assessment report on disaster risk reduction identifies urbanisation as one of the three key drivers of future disaster risk (UNISDR, 2011). Whereas rapid and uncontrolled urbanization is constructing escalating risks, the number and vulnerability of at-risk populations are also rising. Haiti's earthquake has demonstrated that urban disasters' scale and complexity defy humanitarian actors, with their accumulated experience in rural areas, to renovate their strategies and tools.

However, cities are also engines of growth and loci of social, cultural and political dynamics that can leverage rural, national and global level change – as demonstrated by the democratization movements during the Arab Spring in 2011, in Africa in the 1990's or in Latin American in the 1980's. Cities are economic and cultural magnets for migrants in search of economic opportunities or freedom from oppressive social or gender norms. Cities are the markets where food consumption, distribution and processing patterns set the rules for food producers. Cities are the first contributors to, and potential first victims of, climate change and environmental depredation.

1.2. Oxfam will increase its urban engagement to respond to this emerging trend

As underlined by the Joint Country Analysis and Strategy (JCAS) Review 2011, urbanisation of poverty and suffering is a missing story within Oxfam. It is very optimistically estimated that 10% of Oxfam GB's non-emergency funds are directed towards urban programmes. Recent large emergencies in Haiti, Pakistan, Philippines, Kenya and Gaza caused by earthquake, flooding, drought and conflict, had major impacts on the urban areas. Our variable preparedness and response capacity made it very clear that we need to get prepared for the predicted rise in urban disasters, to improve our understanding of the urban context and to build our capacities.

Although Oxfam GB has run urban programmes for more than two decades and currently runs urban programmes/projects in 18 countries, our urban engagement has not kept pace with urbanization of poverty and suffering, and remains dispersed, disconnected and lacking strategic approach.

Oxfam recognizes the imperative of developing programmes to relieve poverty and suffering in urban contexts. To achieve this, Oxfam will devote more resources and will build more urban expertise to develop its urban engagement in quantity and quality.

2. Purpose of this urban framework

The purpose of this document is threefold:
-   **Signal a step change in Oxfam GB's investment, profile, and learning in urban programming** so that by 2016, Oxfam GB will have improved the quality and quantity of its urban engagement across Development, Humanitarian and Campaigns. Within Oxfam, urban engagement has been and will remain driven by countries, rather than by a centralised impulse; however, organizational space, consistency over years, learning and research at global level will boost country programmes to engage, take risk and innovate.
-   **Adapt Oxfam's approach and help countries analyse, design and implement urban programming**: Oxfam's experience in rural settings is not directly transferable to urban areas. We will need to adapt our approaches to these more complex environments and to expand our skills and ways of working to tackle new issues that are entirely specific to urban areas. The urban framework summarizes the learning on urban areas and interventions that different teams across countries, regions and Aims have accumulated.
-   **Adopt an incremental approach in our urban engagement**: This first urban framework is one step in the journey. In 2016, the Urban Framework, its vision and goals will be reviewed.

3. Vision, Goals and Commitment

3.1. Vision

All urban dwellers without discrimination, as well as those who depend on the cities, are empowered, and where necessary directly supported, to fulfil their rights to decent incomes, dignified habitat, safety and security.

3.2. Goals to meet that vision

Across emergency responses, resilience building and development work:
1) **Active citizenship/ Governance:** Urban governance is improved and citizens'– especially women – voice and participation are enhanced and protected, especially for those who suffer violence or discrimination on the grounds of gender and identity.
2) **Income:** Urban workers – especially women – are empowered, and where necessary directly supported, to fulfil their rights to decent incomes, decent work*, social protection* and food security, increasing their ability to cope with and recover from shocks and economic volatility.
3) **Habitat:** Urban slum/ at-risk/ disaster affected dwellers – especially women – are empowered, and where necessary directly supported, to fulfil their rights to adequate, secure and safe habitat* (land*, housing* and urban basic services – water, sanitation, waste management, energy and transport), reducing the risks associated with rapid and uncontrolled urbanization.
4) **Cities as focus of change:** Cities are used to leverage change for our rural, national or global agendas, either through our new model for influencing policies and practices (the Worldwide Influencing Network), or regarding rural-urban linkages around food systems; natural resource use and adaptation to climate change; migrants, internally displaced people and refugees.

3.3. Oxfam's commitment

By 2016, Oxfam will have doubled its impact on urban areas across Development, Humanitarian and Campaigns.

3.4. Objectives and indicators to meet Oxfam's commitment

Objectives	Indicators of success
Develop a Global Urban Programme in ten focus countries.	- Showcase successful urban programming in different regions and contexts (long-term development, conflict, political crisis, climate change, fragile States). - Enable experience sharing across regions/ affiliates/ expert organisations. - Ambitious alliances with recognized and strategic urban actors at global and national levels. - Build global learning and make it accessible for the whole organisation.
Improve the quality of Oxfam's urban programming beyond the countries involved in the Global Urban Programme.	- Well articulated in JCAS; - Specific urban design and/or Strong linkages between urban areas and rural/national agendas; - Strong governance/ active citizenship foundation, and gender lens; - Diversified and horizontal partnerships; - Timely, appropriate and cost-effective responses to rapid and slow on-set urban emergencies.
Double Oxfam's investment in long term urban programming.	- By 2016, 20% of non emergency funds will be spent in urban areas. - From 18 OGB countries with urban programmes in 2012 to 24 countries by 2016.
Double Oxfam's investment in Humanitarian urban programming.	- By 2016, 20% of the humanitarian budget will be spent on urban preparedness and response. - Respond to 10-20% of affected populations in rapid and slow onset urban emergencies, to meet immediate EFSL and WASH needs, both directly and working through and with partners. - In P1 and P2 countries, risk assessment and adequate ARR (including preparedness, response capacity and resilience) in urban areas are implemented and reflected in the Joint Country Analysis and Strategy (JCAS).
Improve Oxfam's global strategic reflection and external positioning on urban issues.	- The bias against urban is replaced by visibility and acceptance within Oxfam; - Specific urban policies or frameworks are developed in Humanitarian, WASH and other areas; - Engagement in urban forums and networks; - Oxfam is a leading voice on some urban issues (e.g. humanitarian triggers for response, cash transfers, gender justice).

4. Pathways: How to engage with urban areas?

At Oxfam International level, the Oxfam Strategic Plan includes specific urban objectives or strategies around citizenship, income, habitat and cities as focus of change, in five Change Goals:
- Supporting active citizens confronting poverty;
- Saving lives and building resilience;
- Fair and sustainable agriculture and food systems;
- Social and gender justice in natural resource use;
- Creating a worldwide influencing network.

The draft OI Humanitarian Strategy 2020 states that urban preparedness and response will be part of our core competencies.

Three other Oxfam affiliates have already engaged a strategic reflection on urban (Oxfam India, Oxfam Australia, Intermón Oxfam), but a total of eleven affiliates are running urban programmes/projects, according to the urban survey (see below).

Oxfam GB has recognized that there will be more urban engagement in these Aims:
- **Right to be heard/ Governance:** Oxfam recognizes that governance and active citizenship are central to the negotiation of any other issue in urban areas. Hence, Governance/Right to be heard will be the foundation and the theory of change of all our urban programming.
- **Humanitarian**: The Humanitarian department has developed an urban humanitarian framework and is committed to invest in the capabilities necessary to address urban vulnerability and to be able to respond when necessary, within a One programme approach.
- **Livelihoods**: "Urban poverty and rural-urban linkages" are one of the four streams of OGB Aim 1 Strategy 2010-2015. In 2011, two pieces of research on urban livelihoods (urban working poor women and urban market-based livelihoods) were completed and state the importance of an integrated approach across Aims' silos to urban poverty and vulnerability.
- **Water, Sanitation and Hygiene (WASH)**: It is a mandate from Oxfam Reflects on Water 2011 to strengthen our work in long-term WASH, in particular in urban areas. Oxfam has committed to scaling up our programming in this area in focus countries.

