Navigating fragility, conflict and violence to strengthen community resilience

A HANDBOOK FOR DISASTER RISK REDUCTION PRACTITIONERS

IFRC | ICRC | German Red Cross | Climate Centre

ACKNOWLEDGEMENTS

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Defused cluster munitions in Sadikine, a village in Lebanon, stored among ruins. © Marko Kokic / ICRC

Fragility, conflict and violence (FCV) disrupt the foundations of societies, increase vulnerability and severely reduce people's ability to deal with multiple, interacting and compounding risks and cope with growing climate-induced natural hazards in humanitarian contexts. Despite their acute vulnerability to complex risks, communities enduring FCV are often neglected by investment in disaster risk reduction (DRR) because of the challenges attached to working in unstable environments. In the end, these communities are disproportionately affected by disasters, highlighting the critical need for urgent, joined-up and bold action in line with the Declaration on Climate, Relief, Recovery and Peace at COP 28.

To live up to the commitment to *leave no one behind* and achieve the targets set by the Sendai Framework for Disaster Risk Reduction by 2030, we must urgently strengthen climate action and DRR. The finances to support it must be made available for all settings, including the most challenging ones.

This handbook marks a significant step forward in consolidating practical tools, resources and experiential knowledge tailored to contexts of FCV. It brings together unique contributions from the Bangladesh Red Crescent Society, Colombian Red Cross, Lebanese Red Cross, South Sudan Red Cross, German Red Cross, IFRC, ICRC and the Red Cross Red Crescent Climate Centre. Our aim is to inspire and guide Movement partners, governments and fellow humanitarian and development agencies to deliver meaningful and fit-for-purpose DRR for people affected by FCV around the world.

By harnessing our collective expertise and commitment, we can create resilient communities that are better prepared to withstand and recover from disasters. This practitioner handbook is not just a resource, but a call to action for all stakeholders to work together in building a safer, more inclusive future for those living in the most challenging environments. Let us reaffirm our pledge to humanity by stepping up our efforts and making a tangible difference where it is needed most.

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LIST OF ACRONYMS

ARCS	Afghan Red Crescent Society
BDRCS	Bangladesh Red Crescent Society
CPP	Cyclone Preparedness Programme (Bangladesh)
CRC	Colombian Red Cross
DRR	Disaster risk reduction
(E)VCA	(Enhanced) Vulnerability and Capacity Assessment
FCV	Fragility, conflict and violence
HDP	Humanitarian–development–peace
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
IFRC	International Federation of Red Cross and Red Crescent Societies
IHL	International humanitarian law
LRC	Lebanese Red Cross
M&E	Monitoring and evaluation
MI	Malteser International
OECD	Organisation for Economic Co-operation and Development
PER	Preparedness for Effective Response
PRC	Philippine Red Cross
PRCS	Palestine Red Crescent Society
SAF	Safer Access Framework
SGBV	Sexual and gender-based violence
SMCC	Strengthening Movement Coordination and Cooperation
SRCS	Somali Red Crescent Society
SSRC	South Sudan Red Cross
YRCS	Yemen Red Crescent Society

The Colombian Red Cross provides support for schoolchildren from the indigenous Puinave community in the village of Laguna Niñal after the village school was destroyed by a flood. © Nadege Mazars / Hans Lucas / ECHO

INTRODUCTION

We have seen time and again that **communities in fragile, conflict and violence-affected settings are disproportionately affected by disasters**. Disasters are five per cent more likely to occur in armed conflict settings and lead to 34 per cent more disaster-related deaths due to heightened vulnerability (Caso *et al.*, 2023). Fragility, conflict and violence (FCV) undermine the resilience of communities, the institutional frameworks designed to support disaster risk management and the individual and collective coping capacity of affected populations. Effective and sustainable disaster risk reduction (DRR) in these settings is pivotal to save lives and ensure *we leave no one behind* amidst political and social turmoil and insecurity.

But how do we make it work? Where do you start when communities are hesitant to trust your organization? How do you strengthen community resilience in areas under the control of non-state armed groups? How do you expand existing DRR programming to accommodate a massive influx of refugees?

WHY THIS HANDBOOK

Business as usual is not sufficient to navigate the challenges in FCV settings. Instead, context-specific strategies are needed. These include:

- **Tailored approaches:** Fragile and conflict-affected areas have unique socio-political dynamics and risks. The handbook helps in developing strategies that are specific to these contexts, ensuring that DRR measures are effective and appropriate.
- **Sensitivity to conflict dynamics:** Understanding the conflict dynamics is crucial to avoid exacerbating tensions. The handbook provides insights on conflict-sensitive approaches, ensuring that DRR actions do not unintentionally fuel conflict.

FCV settings also require strong coordination and **multi-sectoral collaboration**. DRR needs to be built on the collaboration of various stakeholders, including government agencies, non-governmental organizations, local communities and international bodies. The handbook facilitates such coordination by providing a common framework and language. It also supports the integration of DRR into ongoing **humanitarian efforts**, ensuring that disaster risk considerations are embedded in emergency responses and long-term recovery plans. This is in line with the humanitarian–development–peace nexus approach.

The handbook also serves as a practical tool for training and awareness-strengthening among practitioners working in FCV settings, building their capacity to design and implement DRR measures in complex environments. Relevant topics include, for example:

- **community engagement**, such as methodologies for engaging with local communities, ensuring that DRR actions are community-driven and culturally appropriate

Afghan Red Crescent Society, with the support of IFRC, distributed clothes and blankets to 1,900 vulnerable and snow-affected families in IDP camps in Kabul in February, 2012 © Ali Hakimi/IFRC

- **comprehensive risk assessment**, with guidance on how to conduct thorough risk assessments that consider both natural hazards and human-induced risks associated with conflict
- **resilience strengthening**, emphasizing strategies to reinforce resilience among communities, enhancing their ability to cope with and recover from disasters.