Oxfam GB also recognizes that we have no specific competencies, and will not engage, in the **construction of permanent shelter**. This does not mean that we do not engage in: advocating on housing and land policies; supporting slum dwellers in their claims for, or self-production of housing; or allying with housing construction experts for integrated programming on WASH.

Within the organization, some regions are leading the urban agenda:
- OGB in LAC has identified urban population as a critical target group, either as primary beneficiaries (Resilience) or as constituencies for change (e.g. Food systems).
- OGB in Asia has identified urban as a "new issue"; South East Asia is initiating a cross-affiliate regional urban livelihoods intervention.
- OGB in HECA has identified urban as an area of innovation.

5. Current urban engagement: What are Oxfam's weaknesses and strengths?

According to OGB's **Internal Urban Review in 2000 and Urban Livelihoods strategy in 2010**, our urban programmes (since our first urban strategy document in 1984) have been characterised by:
- A lack of partnerships at the global level on urban poverty issues;
- The growth of isolated projects, constraining opportunities for cross programme learning;
- Fragmented, over-stretched and under-resourced programmes.

The **Oxfam Urban Survey** (2012)[1] reveals that Oxfam confederation's urban engagement and accumulated experience are downplayed due to fragmentation:
- 56 active urban programmes/projects are currently run in 47 countries across Oxfam confederation; Oxfam GB runs urban programmes/projects in 18 countries[2].
- Most programmes have more than 4 years of collective experience in urban programming.
- Our urban programming is seldom urban-specific (15%) and the vast majority of our urban interventions are included within programmes that are not specific to urban issues, such as projects which target rural-urban linkages, urban-specific projects within non-specific programmes, or projects/programmes delivered across the rural-urban divide.

---

[1] An urban survey, conducted in November 2011, identified the extent of current urban work and collected our thinking on current and future work. There were 82 respondents from 11 affiliates (Oxfam GB, Oxfam Australia, Intermón Oxfam, Oxfam Québec, Oxfam America, Oxfam-in-Belgium, Oxfam India, Oxfam Italy, Oxfam Honk-Kong, Oxfam México, Oxfam New Zealand) as well as Oxfam International and Vitae Civilis (Brazil).
[2] Occupied Palestinian Territory and Israel, Azerbaijan, Russia, Philippines, Bangladesh, Kenya, Rwanda, South Sudan, Zambia, Zimbabwe, Liberia, Sierra Leone, Haiti, Guatemala, Nicaragua, Bolivia, Colombia, and the United Kingdom.

- Most urban interventions have an integrated approach across several aims (Aim 1 has the largest influence).
- Active citizenship is the top first theme in terms of current urban interventions, perceived strength at country-level, and priority for future programming. Gender justice comes second.
- Oxfam's added value is seen to be in Brokering/ Facilitation and Advocacy/ Campaigns.
- "Lack of strategy and guidance" and the fact that it is "Not seen as an Oxfam priority" are identified as the main challenges to develop our urban programming.

The **Oxfam Global Urban Conference** (Mexico, 2012)[3] acknowledged that, to improve our urban engagement, Oxfam should:
- Build on our strengths and distinctive skills:
  - Governance, active citizenship and advocacy;
  - Markets, the private sector and the cash economy;
  - Our capacity to work along the whole development cycle – Campaigns, Development, Humanitarian – in a One programme approach.
- Adapt our ways of working:
  - Deeper power analysis.
  - Integrated approach across Aims.
  - More horizontal and diversified partnerships, including work in consortium.
  - Less service delivery and enhanced role in: Organizing people; Advocacy and Governance; Facilitation/ Brokering/ Leverage.
  - Greater organizational flexibility and agility.
- Address remaining challenges regarding organizational space for innovation and for engaging with urban specific issues (land, housing and services).

6. Learning: What are the urban challenges and opportunities, and how do they differ from rural ones?

6.1. Urban poverty[4]

Even though it is estimated that more poor still live in rural settings, there is a growing phenomenon of "urbanization of poverty". It is well acknowledged that urban poverty is underestimated by income-based poverty lines (costs of living are much higher in cities) and made invisible by urban averages (due to high intra-urban inequalities). New data (UNICEF, 2012) highlights the fact that in many countries the poorest urban areas are poorer than the poorest rural areas in the same country. Urban poverty articulates three dimensions: limited income, inadequate habitat and discrimination.

6.1.1. Limited access to income and employment in a cash and market-dominated economy

In most regions, urbanization is not driven by industrialization, which means that most urban inhabitants have to work in the informal economy*. Up to 80% of the urban population earn a living, live and own assets informally. The urban poor combine multiple livelihoods strategies, under different status (entrepreneurs, regular/ casual/ home-based/ own-account workers) and in a diversity of economic sectors. It is generally impossible to identify one activity generating a livelihood for an important proportion of the urban population, as is agriculture for rural areas. Many urban poor work in the services (construction, domestic work, petty trade), for which value chain approaches have less applicability than in the production sector – waste management, with recycling, is an exception. For all these reasons, support to income generating activities is less effective than strengthening the urban poor's voice and changing local policy related to small enterprises, decent work*, social protection* or access to livelihoods assets.

---

[3] Oxfam Global Urban Conference gathered 18 case studies from all Aims, 4 continents and 7 affiliates. See SUMUS: https://sumus.oxfam.org/global-urban-conference-mexico-conferencia-urbana-global-6-10-feb-2012.
[4] Much of our learning comes from a range of researches and strategic efforts, from the latest OGB' 2011 urban livelihoods researches back to a report of OGB' SMT meeting on urban in 2001. It also comes from our livelihoods and long term WASH programming in various countries like Brazil, Russia, Sierra Leone or Kenya.

In the few regions where industrialization is or has been a driver of urbanization, like South East Asia and Latin America, it has definitely contributed to poverty reduction. Yet, inequality is increasing and workers are denied their right to freedom of association and their right to bargain for decent wages, dignified working conditions and social protection. Even in these regions, industrialisation is not able to create sufficient employment to absorb urban population growth. Formal and informal sectors are closely interdependent through subcontracting, informal workers' conditions destabilizing formal workers rights, or formal workers setting progressive standards for informal ones.

The urban poor are highly dependent on the cash economy to satisfy any of their basic needs. Nairobi slum-dwellers spend up to 70% on meeting immediate food needs (Oxfam, 2012 a). There is an assumption that markets are accessible and competitive in urban areas, however in slums this is often not the case, as inhabitants do not always have the cash to travel to larger competitive markets, or buy in bulk, and so accept higher prices from local shops. That is the reason why social protection is critical to build resilience to economic volatility, food price spikes and individual shocks (maternity, loss of employment), in particular for those who are not able to work, for the women in charge of caring for them, and for the most vulnerable who, in times of crises or shocks, turn to negative coping strategies (such as prostitution, child labour, or crime). Social protection for women, including micro-insurance, and humanitarian cash transfers, could represent a niche area for Oxfam.

6.1.2.   Inadequate, insecure and unsafe habitat (land, housing and services including WASH)

Inadequate urban habitat*, which is to be found mostly in slums*, contravenes the right to adequate housing*, recognised in a number of international Human Rights instruments. Adequate housing exceeds having a roof over one's head. Adequate housing entails adequate privacy, space, security, lighting and ventilation, basic infrastructure and location with regard to work and basic facilities – all at a reasonable cost. Thus, this right implies a holistic approach to the habitat* and asserts the responsibility of the State for its realisation.

The living conditions in slums affect the urban poor in their well-being, health and physical security, as well as in their expenses and capacity to generate income. Indeed, the urban poor (women in particular) often work from home, informal settlements and public spaces. For this reason, improvements in their access to land*, good locations, security of tenure, housing, infrastructure and services such as WASH, energy and transport are essential to increase their productive assets and their incomes. All these improvements to the habitat are also critical to decrease their living expenses. Urban inhabitants, far more than their rural counterparts, are forced to pay for transport, housing, schools, access to water and sanitation, rubbish collection, food, health care, child care and so forth. As example, Nairobi slum-dwellers spend up to 20% of their incomes on water and 10% on sanitation (Oxfam, 2012 a). Without access to public or private city-wide amenities, the urban poor often pay up to 50 times more for a litre of water than their richer neighbours (UNICEF, 2012). Access to WASH is critical to decrease income poverty, disaster risks (e.g. floods associated with poor waste management) and public health problems (recurrent outbreaks of cholera or high child mortality). Satisfactory sanitation solutions are lacking and could represent a niche area for Oxfam.

Housing is widely recognized as the main critical asset for the urban poor, whether they are tenants or owners. The rising demand for affordable housing associated with rapid urbanization needs to be addressed. Current policies generally ignore and even criminalize the individual and collective efforts of impoverished urban dwellers to secure a decent place to live. According to HIC (2012), between 50 and 75% of the housing and neighborhoods in the Global South were built by inhabitants' initiatives, with little to no support from governments or other actors.

6.1.3.   Discrimination and exclusion on the grounds of gender, age, race/ ethnicity/ caste, migration status, informality and lack of documentation.

Women are concentrated in the informal sector, where they occupy the bottom of the pyramid in terms of income, working conditions and access to social protection. More than men, they work from their home, from their neighbourhood or in public space (streets, market places). As a result, deficient infrastructure and services at household/ neighbourhood/ city level constrain their ability to access to employment and generate income, as housing, water, energy, space are key assets to develop their livelihoods as street vendors, paid domestic workers, or food cookers and sellers. Women's care work can be alleviated improving their working conditions (social protection, childcare facilities) and their living conditions (security of tenure and access to adequate housing and basic services). Women typically own fewer assets than men, and that affects their resilience to shocks. Deficient basic services (in particular WASH) affect women and girls' dignity, privacy and safety.

The youth forms the majority of urban population and is disproportionately affected by unemployment. Jobless young men are more likely to get involved in crime and gender-based violence.

Socio-cultural diversity can be more conflictive in cities, especially when underlined by economic and political discrimination. Migrants, especially women and children, are vulnerable to human trafficking, labour and sexual exploitation.

Urban dwellers and workers are harassed and their rights denied by governments because of their informal status or lack of identity cards (this is worse for illegal migrants): they cannot participate to municipal institutions, send their children to public schools, connect to electricity, water or sanitation networks, or get an official address to open a bank account. People's limited capacities (money, time and literacy to deal with bureaucracy) or detrimental policies impede access to legal documentation.

6.2. Predicted rise in urban risks and emergencies and chronic crises[5]

For at least a decade, urban areas in developing countries are facing dramatically escalating disaster risks (Pelling, 2003; IFRC, 2010; UNICEF, 2012) and urbanization is now one of the three key drivers of future disaster risk (UNISDR, 2011). A growing, dense and impoverished urban population is exposed to increasing, cumulative and multifaceted hazards and risks – whether meteorological, geophysical, socio-economic or political. The challenges arising from urban risks and emergencies are closely linked to the characteristics of urban poverty. Indeed, extreme urban poverty can display indicators for health, nutrition, water and sanitation that exceed the threshold of an emergency – this should be considered chronic crises.

6.2.1. The continuum across: chronic vulnerability and acute crises; rural and urban crises

In urban settings it is often difficult to distinguish between chronic vulnerability and acute crisis. Hence, it is complex to set triggering indicators for slow on-set disasters, to use traditional needs assessments and to select beneficiaries (due to high exclusion error and the scale of needs). Oxfam is already researching urban triggers to identify the difference between chronic and acute vulnerability and this is another possible niche area.

This continuum also means that urban interventions must connect humanitarian and development approaches, within a One programme approach. Oxfam must invest in preventing urban crises that will be difficult/ impossible to contain, through a range of preparedness, ARR and resilience building initiatives. Multifaceted risks call for different types of ARR/ Resilience/ Preparedness interventions: adequate habitat reduces the risks associated with "natural" disasters (floods, earthquakes, landslides), massive evictions or fires; social protection builds resilience to individual shocks (e.g. health problem, loss of employment, maternity) or widespread economic and food crises; urban violence linked to criminality or political conflicts can be addressed trough gender justice, protection, discriminated groups' empowerment, and access to scarce resources (jobs, land, water, sanitation).

Finally, the continuum across chronic and acute crises means that scale and sustainability cannot be reached by Oxfam alone: we need to work through governance mechanisms and to partner with relevant development and humanitarian actors, including public institutions, private or public service providers and affected communities.

Some risks and disasters are not born out of urban territories, but impact on the city through rural-urban- national linkages regarding migration, markets, environmental and territorial issues. And vice versa: Cities are major contributors to the GDP and concentrate most infrastructures and decision-making actors; subsequently, a disaster in a capital disproportionately impacts central emergency services, the national economy and the recovery process. It means that humanitarian actors need to think bigger than the "city" geographic limits towards a territorial vision for long term risk reduction and preparedness measures (e.g. "back up" emergency services outside the city, cooperation agreement with secondary cities, mitigation interventions outside the city to protect the watersheds).

6.2.2. Limited access to income and employment in a cash and market-dominated economy

Complex yet fragile urban economies are highly dependent on cash and markets; thus, price and unemployment spikes, or disruptions in the circulation of cash may result in a food crisis and a rise in negative coping strategies such as criminality, prostitution and child labour.

---

[5] Much of our learning comes from the earthquake response in Port-au-Prince, the post election violence and social protection programme in Nairobi, the conflict context of Gaza, and smaller responses in Manila, Harare and Latin America. This section is based on volunteers' contributions, as well as these learning documents.

Once a careful analysis of markets has been done, several tools can be used to support existing markets to continue to function or to reactivate them. Cash transfers are cost-effective and respect beneficiaries' dignity and preferences. Safety net programmes should always link to government-led social protection schemes, either advocating for their creation, or feeding in existing government programmes' information and beneficiaries. Other tools are vouchers that beneficiaries can use with local entrepreneurs or service providers to get water, hot food or shelter materials; and grants to strategic entrepreneurs (street restaurants, non food essentials retailers, or construction artisans).

The private sector (corporate business as well as formal and informal small and medium enterprises) will be one of the key partners and/or targets for advocacy because of its relevance in the markets and cash economy on which urban livelihoods depend. This type of actors can offer opportunities for reaching scale: for example, cash transfers can be delivered through cell phones thanks to partnerships with Information, Communication and Technology (ICT) enterprises; or in times of food price spikes, market observatories can identify speculative actors and call for State interventions.

6.2.3. Inadequate, insecure and unsafe habitat (land, housing and services including WASH)

Rapid and uncontrolled urbanization is the main driver of the predicted rise in urban disasters: municipalities with poor capacities/willingness to regulate urban growth and to build the needed infrastructure (WASH, roads...); private actors (both formal and informal) with powerful and unchallenged interests in land, housing and WASH markets; and poor dwellers having to live in densely populated settlements with deficient sanitary conditions in hazard-prone locations. Slums are vulnerable to floods, epidemics, forced evictions, fires, earthquakes, etc.

The destruction or affectation of infrastructure systems at city level can effect large numbers of people and complicate humanitarian responses. In emergencies, habitat issues need the integrated efforts of Shelter, WASH and EFSL teams, for example to use cash transfers for temporary shelter, or to transition to long term livelihoods and WASH programming through engaging in property tenure advocacy and supporting other actors' efforts for housing reconstruction.

Adaptation to climate change and Disaster Risk Reduction (ARR) needs to be mainstreamed in urban policies (building standards, land planning, housing programmes, investment in infrastructures and services) and local governance (relationship between at-risk settlements and local government, between local governments within metropolitan areas and between local and national governments).

6.2.4. Discrimination, violence and protection issues

Urban delinquency, violence and organized crime (drugs, arms, human trafficking...) are on the rise, with especially appalling levels in LAC. It impacts on the everyday life of city residents, in particular women, children, voluntary migrants and Internally Displaced People, affecting their most basic human rights, their mobility and ability to participate in public sphere. Urban violence is gendered: most perpetrators are young men; violence against women, even if they are not always the main victims, is a constant in any city; violence in public space and in domestic spheres are interrelated. High levels of urban violence also restrain humanitarian actors' capacity to access to victims. Political contestation and socio-cultural heterogeneity can generate civil insecurity or armed conflicts. Refugees and IDPs are increasingly moving to urban areas, where they add up to the slums and the informal economy in more vulnerable conditions. This vulnerability can extend across generations if they are unable to return home or gain legal documentation.