In the context of **sustainability and adaptability**, the handbook promotes sustainable DRR practices that can be maintained over the long-term, even in the face of ongoing conflict or instability, and provides insights on flexible strategies that can be adapted as the situation evolves, ensuring continued effectiveness in dynamic contexts.

In short, this handbook offers **practical guidance** on how to navigate situations affected by FCV to strengthen community resilience, and how to adjust our programming to ensure effective, inclusive and conflict-sensitive DRR. It outlines important considerations in FCV settings, consolidates existing tools and resources, and presents case studies of existing DRR, drawing from the experiences of the components of the International Red Cross and Red Crescent Movement (the Movement) and beyond.

WHO IS THIS HANDBOOK FOR

This handbook was created for practitioners working on community-based DRR in contexts of FCV. It is a comprehensive collection of guidance, approaches and tools and can serve as a reference to contextualize and support current and future programming. It is primarily designed for staff and volunteers of the Movement and is thus aligned with one of the key manuals, the Road Map to Community Resilience by the International Federation of Red Cross and Red Crescent Societies (IFRC).

- *Primary users* of this handbook are those directly involved in community-based and DRR-related activities in FCV contexts at implementation and strategic level, including national staff, volunteers or delegates of National Societies, IFRC or the International Committee of the Red Cross (ICRC).
- *Secondary users* are practitioners beyond the Movement who work in FCV settings to strengthen community resilience.

There is a range of scenarios in which this handbook can support the design and implementation of DRR programmes or individual activities, such as:

- when setting up a new DRR programme in an FCV-affected area
- when there is a DRR programme in place, but the operating environment has become very dynamic and guidance is missing on how to stay alert, monitor the context and adapt the programming if needed
- when an existing programme is scaled up, including expanding its scope to cover more fragility-, conflict- or violence-affected areas or areas hosting a significant number of displaced persons
- when DRR is supposed to be mainstreamed into existing multi-sectoral or humanitarian programmes in FCV contexts, to make use of existing structures while emphasizing that DRR is *everyone's business* in these contexts.

HOW TO USE THIS HANDBOOK

This handbook is structured along the same lines as the Road Map to Community Resilience, outlining practical considerations for FCV settings throughout the process. It starts by setting out a number of **foundations** that will help the reader to understand their own FCV context and reflect upon relevant challenges for affected communities and our own work in those situations. It then discusses FCV-related considerations in each of the four stages of the Road Map to Community Resilience:

- **Stage 1: Engage and connect**, which covers questions of institutional preparedness for DRR programming, capacity building, community selection, detailed context analysis and stakeholder mapping including FCV dynamics, and initial community engagement
- **Stage 2: Understand risk and resilience**, which explores the application of the Enhanced Vulnerability and Capacity Assessment (EVCA) process to FCV settings, including considerations related to compound risk analysis
- **Stage 3: Take action to strengthen resilience**, which is centred on the development of a community action plan built on the needs and capacities of the individual community and the adjustments of standard DRR activities to the FCV context
- **Stage 4: Learn**, which outlines how to anticipate and react to sudden changes in the FCV context with continuous monitoring, feedback mechanisms and adaptive management, and different approaches to programme evaluation that can support effective learning processes.

Throughout the handbook, case studies of the Red Cross and Red Crescent National Societies in Bangladesh, Colombia, Lebanon and South Sudan provide opportunities to **learn from practice** and see the tools and resources in this handbook in action.

The handbook's annex goes into further depth on FCV considerations in specific Movement frameworks, which will be informative to those working in the context of the relevant processes. This includes guiding questions on the application of the ICRC's Safer Access Framework (SAF) and the IFRC's Preparedness for Effective Response (PER) mechanism in FCV settings, which allow National Societies to assess and strengthen their institutional capacity to engage in DRR programming in complex circumstances, as well as a decision support tool to take stock of enabling and hindering factors for DRR programming in FCV settings at different levels, such as community-, national- or household-level. The Annex provides a further overview of useful tools and e-learning opportunities for practitioners as well as a glossary of relevant terms.

Throughout the handbook, three types of textboxes provide practical tools, examples and further information on pertinent topics:

To navigate the digital version of this handbook, use the hyperlinks found in the navigation bar on the right side of each page and throughout the text.

Do not expect to just read this handbook from cover to cover. Just like in DRR programming, at times you may need to revisit topics or resources that you have read and used before, to ensure that you are well prepared for the next steps.

The practical tools and resources in this handbook often link back to the Foundations chapter, to allow you to refresh your memory. Hyperlinks to other sections of the handbook are indicated with a ⇲ icon.

RESOURCE:

Practical tools and resources that support DRR programmes in FCV settings

FURTHER READING:

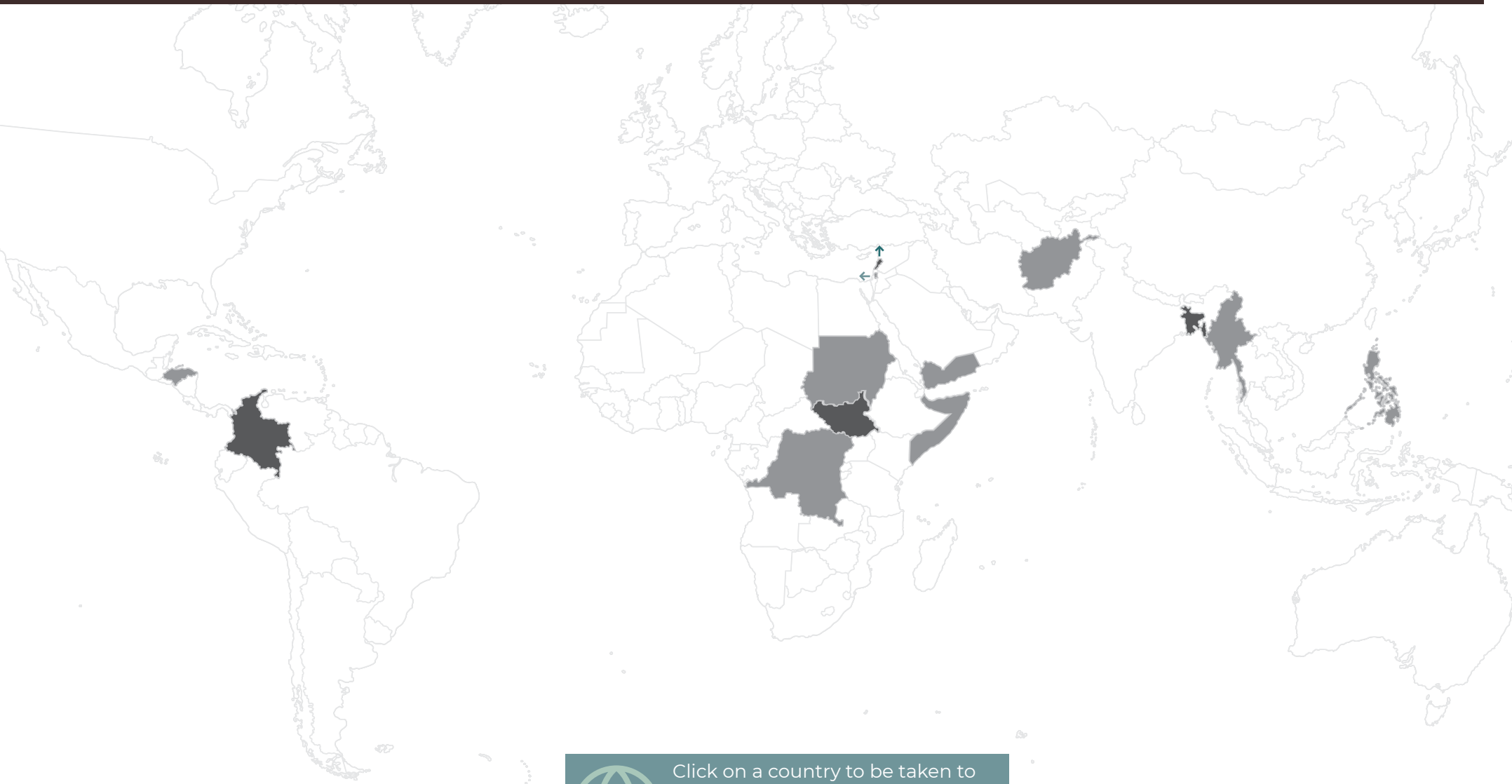
Background information that allows the reader to delve deeper into important topics and find additional resources and reading

CASE STUDY:

Examples that illustrate important programming considerations in FCV settings, based on the experiences of National Societies and other organizations around the world

The Red Cross of the Democratic Republic of the Congo operates a Safe and Dignified Burial team from Goma. Many of the young volunteers have worked with the Red Cross for years; some becoming active after Ebola touched their family or friends. The team receives up to six alerts a day. When it responds, two volunteers stay at the base to disinfect the team and vehicles when they return. © IFRC/Maria Santto

INTERACTIVE MAP OF CASE STUDIES



Click on a country to be taken to a case study from that country in the handbook. Use the globe icon to return to this map.

INSTITUTIONAL CONTEXT OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

Our work in FCV settings takes place within the context of established structures of the Movement, which formalize the role of different Movement components relative to each other and within their countries. Clarity on organizational mandates and the scope of operations, with the respective **National Society** at the helm, is important to coordinate effective DRR in very complex environments.

Egyptian and Palestinian Red Crescent Society staff assessing damage in Gaza © Palestine Red Crescent Society

The role of a National Society as *auxiliary to the public authorities in the humanitarian field* is at the core of its identity. It is a unique and defining feature, which distinguishes the National Society from all other organizations in its country.

The **auxiliary role** of Red Cross and Red Crescent National Societies is **to support their public authorities through humanitarian services**, in times of war or peace, while acting in accordance with the Fundamental Principles of the Red Cross and Red Crescent Movement. The auxiliary role means that National Societies are private and independent organizations, with a recognized public function.

It is important that the auxiliary role is reflected and supported by domestic laws, policies, plans and agreements. For example, domestic laws should specify National Societies' roles and responsibilities in sectors such as health, disaster risk management, migration and social welfare. The IFRC's Guide to Strengthening the Auxiliary Role through Law and Policy and its accompanying online training course outline how domestic instruments can best support the auxiliary role.

Within the Movement, the **Statutes of the International Red Cross and Red Crescent Movement**, adopted in 1986 and last amended in 2006, outline the respective mandates of the Movement components and the fundamentals as to how to work together. Additionally, the **Seville Agreement**, adopted in its second iteration in 2022, represents the foundation of how different Movement partners coordinate when disaster, conflict and violence coincide. Together, the Statues and the Seville Agreement outline how National Societies, the IFRC and the ICRC work together and cooperate; understanding cooperation as a pattern and order in the way the Movement manages resources to deliver services to people.

STATUTES OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

The Statutes of the International Red Cross and Red Crescent Movement (the Statutes) were adopted by the 25th International Conference of the Red Cross at Geneva in 1986 and amended in 1995 and 2006. The Statutes outline how the Movement comprises National Societies, the ICRC and the IFRC. These entities, while maintaining their independence, are united by the **Fundamental Principles** of the Movement and work together to achieve their common humanitarian mission (Further reading 1).

The Statutes define the National Societies as the foundational units of the Movement. Operating independently within their countries, they have an auxiliary role supporting public authorities in various humanitarian tasks such as health promotion, disease prevention and disaster response. National Societies adhere to their national legislation and statutes, providing vital services to their communities. Internationally, they offer assistance to victims of conflicts and disasters, collaborating with other National Societies, the ICRC and the IFRC to deliver coordinated aid.

The ICRC is an independent humanitarian organization recognized by the Geneva Conventions, whose mandate includes maintaining and promoting the Fundamental Principles, recognizing new National Societies, protecting victims of armed conflicts and advocating for the implementation of international humanitarian law (IHL). The ICRC works to ensure the protection and assistance of those affected by conflicts, working closely with National Societies and the IFRC to coordinate humanitarian efforts.