6.3. Cities are focus of change for rural, national and global agendas[6]

Cities, in particular capitals, are nerve centres in the globalisation of economic, political and cultural flows. Cities are where all powers are displayed, contested and conquered: they concentrate local and national governments, corporation headquarters, international agencies, social mobilisations and protests, the "public opinion" and the educated middle-classes with their purchasing power.

Urban areas generate 80% of the world's GDP. In most regions (with the exception of East Asia and Latin America), urbanization is not driven by industrialisation, not even by economic growth. Rather, migration to cities has become a widespread poverty driven survival strategy (UN-HABITAT, 2008).

With half the world population, cities consume around 80% of global energy supply and emit 75% of CO_2 emissions (Girardet, 2008). Cities are primary contributors to global climate change and

---

[6] Our learning comes from our programmes/projects on gender and cultural equity (Bolivia), farmers markets (Colombia), migration (Bangladesh) or positive food choices (GROW for Northern and BRICSAM audiences).

environmental depredation; they are also potentially primary victims of them because many are located in coastal regions vulnerable to rising sea levels, in river valleys prone to flooding, or are plagued with deficient waste management systems. Therefore in an urbanizing world, sustainable development must, above all, mean sustainable urban development. While national governments have been unable to deliver suitable international agreements on climate change, city governments and their international associations[7] are taking leadership and are already implementing practical actions locally. Cities are where new ideas and beliefs are forged and where a new paradigm of prosperity within the limits of environmental ceiling and social foundation can thrive.

Food systems are globalised and cities, within and outside national boundaries, are the markets where food consumption, distribution and processing set the rules for food producers. Campaigning towards Northern urban audiences is a long tradition within Oxfam; Southern urban audiences, especially in middle-income countries, can also represent a powerful levy for change. Oxfam should not only ask for urban audience's solidarity with the rural affected communities, but should also build on urban challenges (around which urban actors are organized and urban mobilization can be triggered) to promote agendas that are mutually beneficial for rural small-holders and urban low-income and middle classes.

7. Theory of change: Active citizenship and governance

Active citizenship and governance are central causes and solutions to urban poverty and suffering in their three dimensions (income, habitat and discrimination). The core challenge for Oxfam is not to deliver *sustainable solutions* to urban poverty, risks and suffering: we will never meet the scale of urban needs, nor the pace at which urbanization is occurring. Direct, resource intensive interventions that go into service delivery are a drop in the ocean within urban contexts. Hence, the core challenge for Oxfam is to build *sustainable institutional processes* through which the urban poor can them-selves advocate and innovate to realise their rights while governments and other influential actors (private sector, international agencies) become more responsive and accountable to the urban poor. Oxfam will give priority to women's voice and organisations.

7.1. Confronting urban poverty through active citizenship and (local) governance

Cities are territories of inequalities, where institutions, resources, assets and infrastructure exist, but where the poor lack political power to claim their entitlements and their share of the wealth. The urban poor are particularly exposed to poor governance, given the higher presence of the State actors in cities and the higher dependency of urban dwellers on complex systems (e.g. infrastructure that need high investments, speculative or volatile markets that need regulation). They also tend to work and live on informal (or even illegal) areas, where government structures are at best weak or, in many cases, deliberately destructive of their livelihoods and homes. Discrimination adds to the political exclusion suffered by the urban poor: more than their counterparts, women, the youth, minorities and migrants are invisible in social organisations and ignored by official institutions.

Poorest neighbourhoods are generally excluded from public facilities due to State's deficiencies (indifference to the poor's demands, lack of investment capacity, etc.) and/or some specific logistical challenges which invalidate traditional service provision models (large numbers of clients, density, steep terrain, narrow access roads, lack of security or information, isolation from the main networks, etc.). "Co-production" has emerged in very different cities in the North and South alike because it successfully addresses these challenges, as organised citizens self-produce adequate design, quality, affordability and maintenance, and engage the State for policy change, large scale replication and redistribution mechanisms. Co-productive strategies are used by citizen groups to address immediate basic needs, consolidate their organizational base and augment their capacity to negotiate successfully with the state for longer-term benefits.

More generally, membership-based organisations raise urban dwellers and workers' social capital (social cohesion and capacity to act collectively) and political power. These organisations undertake a variety of roles: for example, establishing cooperative enterprises or advocating for women street vendors or informal garbage pickers' rights to access public space, to register and be recognised as

---

[7]For example: C40 Initiative (58 Large Cities Climate leadership Group, like Mexico, Lagos or Karachi, representing 297 million people and 10% carbon emissions); ICLEI (1200 cities governments dedicated to implementing sustainable development, representing 570 million people).

micro-entrepreneurs, or to be included in formal waste management systems. These organisations are also increasingly integrated into international networks and campaigns (e.g. Slum/Shack Dwellers International, StreetNet International).

Local governments have weaker capacities and are more easily influenced by, and more responsive to, informal workers/dwellers' interests than national and centralised governance. Yet, cities are very permeable to national and global levels, where national governments, regional/ international bodies and multinational corporations decide on trade and capital flows, labour laws or migration.

Since 2005, the World Charter for the Right to the City* offers a progressive reference for urban social movements and legislative reforms around the world. The Right to the City is the collective right to transform the process of urbanization towards a democratic, inclusive, sustainable, productive, educational, habitable and safe city.

7.2. Confronting urban suffering/ risks through active citizenship and governance

In humanitarian programming, the multiplicity of stakeholders including government (national and local), service providers (public and private), gangs, civil society (religious groups, neighbourhood committees, etc.) is a challenge and an opportunity. Whereas formal and informal centres of power may aim to co-opt humanitarian relief for their own political advantage, pre-existing service providers can be supported to restore WASH services or can supply goods, logistic and financial services.

Prior to a disaster, it is critical to build the capacity of local actors (authorities, service providers, NGOs, communities), to establish coordination and preparedness mechanisms and to develop ARR activities. Governments need to have strong political incentives– strong social pressure and a political price for inaction – to adopt and implement appropriate preparedness and ARR measures.

During emergencies, participation in multi-stakeholder coordination mechanisms is indispensable and time consuming; dedicated staff, with adequate decision-making power and continuity over time, is needed. Consortia facilitate difficult management decisions during a crisis as these issues can be planned for as part of preparedness planning and city mapping. Oxfam will act as a 'humanitarian broker' helping others to build their capacity and obtain funding, creating or participating in humanitarian consortiums, convening and linking traditional and non-traditional actors, whilst remaining ready to respond to disasters beyond the capacity of national partners.

Although urban communities are often heterogeneous and lack social cohesion, participative and holistic community approaches prove more effective to monitor security or political risks, to target beneficiaries, to advocate for policy change and to implement sustainable interventions.

8. Design and implementation of urban programmes: Major strategies and skills shifts

8.1. Major strategies to achieve our vision and goals

The following major strategies are illustrated by successful examples from Oxfam and other organisations in Annex 2.

1) Strengthen the **voice and representative organisations** of urban dwellers, workers, entrepreneurs, in particular for women; support their recognition by governments and the private sector; build their capacities to access information and justice, to advocate, and to negotiate with governments, employers, service-providers; enhance their alliances and participation in national/ regional/ global networks and campaigns.

2) Advocate governments for **improved governance** and a better enabling environment; build their technical (laws, regulations, enforcement mechanisms, public policies), financial (taxes, investments, transparency) and political (inclusiveness, decentralisation, articulation with metropolitan areas and national levels) capacities to attend the poor, targeting especially local governments. Advocacy work should engage the State to understand problems and solutions and should be linked to the demonstration of successful models, developed by Oxfam or others.

3) Adopt **community-led/ participatory approaches** through which urban dwellers/ workers/ entrepreneurs/ consumers/ others innovatively solve their problems while engaging relevant stakeholders to participate in the **co-production* of solutions**, in their replication or in their adoption as new policies or standards.

These solutions include **not-for-profit initiatives**, such as a water infrastructure that is co-funded and/or co-managed by the community and the government; or a childcare facility financed by user fees, government subsidies and employer's contributions. They also include **for-profit initiatives**, in particular social enterprises* that create employment for various workers and/or deliver services that enable others' livelihoods, such as a factory of affordable housing materials in a context of reconstruction or city expansion; or a cooperative of waste collection and recycling. It could also encompass partnerships with large established companies for them to supply adequate and affordable goods or services for the urban poor.

Oxfam's support can include the provision of legal services, skill training, information and research, technology, and the tools of enterprise development (market research, business plan, business registration and so on). The provision of financial services (cash transfers, savings, micro-insurance, revolving fund, microcredit with adequate conditions regarding interest rates in particular) is particularly critical for urban dwellers and workers.

4) **Build on local markets and the cash economy to respond to emergency** food, WASH or shelter needs through cash transfers, vouchers, grants to strategic entrepreneurs or partnerships with private actors, so as to enhance beneficiaries' dignity and reach scale, cost-effectiveness and sustainability. **Link these emergency cash interventions to advocacy for long-term government-led social protection or inclusion in existing private schemes** (e.g. financial institutions).

5) Campaign, convene multi-stakeholders dialogue and weave cross-sector alliances with influential state and non-state actors (formal and informal private sector, NGOs, international agencies, donors, social movements...) to **broker and leverage change**. Oxfam should learn from, work with and build on existing experts and their innovations.

6) **Uphold gender justice**: Build **women and youth'** political leadership and voice. Focus on the economic sectors where women are concentrated (e.g. domestic work, street vending) or on the assets/services on which they depend for their livelihoods (public space, housing, water, sanitation, social protection). Engage and support the youth, in particular unemployed young men who are more likely to get involved in criminality and gender-based violence**.**

7) **Support the right to diversity and identity** of migrants, IDPs, refugees, ethnic/ caste/ religious minorities, harassed informal workers/ dwellers, especially for women and children**.**

8) **Build urban constituencies** (including the poor, middle-classes and elites)**, alliances, complementarities or solidarities for rural, national or global agendas of change** so as to fully exploit the rapid multiplier-effect available in cities. In doing so, adopt an "urban spirit": talk to the urban interests, ally with urban actors, speak with the urban language (use the mass media or cell phones, litigate in courts, etc.) to maximise impact and scale.

8.2. Improved ways of working and skills shifts

- **Deeper power analysis** so as to ensure more robust advocacy work, build more diverse partnerships and monitor higher (political, ethical, insecurity) risks. The resulting theories of change must take into account non-traditional actors such as the private sector (corporate, small/medium enterprises), illegal actors, invisible powers (religious beliefs, media networks...), political interests, consumers, heterogeneous identities and more context-specific gender relations.

- **One programme approach and stronger connectedness between humanitarian and development through resilience work**. Reinforce development or humanitarian work at grassroots level with advocacy and campaigns at city, national, regional or global levels – and vice versa. Risk analysis, risk reduction and resilience building should be a key part of

all development programmes and emergency responses from the start, especially in Priority 1 & 2 countries.

- **More integrated cross-Aims approach:** Integrate Aims and programmatic agendas, technical tools and geographic areas to deal with the multi-dimensionality of urban poverty, risks and suffering, as well as to maximise synergies and impact.

- **More horizontal and diversified partnerships**, including public institutions, private sector, social movements and INGOs in Consortium, to provide leverage for impact and advocacy, cost-effectiveness, as well as complementary expertise.

- **Greater organizational flexibility and agility** to be able to adapt to volatile contexts and diversified partners, including social movements.

- **Less Service delivery** (except in emergencies where local capacities are overwhelmed) and enhanced role in: **Grassroots organizing and voice work; Advocacy, governance, campaign, research; Facilitation, brokering and leverage.**

- **More urban specific expertise**, including strong political literacy and relational skills (to understand the stages of policy formation, to broker for change or to monitor higher risks); the technical issues surrounding land policies, housing finance, informal tenure, urban planning, as well as EFSL (urban markets, cash transfers) and WASH in urban emergencies; and the experience of new economic sectors such as domestic work. Oxfam may therefore consider recruiting and retraining staff for its urban programmes.

- **More creativity to engage with culture/ arts and to use information and communication technologies** (videos, TV, youth culture, social networks, cell phones).

- **More investment in research and learning** to inform the design and continued improvement of urban programming, and to feed our advocacy and capacity building initiatives. In early stages of urban engagement, investment in research and development (into new ways of working and theories of change) is necessary. More generally, in complex and volatile environments as are cities, information and knowledge are powerful tools to help any actor in their decision making.

9. Way forward: What do we need to implement this urban framework?

9.1. A Global Urban Programme: a country-led process

A Global Urban Programme will be developed, initiated from Oxfam GB but inclusive of other affiliates, so as to concentrate our investment in innovation and learning, diffuse the results within the whole confederation and inspire other country programmes to improve or initiate their urban engagement.

The programme will build on existing strong urban programmes to promote innovation and scaling-up. The programme will foster learning across countries, regions and programmatic focus. Thanks to ambitious external alliances, it will also foster learning from other organisations with expertise and a long experience in urban interventions.

In conformity with this OGB urban framework and the Oxfam Strategic Plan (2013-2019), the Global Urban Programme will have one theory of change (Active citizenship/ Governance), a One Programme Approach, and two entry points: Resilient Cities (ARR, long term WASH, social protection) and Inclusive Cities (Livelihoods).

A limited number of focus countries (8 to 10) will be identified according to these criteria.

A concept note and full proposal will be developed later on.

9.2. Organisational space, strategic ambition and guidance at global level

- Urban will be made visible and obvious within Oxfam GB and Oxfam International thanks to Intranet platforms (Essentials, SUMUS, etc.) and other communication tools.
- Specific urban policies, thinking pieces, frameworks and guidance will be or have been developed in different teams, in particular Humanitarian, ARR, Long term WASH, GROW, Women's Livelihoods and Social Protection.
- Increase technical support will be brought to countries, especially regarding theories of change and the practical design and implementation of urban programmes.
- Unrestricted funds for innovation will be made available for urban programming, at global and regional levels. Funding relations will be developed with key urban donors such as SIDA, DFID, Rockefeller and Gates Foundations,
- Oxfam will also engage in external urban forums and debates.

Annex 1 – Glossary

Urban areas
The definition of 'urban' varies from country to country and, with periodic reclassification, can also vary within the same country over time. Urban areas range from small towns to megacities, and are typically characterised by:
- Administrative criteria such as a threshold population size, which minimum varies from 2,000 to 50,000.
- High population density;
- Economic function: the majority of inhabitants is not dependent on agriculture;
- Concentrations of infrastructure, basic services and economic assets (paved streets, lighting);
- Heterogeneous and mobile populations, fragmented social networks;
- Complex governance systems with a multiplicity of actors.

For its internal purposes, Oxfam could define as an urban programme one which intervenes in localities of 100,000 inhabitants and more, and does not have agriculture as its main focus.

Slums
UN-Habitat defines a slum household as one that lacks one or more of the following:
- Access to improved water
- Access to improved sanitation
- Security of tenure
- Durability of housing
- Sufficient living area.

The United Nations Millennium Declaration articulates the commitment to improve the lives of at least 100 million slum dwellers by the year 2020 – Target 11 of Goal No.7.

Right to adequate housing
The Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights, among others, recognise the right to adequate housing and the responsibility of the States to promote, protect and ensure its full and progressive realisation. This right includes:

(a) Legal security of tenure. Notwithstanding the type of tenure (rental accommodation, cooperative housing, lease, owner-occupation, emergency housing and informal settlements, including occupation), all persons should possess a degree of security of tenure which guarantees legal protection against forced eviction, harassment and other threats.

(b) Availability of services, materials, facilities and infrastructure. To ensure health, security, comfort and nutrition needs, adequate housing should have sustainable access to safe drinking water, energy, sanitation and washing facilities, refuse disposal, site drainage, emergency services, etc.