The IFRC, composed of National Societies, functions under its own constitution and aims to inspire, encourage and coordinate humanitarian activities globally. It focuses on disaster relief, health promotion and social welfare, supporting National Societies in these endeavours, as well as their own development. The IFRC acts as a liaison between National Societies, facilitating their cooperation and ensuring the implementation of resolutions adopted by the International Conference. It also collaborates with the ICRC in promoting IHL and supporting humanitarian actions during conflicts.

Together, the ICRC, IFRC and National Societies form a cohesive and effective humanitarian network, working in unison to alleviate human suffering worldwide. The Statutes outline the importance of cooperation among its components, and the components of the Movement are expected to cooperate with each other according to their respective statutes. This cooperation is guided by the Fundamental Principles and aims to coordinate activities in the best interest of those requiring protection and assistance.

Regional cooperation is also emphasized, where the components of the Movement work together in the spirit of their common mission. This regional cooperation must be undertaken within the limits of their respective statutes and the Fundamental Principles, ensuring that all activities are aligned with the overarching goals of the Movement.

Moreover, while maintaining their independence and identity, the components of the Movement are encouraged to cooperate with other organizations active in the humanitarian field. This external cooperation is contingent on these organizations pursuing similar humanitarian goals and respecting the Fundamental Principles adhered to by the Movement components.

Surveying the scale of the damage and destruction following the February 2023 earthquake and aftershock in Jableh, Syria © Ammar Saboh / ICRC

FURTHER READING 1. THE FUNDAMENTAL PRINCIPLES OF THE MOVEMENT

Humanity
The Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality
The Movement makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality
In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence
The Movement is independent. National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service
The Movement is based on voluntary service and is not prompted in any manner by desire for gain.

Unity
There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality
The Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

Learn more about the Fundamental Principles and how the Movement puts them into action in IFRC and ICRC's joint report: The Fundamental Principles of the International Red Cross and Red Crescent Movement – Ethics and tools for humanitarian action

MOVEMENT COORDINATION FOR COLLECTIVE IMPACT AGREEMENT – SEVILLE AGREEMENT 2.0

The Seville Agreement 2.0 is the central framework for coordinating the activities of the components of the Movement, particularly to address large-scale or protracted needs of people affected by crises. It was adopted by consensus by the Council of Delegates in June 2022 and replaces the previous Seville Agreement (1997) and its Supplementary Measures (2005).

The Agreement does not alter the mandates and specific tasks assigned to the Movement components by the Geneva Conventions (1949) and the Statutes of the Movement Partners (1986). However, it obliges them to coordinate their activities to enhance the collective impact for people in need through more collaborative, context-specific and inclusive approaches to coordination that best use the complementary strengths of the different components. The Agreement places the National Society of the crisis-affected state at the centre of any Movement's collective response.

Movement coordination mechanisms are expanded, or new ones established, at the onset of and throughout crisis situations, triggering a **collective response of the Movement**. These situations include armed conflicts, internal strife and their direct results, disasters, post-conflict relief and movement of populations in States not party to armed conflict or affected by internal strife.

In such cases a "Convener" and "Co-Convener" system is activated for the duration of the crisis. The role of "Convener" is always entrusted to the National Society of the crisis-affected State. The ICRC becomes "Co-Convener" in situations of armed conflicts, internal strife and their direct results whereas the IFRC becomes "Co-Convener" in situations of disasters, post-conflict relief or movement of populations in States not party to armed conflict or affected by internal strife.

The "Convener" and "Co-Convener" bring together Movement components in coordination mechanisms to share information on contexts, needs and priorities; allocate tasks and responsibilities according to the components' respective mandates, expertise and capacity; and provide support to the National Society of the affected State. The design of the coordination mechanisms is context-specific, but generally includes structures at the strategic, operational and technical levels.

The "Convener" and "Co-Convener" are responsible for adapting the established coordination mechanisms and agreements as situations evolve and transition.

The role of the IFRC as "Co-Convener" may be triggered (by disaster, post-conflict relief or the movement of populations) while the ICRC is already engaged as "Co-Convener". In this case, all three Movement components agree on how to cooperate and coordinate best to ensure maximum support for those affected.

If an armed conflict or internal strife breaks out in a situation where the IFRC is "Co-Convener", the "Co-Convening" role is transferred from the IFRC to the ICRC.

Recognizing that the coherence of the action of the Movement depends on cooperation and coordination among its components in all circumstances, the Seville Agreement 2.0 also governs the functional cooperation of the Movement components in and outside of crises situations, in particular National Society development support, resource mobilization, public communication and positioning as well as representation.

Infrastructure damage from the 2023 earthquake in Latakia, Syria © Ammar Saboh/ICRC

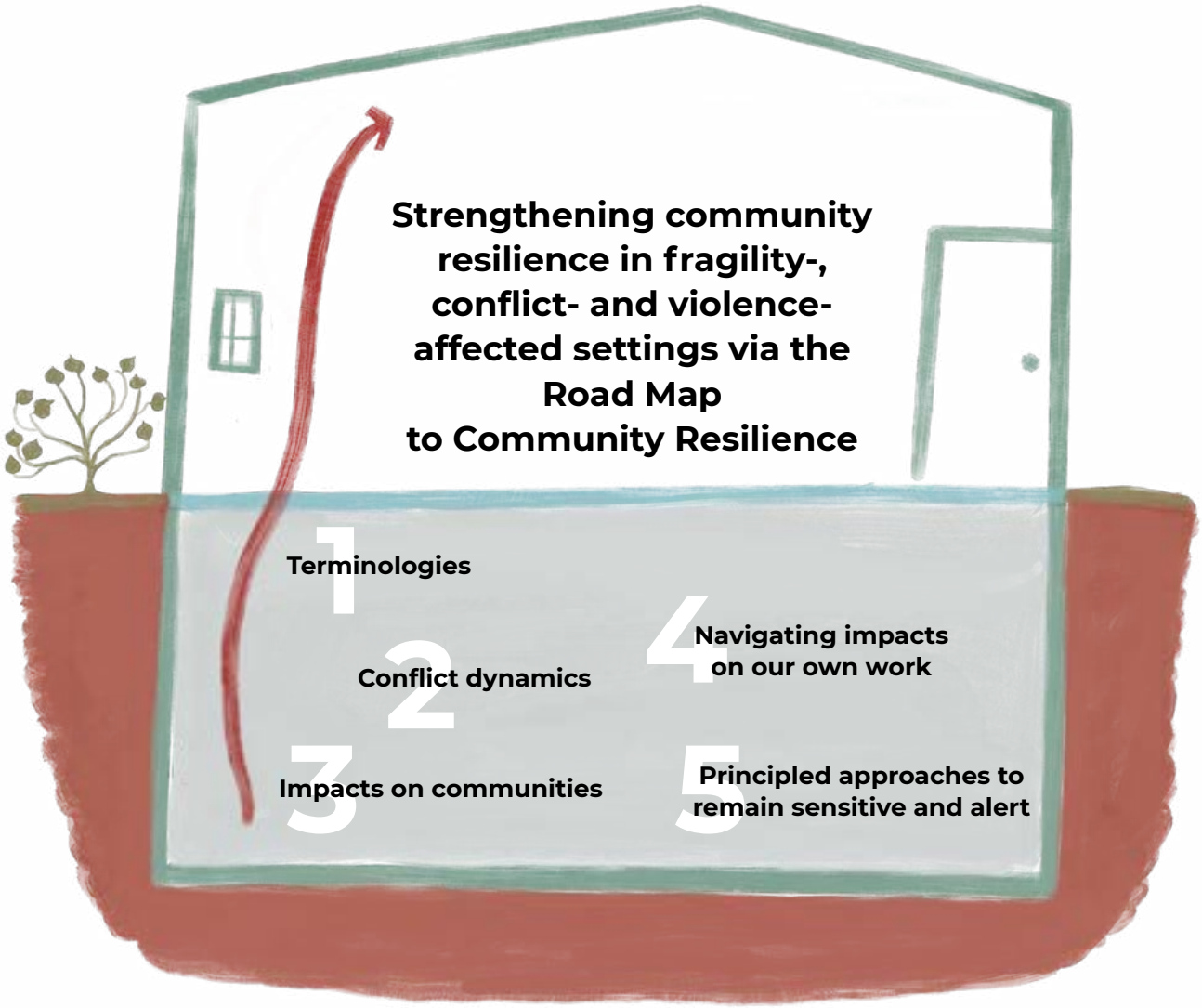
FOUNDATIONS

The impact of FCV influences our work at all levels and during all interventions. Being aware of these dynamics is crucial to reaching those most at risk in DRR programming. This chapter will equip you with basic knowledge on FCV settings and lays the foundations to reflect on our work in FCV settings throughout this handbook (Figure 1).

Foundation 1 introduces key terminologies in the Movement. It illustrates what fragility, conflict and violence can mean, and how they interact when they coincide. Foundation 2 explores different dynamics characterizing conflict and violence, and what different patterns of violence may mean for DRR programming. Foundation 3 reflects on the impact of FCV on affected populations and community resilience. It shows how different dimensions of community resilience may be undermined by fragility, conflict or violence. Foundation 4 zooms in on the impact of FCV settings on our own work, from the effects on National Societies and our colleagues to the ethical dilemmas we may face during our activities. Foundation 5 outlines the overall principles of our work in FCV and reminds us of the importance of remaining conflict-sensitive and alert, to ensure that we do no harm and design inclusive programmes.

It is crucial to constantly revisit National Societies' roles and mandates in the country in order to identify how it is described and recognized in national laws and how it can back up National Societies' plans and actions in line with the Movement's mission: to prevent and alleviate human suffering wherever it may be found; to protect life and health and ensure respect for the human being; in particular, in times of armed conflict and other emergencies, to work for the prevention of disease and for the promotion of health and social welfare; to encourage voluntary service and a constant readiness to give help by the members of the Movement; and to foster a universal sense of solidarity towards all those in need of its protection and assistance.

FIGURE 1. Building the foundations for community-based DRR in FCV settings.



FOUNDATION 1: KNOWING THE KEY TERMS AND CONCEPTS

IN BRIEF: The umbrella term 'fragility, conflict and violence' applies to a wide range of settings. These reach from regions entrenched in high-intensity conflict to those considered to be post-conflict, characterized by weakened governance and social structures with latent risks of violence. They also extend to areas of urban violence or organized crime, and to marginalized parts of a country where a limited state presence has opened spaces for non-state armed groups to operate in.

Fragility, conflict and violence are each complex and dynamic phenomena that can look different from one setting to another. In combination, they may reinforce each other and create protracted crises. In Foundation 1, you will learn more about the key concepts of fragility, conflict and violence, and the relationships between them.

KEY MESSAGES: Different organizations and actors may use different terminology depending on the mandate and the context. Be aware of what 'fragility', 'conflict' and 'violence' mean in principle, and how different terms may describe their interactions.

FRAGILITY

The OECD defines fragility as "the combination of exposure to risk and insufficient coping capacities of the state, system and/or communities to manage, absorb or mitigate those risks." It is often used in relation to governments and their ability to effectively govern and provide for the basic needs of their citizens (Carment, Prest & Samy, 2008), but can also be used to describe communities or other actors. Different parts of a country may exhibit different degrees of fragility, with implications for local populations and their access to essential services and governance structures.

Fragility can relate to different aspects of society; the OECD considers six facets in its notion of **multidimensional fragility**: economic, environmental, human, political, security and societal. These are intertwined with dynamics such as rapid urbanization, extreme poverty and food insecurity. Fragile contexts produce and host the majority of the world's forcibly displaced persons – both refugees and internally displaced persons (OECD, 2022).