(c) Affordability. Financial costs associated with housing should not hamper the attainment and satisfaction of other basic needs. The States should progressively ensure that the percentage of housing-related costs is commensurate with income levels. They should establish housing subsidies for those unable to obtain affordable housing, as well as housing finance which adequately reflect housing needs. Tenants should be protected against unreasonable rent levels or rent increases.

(d) Habitability. Inhabitants should enjoy adequate space and physical safety; they should be protected from cold, rain or other threats to health, structural hazards, and disease vectors.

(e) Accessibility. Both housing law and policy should ensure access to housing to all who are entitled to and give some degree of priority consideration to disadvantaged groups: the elderly, children, the physically disabled, individuals with acute medical problems (HIV-positive, chronic diseases, mental illness), victims of natural disasters and people living in disaster-prone areas. Within many countries, increasing access to land by landless or impoverished groups should constitute a central policy goal.

(f) Location. Housing's location must allows access to employment options, health-care services, schools and other social facilities. The time and financial costs of getting to and from the place of work should not place excessive demands upon the budgets of poor households. Similarly, housing should not be built on or near polluted sites that threaten the right to health of the inhabitants.

(g) Cultural adequacy. The way housing is constructed, the building materials used and the policies supporting these must appropriately enable the expression of cultural identity and diversity.

Habitat

The United Nations Conference on Human Settlements (Habitat I in Vancouver, 1976 and Habitat II in Istanbul, 1996) have developed an agenda for human settlements, called the Habitat Agenda. The Habitat Agenda, elaborated with an unprecedented involvement of NGOs and local governments associations, asserts the responsibility of the State regarding the right to adequate housing and formulates prescriptions for making human settlements sustainable in an urbanizing world, elaborating on the Earth Summit's Agenda 21 (Rio de Janeiro, 1992).

This Habitat Agenda is led by the United Nations Human Settlements Programme, UN-HABITAT, which mandate is to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all.

The Right to the City

In the last decade, the Right to the City has evolved as a powerful rallying cry for urban social movements and their struggle in favour of urban (land) reform, and against the privatisation of urban space and the further exclusion of the urban poor form the benefits of the cities. It has also inspired legislative reforms (Brazil, Colombia, Ecuador, Mexico City, Montreal, the European Union) and international debates (hundreds of organizations and networks participated in the drafting and signing of the World Charter for the Right to the City in 2005). This collective right includes the right to appropriate the urban space (by emphasizing its use-value over its exchange-value, and by asserting the social function of property) and the right to participate in the production of the city (as a political project of autonomy and self-management to address daily needs, and as a claim for bottom up popular democracy). This right is nurtured by urban organisations' experience over the past 50 years of developing not only proposals but practical experiences of production of a democratic, inclusive, sustainable, productive, educational, habitable and safe city.

Urban land

We refer to "land" as a synthesis of the following interconnected issues:
- Government's urban planning, land use and land tenure policies that deal (or not) with the speculative formal and informal land markets. This constitutes the context within which the poor negotiate their access to the following:
- Affordable plots;
- Good locations (near livelihoods options and protected from environmental hazards);
- Security of tenure that protect women, households and whole settlements from dispossession and forced eviction;
- Living space (settlements' density and housing overcrowding);
- Public space (streets, markets, collective recreational equipments).

Land markets are great hindrances to the cities' social and environmental performance: high prices and speculation are directly responsible for the rise in the number of massive evictions from profitable locations and for the occupation of marginal/hazardous/distant/agricultural land by the poor; then, they are responsible for many forms of informality, low densities, high cost of expanding infrastructure, loss of agricultural land, etc. The "social function of property", which restrains free-hold property rights, is unevenly developed in national legal frameworks and is rarely properly enforced by governments.

Informal economy

Informal employment makes up around 15% of non-agricultural employment in developed countries, 48% in North Africa, 51% in Latin America (60% in Brazil), 65% in Asia (83% in India), 72% in sub-Saharan Africa (93% in Benin) (ILO, 2002).

Decent work

The International Labour Organisation (ILO) defines 'decent work' as productive work (whether self-employed, waged, or entrepreneurial) that generates an adequate and stable income, protects workers' rights, and provides adequate social protection, in conditions of freedom, equality, security, and dignity.

Social protection

Social protection is a human right that protects people against risk and vulnerability, mitigate the impacts of shocks, and support people who suffer from chronic incapacities to secure basic livelihoods.Social protection goes beyond safety nets or conditional cash transfers. It is provided through (a combination of) universal services, social insurance and social assistance (benefits

targeted to poor people). The most common way of delivering protection is through cash transfers (e.g. pensions, child allowance), but it is also provided through service provision (e.g. health care), in-kind (e.g. food) or employment opportunities (e.g. public work programs). Oxfam's entry points for social protection should be: i) Women's specific rights at work and outside (such as maternity leave, childcare facilities, and reproductive health); ii) emergency response and ARR, for which Oxfam needs to advocate governments and donors that urban poverty, vulnerability and crises exist and deserve adequate emergency responses and long-term resilience building. Oxfam fully endorses ILO's Social Security Floor.

Social enterprises and solidarity or alternative economy
They are characterised by one or several of those elements: collective organisation (formal cooperatives, informal community groups); non-market practices (such as barter); social or environmental objectives (facilitating adequate access to food, water, childcare...; generating incomes for vulnerable groups such as street children, single mothers, youth; improving the city's environmental footprint through recycling, biodegradable packaging, etc.).

Annex 2 – What does success look like in urban settings?

These are examples of successful urban interventions from Oxfam GB, affiliates and other actors, which illustrate the major strategies identified above, each example demonstrating generally more than one strategy.

1. Strengthen urban organisations and their voice.

In South East Asia, corporate actors and the government-led export-oriented economic model have definitely contributed to poverty reduction. Yet, inequality is increasing, and poor workers are trapped into low wages, hindrances to their right to organise, labour insecurity, the absence of social protection and migration. **Oxfam-in-Belgium** works in Vietnam to strengthen formal and informal workers organisations, especially women, youth and migrants organisations, inside and outside their workplaces, on issues such as decent work, social protection, essential services, and free trade agreements. OBE's participation in various global campaigns regarding investment impact on labour conditions (Play Fair, Make Trade Fair, Decent Work) has linked local workers groups with national, regional and international alliances. In Indonesia, **Oxfam Australia** builds multi-stakeholder dialogues between transnational companies, unions and NGOs, in particular in the sportswear industry (ie. Nike, Adidas) which is responsible for more than a million jobs across the region. In 2009, a Protocol on Freedom of Association was signed which goes beyond the national labour law.

Street vendors, market vendors and hawkers regularly confront harassment from police as well as difficult and insecure working conditions. The ability of street vendors to improve their incomes and working conditions increases when they band together. In Africa, Asia and Latin America, **StreetNet International** promotes: exchange of information on critical issues facing street vendors; practical organizing and advocacy strategies; and international campaigns for policy changes. In Uganda, the public land where the Kampala market stands was to be sold to private developers in a city 'beautification' project. This was threatening the incomes of hundreds of poor informal traders and their families, who earn their living at the market. The National Union of Informal Economy Workers' Organisations (NUIEWO), member of StreetNet International, prevented the sale of the land and negotiated with the local government to develop a new market on the public land where even more traders were accommodated.

2. Advocate and build governments' capacities for improved governance

La Paz, Bolivia, is the world highest "de facto" capital city. It is built in a canyon, it covers mountain slopes from 3,000 to 4,100 metres and it is crossed by countless underground rivers. With its one million inhabitants, only 30% of the land on which the city is built is safe. In 2002, a landslide resulted in 70 deaths. In 2010, a multiple stakeholder platform (local government, INGOs, donors) established an early warning system and preparedness measures, including awareness raising among at-risks settlements and advocacy towards ECHO to get emergency funds before the predicted disaster. A consortium was created (**Oxfam**, HelpAge, UNDP and the municipal government) to develop a model of displacement camp for potential victims. In February 2011, on the day the 360 temporary shelters, communal house, school, WASH services were inaugurated, a megalandslide occurred, destroying the dwellings of 5.500 people but causing zero death and zero injured. The model camp was replicated by other NGOs and by the authorities to shelter the displaced families, multiplying its capacity by three. After the disaster, a series of interventions are implemented by the consortium to reduce disaster risks and build resilience. The municipality is being accompanied to build its capacity for emergency response; to adopt and implement adequate long-term ARR urban policies (in particular regarding urban planning and land policies); and to relocate displaced communities. A public campaign has been designed to raise citizens' awareness and promote a culture of risk reduction, through a television soap-opera, comics and the radio.