HOW THIS RELATES TO OUR WORK

Some of the main concerns and challenges around fragility are related to the lack of integrated disaster risk governance, capacities and service provision of formal and informal or traditional institutions. As such, the different dimensions of fragility link directly to underlying vulnerabilities which increase disaster risk. Apparent gaps in governance, capacities and service provision might be filled by traditional or new actors. This is important to consider during stakeholder analysis and engagement from the very first minute of programming.

CONFLICT

Conflict (over something) is a situation in which people, groups or countries are involved in a serious disagreement or argument (Oxford Dictionary, 2024). Conflict management might bring resolution, but some conflicts lead to significant disruptions of social order or escalate into violence (Peters & Kelman, 2020). Under certain circumstances, conflicts are recognized as armed conflicts under international humanitarian law, which governs the conduct of parties to the conflict (Further reading 2.).

The term '**protracted conflict**' is commonly used to describe an armed conflict that has evaded conflict resolution over an extended period. Complex conflict dynamics in these settings lead to long conflict durations and a high variability in conflict intensity over time, as well as the potential for several interconnected conflicts to overlap (Azar *et al.*, 1978). Protracted conflict causes persistent and complex humanitarian consequences, which are increasingly difficult to respond to. The ICRC's Protracted conflict and humanitarian action report, published in 2016, reflects on ICRC experiences in protracted conflicts and provides valuable guidance on how to navigate these settings and the increasingly blurred lines between the humanitarian and development sectors.

HOW THIS RELATES TO OUR WORK

Knowledge of key aspects of IHL when implementing DRR can help when reaching civilian populations in areas controlled by armed actors. Key messages on the importance and opportunities for DRR in hazard-prone areas could be included in existing awareness and outreach sessions on IHL. Relevant elements to minimize the effects of conflict and disasters on civilians could include:

- taking reasonable action to minimize the impact of disasters on civilians
- ensuring that civilians seeking safety from disasters are not made the target of attacks when moving from one area to another
- protecting hydro-meteorological infrastructure from attacks to maintain forecasting capabilities in advance of disasters and shocks.

Distribution of food to the drought-affected population in a village in Tukaraq, Sool region, by Somali Red Crescent volunteers. A volunteer holds up a sign with the inscription 'I am #NotATarget' to express solidarity with colleagues who have been killed during such humanitarian missions. © Pedram Yazdi / IFRC

FURTHER READING 2.
ARMED CONFLICT UNDER INTERNATIONAL HUMANITARIAN LAW

International humanitarian law (IHL) governs conduct during situations of armed conflict and recognizes two primary categories: international armed conflicts and non-international armed conflicts.

- An **international armed conflict** occurs when one or more States have recourse to armed force against another State, regardless of the reasons or the intensity of this confrontation. International armed conflict examples include the Russo-Ukrainian conflict (2014–ongoing) and the Ethiopian–Eritrean conflict (1998–2000).

- **Non-international armed conflicts** are armed conflicts in which one or more non-state armed groups are involved. Depending on the situation, hostilities may occur between governmental armed forces and non-state armed groups or between such groups only. There are two requirements which must be met for situations to meet the threshold of a non-international armed conflict:
  - hostilities must reach a minimum level of intensity
  - non-state armed groups involved in the conflict must have a minimum level of organization; for instance by operating under a certain command structure and having the capacity to sustain military operations.

For an example of DRR programming in a non-international armed conflict, see the case of the Colombian Red Cross (Learning from practice: Colombia).

Many non-international armed conflicts are internationalized in the sense that coalitions of third states or non-state armed groups support one of the conflict parties. Such conflicts can turn into complex and multifaceted battlegrounds that serve as proxies for broader geopolitical dynamics and become increasingly difficult to resolve.

IHL elements to limit the effects of war on civilian population

The IHL elements summarized below set boundaries and define minimum guarantees to limit the effects of war, for humanitarian reasons.

- Fundamental guarantees of humane treatment: IHL provides for certain fundamental guarantees. Among other safeguards, **everyone in the power of a party to a conflict is entitled to humane treatment without adverse distinction.**
- Basic principles of IHL:
  - **Distinction:** Attacks may only be directed against legitimate military objectives. Attacks must not be directed against civilians and/or civilian objects.
  - **Proportionality:** Attacks are prohibited if they are expected to cause incidental loss of civilian life, injury to civilians, damage to civilian objects or a combination thereof, which would be excessive in relation to the concrete and direct military advantage anticipated.
  - **Precautions:** All feasible precautions must be taken to avoid and minimize incidental loss of civilian life, injury to civilians and damage to civilian objects.
- Minimum compliance for parties to non-international armed conflicts: The parties to non-international armed conflicts are at minimum required to comply with Article 3 common to the Geneva Conventions and with rules of customary IHL – the guarantee of humane treatment.

Obligations of parties to an armed conflict

In armed conflicts where IHL is applicable, both state and non-state parties to the conflict have specific obligations to facilitate humanitarian access, ensuring civilians have access to essential resources necessary for survival, as well as medical care, to name a few. Understanding these obligations and pressuring for accountability is important when engaging in dialogue with parties to a conflict on planned DRR activities.

The ICRC Customary IHL Database summarizes rules that apply to the parties to international and/or non-international armed conflicts, some of which are directly relevant to DRR programming, including DRR activities incorporated into humanitarian relief operations:

- Protection of humanitarian relief personnel (Rule 31)
- Protection of humanitarian relief objects (Rule 32)
- Access for humanitarian relief to civilians in need (Rule 55)

In situations of violence where IHL does not apply, including situations of extreme violence, there are relevant provisions that can be found in international human rights law, as well as the governing domestic systems that also apply in situations of armed conflict, which can be used to support the work of DRR.

Further information by ICRC:
Humanitarian access: What the law says

VIOLENCE

Violence consists of actions, words, attitudes, structures or systems that cause physical, psychological, social or environmental damage, and/or prevent people from reaching their human potential. Violence can be direct or indirect, open or latent. This includes the types of **physical violence** many of us most commonly connect to the term, such as street crime, gang violence or other forms of assaults, but also situations of **structural violence**, in which social structures or institutions deprive specific societal groups or individuals of their basic needs or protections (Galtung, 1969).