Brazil is amongst the most urbanized countries (84%) and most of its 30 million poor live in cities. Since the 1960's, urban social movement have been claiming for urbanized land, proper housing, services, the end of forced evictions, and democratic governance. **Sao Paulo municipality**, and more widely Brazil, is a laboratory of progressive urban public policies regarding the Right to the city. In the 2000's, radical shifts in policy were adopted: in-situ improvement of the slums and their

regularisation, a range of zoning, planning, tenure reforms, and democratic governance processes such as participatory budgeting, greatly improved the voice and living conditions of informal settlements' residents. The land tenure component of these reforms was instrumental in ensuring access to formal urban services, as both public and private service providers could implement a billing systems based on formal addresses.

Nevertheless, serious urban problems persist. Real estate speculation and the banishment of the urban poor's to bad locations (far away from urban centres or to environmentally sensitive areas) have not been confronted. More generally, the practical implementation of progressive legal and regulatory mechanisms remains a challenge. **Oxfam GB**'s project, "Housing is Central" (2008-2011), was run in five state capital cities. The project aimed at transforming into social-interest housing hundreds of vacant publicly owned and commercial buildings that were located in downtown areas and were waiting for market speculation. The project advocated the local, state and federal governments to adopt a new housing policy. Its first strategy was Research for Advocacy: it assessed downtown-area housing projects through the perspective of beneficiaries (improvements in the families' lives in terms of accessing public services or work); the second strategy was grassroots organizing and voice: it strengthened the housing movements in downtown areas.

3. Support urban organisations' capacities to solve their problems while engaging relevant stakeholders to participate in the co-production of these solutions.

The **Urban Poor Fund (UPF) Programme**, channelled through the International Institute for Environment and Development (IIED) and directly managed by Slum/Shack Dwellers International (SDI), is the world's largest community-managed development fund. With almost US$ 7 million channelled to grassroots organizations and their strategies to change local governments in the past ten years, the UPF financed 4,000 homes, secured land tenure for 30,000 families and improved access to services for 170,000 people in 16 countries. The UPF provides finance to grassroots women savings groups for collective benefits – roads, water supplies, drains, the purchase of new land sites and the delivery of services, etc. The UPF also builds savings groups' capacity to move from managing savings to managing investments and related technical issues (e.g. land development and housing projects, citywide surveys of informal settlements, detailed enumerations and maps for upgrading), negotiating with government agencies, resolving disputes, motivating members to contribute labour and planning for future development with a broad vision of societal transformation. Savings groups' successful initiatives become not only examples from which other savings groups learn, but are also "precedent setting", as they demonstrate to local governments solutions that work for the urban poor, and are used to negotiate policy changes.

In Pakistan, a local NGO, the **Orangi Pilot Project (OPP)**, developed a new solution to sanitation in Orangi, a large informal settlement in Karachi. OPP staff they developed a model whereby the residents of a lane or street paid for the lane investment in sanitation while the municipality took on responsibility for the sewer network into which this fed, and also the waste treatment plants. The idea of community-installed and managed sanitation spread rapidly through the informal settlement once it was understood. In Orangi, 100,000 houses have built their neighbourhood underground piped sanitation systems (including indoor toilets), by investing US$ 1.57 million. Some 20 years after the work began, the city of Karachi conceded that this was an effective strategy that should be supported throughout the city. In 2001, the project has been extended to 245 settlements and 17 cities covering a population of more than 1.5 million. The OPP approach has also been widely used in other countries (Nepal, Cambodia, Vietnam, Sri Lanka, South Africa, etc.)

4. Directly support local markets and the cash economy in emergencies, linking with long-term public or private schemes

In January 2009, Kenya was facing a nationwide food price crisis. Most responses (government, NGOs, donors) were directed to the rural areas. Identifying an urban emergency food crisis within a context of chronic poverty was difficult: the urban poor, who are highly market reliant (90% of the household requirements are purchased), were faced with rising food prices (133% increase in staple food- maize) coupled with unemployment (average drop in income by 21%). In October 2009, **Oxfam led Consortium** implemented a humanitarian response in two informal settlements of Nairobi. A monthly cash transfer of USD 17 was provided to 5000 most vulnerable and food poor households, through mobile phone technology. After the response phase (6-8 months), some households exited on their own by saving from the monthly cash transfer and starting a business.

For the remaining, the programme intervention focussed on the livelihood options: skill transfer, business support and capacity building, cash for work, etc. and linkages with micro finance institutions and private sector for employment opportunities. Households that could not exit due to health constraints, age, and high dependency ratio continued with monthly cash transfers until March 2011. Challenging the divide between emergency and development, the Consortium has been successfully lobbying with the Government of Kenya to set up a Social Protection scheme in the country, which is currently being piloted by the Government in Mombassa with Oxfam's support.

5. Broker to leverage change

The **Oxfam GB** Russia programme began in 2003, when Russia was still emerging from its severe economic crises of the 1990s and 35% of the population were classed as living in poverty. People's ability to improve their own lives through developing enterprises was clearly constrained. Oxfam adopted a dual approach: the provision of microfinance, legal and training services to reduce the obstacles to entrepreneurship in small towns; at systemic/institutional level, advocacy on taxation and banking regulation and brokering through a wide range of partnerships. 'Branchless banking' was established in six regions of Russia thanks to OGB's horizontal partnership with Forus Bank (a USAID-backed fund). Forus started to operate in small towns of 20,000 and below, which had previously had no financial infrastructure. OGB supported Forus to establish six 'mobile offices', which travel to small towns and villages and provide loans. This pioneer work fed OGB and Forus' advocacy work to promote small businesses and microfinance at federal and municipal levels of government. The Russian Microfinance Centre has been the main vehicle through which OGB has lobbied for improved regulation with regard to the microfinance sector and to social enterprises (enterprises that are operationally sustainable but reinvest all profits and are set up to solve a concreted social problem). OGB also partnered with a public institution (a State Foundation) and the Youth Business Russia. This rare example of successful public-private partnership in relation to microfinance levered the eight municipal funds and 13 informational centres overseen by the State Foundation to promote the development of youth entrepreneurship through low interest business starter loans, consultations, training, and support from mentors.
From 2003 to 2010, the programme achieved to support 10,000 micro-entrepreneurs from 15 Russian regions; create three social enterprises for disadvantaged groups; to establish seven new non-governmental organisations, and to improve the capacity of a further ten; to establish. 'Branchless banking' in 6 regions of Russia; to increase the capacity and investment of five towns' authorities to support local entrepreneurs; to achieve important changes in legislation with regard to the microfinance sector and to facilitate its expansion.

6. Gender justice: women and young men.

Informal entrepreneurs and own-account workers are discriminated by the State in their competition with corporate actors for space, public investment in infrastructure, public regulation and markets, and financial services. Their remuneration is low and they lack social protection. **Self-Employed Women's Association (SEWA)** was the first trade union of informal workers in the world starting in 1972. It is now the largest independent trade union in India with 1.26 million members – informal female workers. SEWA provides microfinance to initiate and sustain workers activities. Its Bank adopts procedures that are tailored for low-income self-employed women, like collecting daily savings from their place of business and house, or providing saving boxes and giving training and assistance in understanding banking procedures. SEWA also provides its own social security schemes, such as a pension scheme and insurance for illness and sudden shocks. SEWA supports enterprise development. It runs capacity building training programmes as well as social entrepreneurship ventures which aim to link producers directly to markets, improving marketing techniques and profitability of enterprises. SEWA influences policies and practices in local and national government and internationally so as to strengthen women's own economic organisations. Among its successes is the National Policy for Street Vendors in India (2004) and lobbying for adoption of the ILO Convention on Home Work (1996).