'Situations of violence' are typically related to contexts where internal hostilities – such as intercommunal conflict or one-sided violence – do not meet the minimum requirements to be classified as armed conflict, recognized under IHL. However, domestic legal systems and international human rights law contain regulations which protect the lives and dignity of affected populations in such situations.

Sexual and gender-based violence (SGBV) is alarmingly prevalent in any FCV setting and in any disaster situation, including direct physical violence such as rape and mutilation, as well as other forms of SGBV, such as trafficking, forced child marriages and sexual exploitation. While often targeted at women and girls, SGBV affects people of all genders and sexual orientations. Cultural norms, social stigma, lack of available services and legal protections, and fear of retaliation often prevent survivors of SGBV from seeking care, support and justice.

HOW THIS RELATES TO OUR WORK

Violence adds layers of complexity to the design and implementation of DRR programming and is directly connected to the root causes of disasters. DRR programmes have the imperative to understand and address multifaceted violence (Peters & Kelman, 2020). Increasing empirical evidence has also shown that through careful and concerted efforts, DRR programmes can achieve significant outcomes in violent contexts. For example, early warning and response systems for floods and landslides in informal settlements affected by high levels of violence in Tegucigalpa, Honduras (Peters *et al.*, 2022) and the provision of humanitarian assistance in Haiti (DiPierro Obert & Dupraz-Dobias, 2022) demonstrate needs and opportunities for implementing DRR in situations of violence.

Residents of the village of Morulem in Turkana, Kenya dig a hole to find water during a drought © Emil Helotie / Finnish Red Cross

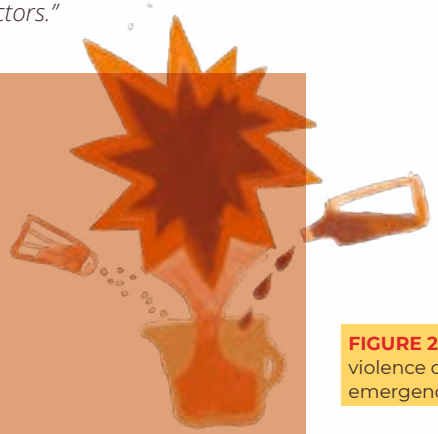
WHEN FRAGILITY, CONFLICT AND VIOLENCE CONVERGE

The coincidence of fragility, conflict and violence can lead to complex situations that are difficult to navigate (Figure 2). The 2024 IFRC report Learning From Red Cross Red Crescent Assistance in Protracted Crises and Complex Emergencies provides insight and recommendations on ways in which the Movement can continue to enhance and improve the provision of relevant services in complex and protracted settings, ensuring support is effective as well as timely and efficient.

The IFRC adopted the terms 'protracted crisis' and 'complex emergency' to refer to situations of overlapping fragility, conflict and violence, using the following definitions (IFRC, 2024):

Protracted crisis: *"A situation in which a humanitarian emergency persists over an extended period, often years or even decades. It can be the result of conflict, natural disasters, or other causes, and they can lead to widespread displacement, loss of life and ongoing humanitarian needs. State systems and societal norms are often weakened and fail to adequately address the root causes of the crisis; they may also fail to provide coping capacities for further, future shocks. It may be characterized by chronic food insecurity, and malnutrition and high child mortality. They may be further characterized by protection concerns for affected populations and humanitarian actors along with a lack of durable solutions and may experience funding constraints over time."*

Complex emergency: *"A situation in which a humanitarian emergency is compounded by multiple factors, such as violence, displacement, natural hazards and other crises. They often result in significant displacement, loss of life and ongoing humanitarian needs and may involve armed conflict and compromised access, security issues and even the lack of rule of law. Moreover, complex emergencies are challenging to respond to, as they require addressing multiple and interrelated needs across different sectors."*



CONFLICT

Insecurity and disruption of livelihoods

Limited humanitarian access and safety

Displacement

Regional instability

FRAGILITY

Disruption of socio-economic structures

Fractured governance capacity

Unplanned urbanization and informal settlements

Lack of conflict resolution mechanisms

Protracted crises and complex emergencies with significantly increased disaster risk

Lack of effective law enforcement

Marginalization of social groups

Heightened exposure to violence such as physical violence and sexual- and gender-based violence

VIOLENCE

Increase in violent crime and homicide rates

Insecurity and movement limitations

Vulnerability of young people to recruitment into armed groups

FIGURE 2. The overlap of fragility, conflict and violence can lead to protracted crises and complex emergencies with significantly increased disaster risk.

HOW THIS RELATES TO OUR WORK

Fragility, conflict and violence often share root causes and increase vulnerabilities. This means that disasters can become more likely and reinforce each other. However, the priority is often on addressing immediate humanitarian needs rather than focusing on the prevention of disasters. Conflict often drives a wedge between people and institutions, requiring additional considerations for consensus-seeking, partnership-based and inclusive approaches that are highly adapted and sensitive to the context. Common features of FCV contexts are:

- **politics:** instability, limited control and legitimacy, weak institutions and rule of law, potential for competition over power and influence to turn violent
- **society:** social fragmentation, structural discrimination, displacement and migration, low level of trust in formal systems and outsiders
- **economics:** disrupted infrastructure and essential services for all parts of the population, socioeconomic challenges, distribution of resources along lines of affiliation
- **security:** armed conflict and violence, risks to personal safety, normalization of violence, militarization
- **environment:** lack of resource management, overexploitation, pollution, lack of regulations or enforcement
- **for humanitarian actors:** humanitarian crises, security risks and limited humanitarian access.

During the context analysis, it is essential to understand the specific interactions of FCV dynamics within the given context. This includes identifying the root causes that are contributing to these dynamics and assessing their impacts on our organization, our work and community resilience. Furthermore, it is important to recognize that countries experiencing fragility are often subject to heightened risks related to corruption, integrity challenges and complex power relations. These factors can significantly influence the effectiveness and delivery of any interventions. By examining these elements in depth, we can better tailor our strategies to address the underlying issues, ensuring that our efforts are both impactful and sustainable in strengthening community resilience.