7. Support the right to diversity and identity.

In India, a quarter of the urban population is poor and comprise of seasonal migrants, homeless and people living in slums and on the pavements in really abysmal conditions. Slum dwellers are seen as encroachers, threat to civic existence and hotbeds of criminal activity. That is particularly the case

for informal waste pickers, whose livelihoods are insecure due to the lack of recognition by the State. Waste management budgets in cities of the global South usually represent 30 to 50 % of overall municipal operational budgets, for a service that is rarely neither satisfying nor city-wide: in average only 50 to 80 % on the refused is collected and low income areas remain unreached by municipal or private waste collecting systems (Meikle, 2011). Scavengers fill precisely this gap, while they have positive effects on municipal budgets, the environment and the recycling industry, the health of the citizens, and poverty reduction as they generate a source of income for them and all those involved in the value chain.

In Pune, **Oxfam India** works with informal waste pickers to support their organisation, to establish their identity and to achieve their recognition and inclusion in the city's solid waste management system. From these efforts, a strong collective of waste pickers has emerged: *Kagad Kach Patra Kashtakari Panchayat* (KKPKP) – a membership-based trade union of over 8,000 waste pickers working for their rights. The KKPKP quantified their contribution to solid waste management. It established that the recovery operations carried out by waste pickers actually saved the Pune and Pimpri Chinchwad Municipal Corporations tens of millions in waste handling costs. KKPKP successfully argued for municipal endorsement of identity cards of waste pickers. KKPKP has facilitated formation of SWaCH, an autonomous enterprise that provides front-end waste management services to the citizens of Pune and is authorized by the Pune Municipal Corporation to provide door-to-door waste collection and other allied waste management services. Scope of SWaCH includes collection of waste, resource recovery, trade and waste processing.

8. Develop urban constituencies, alliances or complementarities for rural, national or global agendas, with an "urban-spirit".

Colombia is the ninth most unequal country in the world. It is a country of two realities: rural population lives in poverty and among an armed conflict that displaced more than 3 million people, but in the cities it is possible to live completely unaffected. To help address these problems, **Oxfam GB** decided to strengthen the links between rural and the urban areas. In Bogota (Colombia), Oxfam GB has supported the creation of Farmers Markets. Around 3,000 farmers now sell their produce at a better price and have increased their income by 40% to 60%. Their organisation achieved to forge a ground-breaking tactical alliance with the local government: Bogota's Master Plan for Food Supply and Security recognizes the strategic role of small-holder producers for the city's food security and states that the supply system should be based on fair prices that benefit both ends of the chain. USD 1.4 million has been leveraged from Bogota municipal government to support Farmers Markets. By sensitising urban consumers to the issues facing rural smallholders, the project seeks to create a broad movement to solve rural problems and to engage in sustainable food consumption, linking with adaptation to climate change and the GROW campaign.

In Mexico, chronic hunger and obesity have the same incidence: they affect three out of ten Mexicans. Whilst the consumption of junk food has exploded since 1994, the consumption of vegetables and cereals from small-holders has dramatically decreased, with dreadful impacts on public health. In 2006, consumers' organizations launched the debate on the obesity epidemic, in alliance with public health experts from the academy and the government. The continued advocacy and campaigning efforts aim at government's regulation on junk food marketing, retailing and offer; at the diffusion of nutrition information, especially in schools; and at the adoption of a 20% tax on soft drinks. Since 2009, **Oxfam Mexico** partnered with these organisations to set up a Consumers' rights platform through which Oxfam Mexico channels part of its efforts for the GROW campaign. Some successes have been achieved, such as the junk food industry's self-regulation code regarding marketing, or the restriction on junk food retailing and increased offer of healthy food (water, fruits, vegetables and cereals) in schools.

Bibliography

ALNAP (2009). *Responding to urban disasters: learning from previous relief and recovery operations.*

Cairns, E. (2012). *Crisis in a new world order:challenging the humanitarian project*, Oxfam GB.

DEC (2011). *Urban disasters – lessons from Haiti Study of member agencies' responses to the earthquake in Port au Prince, Haiti.*

Global Labour Institute (2011), *Building Better Lives for Working-Poor Women. Research report to Oxfam GB.*

Girardet, H. (2008), *Cities, People, Planet*, Wiley-Academy.

Hall, N. (2000), *Oxfam GB and Urban Poverty. Oxfam GB – DFID Thematic Review 1999/ 2000.*

HIC (2012), *No more profit! Defending our rights to land, housing and the city.* Declaration by HIC President (L. Zarate) for World Habitat Day 2012, http://www.hic-net.org/news.php?pid=4424

International Federation of Red Cross and Red Crescent Societies (2010). *World Disasters Report, Focus on Urban Risk.*

International Labour Organisation (2002), *Women and Men in the Informal Economy: A Statistical Picture.* Report, Employment Sector.

MacAuslan, I. (2012). *Oxfam GB Emergency Food Security and Livelihoods Urban Programme evaluation in Port-au-Prince, Gaza city and Nairobi.*

Meikle, S., T. Chambers, A. Frediani, and T. Goodfellow (2011), *Global Urban Market-Based Livelihoods in Oxfam GB – Lessons and Experiences from Kenya, Bangladesh, Guatemala, Colombia, Haiti, and Russia.*

Ocaña, M. (2011). *A Review of Oxfam Joint Country Analysis and Strategy (JCAS) documents,* Oxfam International.

Osorio C. (2011), *Lessons Learned on Humanitarian Action in Urban Contexts in Latin America and the Caribbean,* Oxfam GB.

Oxfam (2009), *Lubero, DRC Urban Assessment.*

Oxfam (2012 a). *Oxfam Urban Programme Strategy Kenya 2012-2024.*

Oxfam (2012 b), *draft Oxfam International Humanitarian Strategy 2020.*

Oxfam GB (2006), *Aim 1 Strategic Framework: Overcoming Poverty and Suffering through Urban Livelihoods.*

Oxfam GB (2010 a)*, Urban Poverty and Inequality: Rising to the challenge of the first urban century,* Paper presented to LAC RLT.

Oxfam GB (2010 b), *Aim 1 Strategy implementation. Urban Livelihoods: The Century of the City.*

Oxfam GB (2010 c), *Report - Oxfam Urban group meeting in World urban forum V in Rio de Janeiro.*

Oxfam GB (2010 d), *South Asia Aim 3 workshop.*

Oxfam GB (2010 e), *WASH Briefing Papers 1 to 5.*

Oxfam GB (2011 a), *Oxfam Reflects 2011: Water in a Resource Constrained World. Communiqué.*

Oxfam GB (2011 b), *EFSL Urban Case studies - Nairobi, Gaza, Harare, Port-au-Prince.*

Oxfam GB (2012 a), *Oxfam urban survey report.*

Oxfam GB (2012 b), *Draft Humanitarin Urban Framework* (version on 23.5.12).

Oxfam GB (2012 c). *Global Urban Conference Report, People spaces and opportunities driving change.*

Pelling, M. (2003), *The Vulnerability of Cities: Natural Disasters and Social Resilience,* Routledge, London.

Ravallion, M. (2008), *New Evidence on the Urbanization of Global Poverty.*

Satterthwaite, *D.* (2001), Presentation on urban to Oxfam GB's Senior Management Team.

Satterthwaite, D. (2007). *Tomorrow's crises today: The humanitarian impact of urbanization.*

UNFPA, *State of world population. Unleashing the potential of urban growth*, 2007, http://www.unfpa.org/swp/2007/english/introduction.html

UN-HABITAT (2008), *State of African Cities.*

UN-HABITAT (2010 a), *State of the World Cities*,

UNHABITAT (2010 b), *Urban Humanitarian Crrisis in disaster and Conflict.*

UNICEF (2012). *The State of the Worlds Children - Children in an Urban World.*

UNISDR (2011). *Global assessment report on disaster risk reduction.*

World Bank, (2007). *New Evidence on the Urbanization of Global Poverty. Policy Research Working Paper No. 4199. Washington.*