The ICRC and the Palestine Red Crescent Society organized first-aid training for guards in East Jerusalem. Participants also learned about IHL as well as ICRC protection activities, such as visits to detainees.
© ICRC/Jesus Andres Serrano Redondo

FOUNDATION 2: UNDERSTANDING COMMON DYNAMICS OF CONFLICT AND VIOLENCE

IN BRIEF: Fragility often relates to slow processes linked to institutional or economic development. Conflict and violence, in contrast, can be highly dynamic and change rapidly. When designing and implementing DRR programmes, we need to be aware as to when and where violent outbursts are or might be happening, who is involved in them and their level of intensity. This helps to plan our operations accordingly and minimize the risk of conflict or violence disrupting programming and endangering people. Foundation 2 provides an overview of some common patterns of conflict and violence, along four dimensions:

- Timing: when?
- Location: where?
- Actors: who?
- Intensity of conflict and violence: how intense?

KEY MESSAGE: These dimensions form a first step towards more in-depth conflict analysis, which should subsequently be undertaken using conflict analysis tools in Stage 1.

When considering each of these dynamics, it is also useful to reflect on how they interact with each other. However, new patterns of violence may emerge unexpectedly, requiring us to remain vigilant in our assessment of current and future conflict and violence. Conflict monitoring plays a crucial role in this and should be part of standard operating procedures in FCV settings.

WHEN?

Violent settings do not typically consist of continuous hostilities. Rather, violent events occur with varying frequencies and timing, ranging from daily clashes to cyclical or sporadic waves of violence interspersed with periods of relative calm. Depending on the underlying root causes and triggers, violent events may occur at different frequencies within the same area; for example, intermittent urban violence and violent outbreaks surrounding political elections, which often follow election cycles.

Common temporal patterns include:

- **Cyclical violence,** which follows environmental, social or political cycles, such as agricultural seasons, cultural or religious events, elections or international events.
- **Sporadic violence,** which occurs intermittently or suddenly; for instance, following a triggering event or change in conditions or as opportunistic flare-ups of violence. Bursts of sporadic violence may be significantly more intense than the triggering event and can lead to an overall conflict escalation.
- **Sustained violence,** which describes a high number of violent events, with only few and short lulls in violence. Such situations provide few, if any, opportunities for communities to recover from the impact of conflict on lives, livelihoods and infrastructure, and can have severe impacts on institutional capacity and service provision.

Afghan Red Crescent volunteers and staff go door to door in Helmand Province ahead of distributing food, assessing community needs in order to prioritize those most in need. © Afghan Red Crescent/Meer Abdullah

HOW THIS RELATES TO OUR WORK

Depending on the established pattern, it may be more or less feasible to **anticipate outbreaks of violence**. Where we can anticipate them, particularly in settings of cyclical violence, we can adjust DRR programming prior to expected periods of violence, to be prepared for potential disruptions. In situations of sustained violence, we can similarly plan for the reality of a violent operating environment that will most likely not improve in the foreseeable future.

The less predictable the violence is, the more important **continuous monitoring** becomes. Such monitoring should include high-level political and security developments as well as localized indicators of increasing tensions. For example, an otherwise bustling marketplace may become less busy or missing key vendors immediately preceding a violent attack.

WHERE?

Violent incidents often differ across territories and communities, leading to different hotspots of violence. Understanding these patterns can provide insight into driving factors of the conflict, such as those related to specific natural resources or disputed areas of control; help explain population movement and entrapment; and inform disaster preparedness to keep people out of harm's way.

Common spatial patterns include:

- *Isolated or marginalized areas*, often characterized by limited state presence or limited access to resources and services; for instance, remote rural areas or informal settlements within urban areas.
- *Centres of political or economic power*, usually major cities or urban areas, as the site of high-stakes conflicts and power struggles whose impacts ripple out across the country; for example, in the case of government coups.
- *Widespread violence covering large areas*, such as an entire province or country, and which may consist of several conflicts featuring different parties happening at the same time.

HOW THIS RELATES TO OUR WORK

When patterns of conflict and violence overlap with high exposure to other hazards, they can occur at the same time and compound each other (2.2 Compound risk analysis). This can result in disasters where the impacts of different hazards coincide, creating an exacerbated overall impact on affected populations and complicating response operations (Hyndman, 2011). The impact of these disasters is higher than in non-FCV settings due to the violence undermining community resilience and

A volunteer in Cox's Bazar, Bangladesh practices his first aid skills during a disaster simulation. © Brad Zerivitz/American Red Cross

CASE STUDY 1. MONITORING SPORADIC VIOLENCE IN COX'S BAZAR, BANGLADESH

The Bangladesh Red Crescent Society (BDRCS), supported by IFRC and the American Red Cross, is mainstreaming disaster risk management programming across the refugee camps in Cox's Bazar through the Population Movement Operation. This is done in coordination with the office of the Refugee, Relief, and Repatriation Commissioner, the Inter Sector Coordination Group and different international partner organizations.

One of the primary challenges in this work remains how to navigate sporadic outbursts of violence, which are known to occur in higher frequency in a few camps. Leveraging BDRCS's network of 45 Cyclone Preparedness Programme (CPP) host community volunteers and their connection with 3,300 volunteers across the 33 refugee camps in Cox's Bazar, BDRCS was able to establish an informal monitoring system. This network is now being used to provide informal updates on any violent escalations. The reliance on local knowledge helps BDRCS and the Movement to carry out spatial predictions of where sporadic violence may occur.

Through this approach – adhering to IFRC security advisories and in strong coordination with the camps' site management team – BDRCS can make decisions on day to day operations in different camps, based on up to date security information. Necessary logistical arrangements or adjustments are made to ensure teams are ready for the action required. Any potential security concern is flagged to the BDRCS, which evaluates it against the planned DRR activities. Occasionally, this results in the rescheduling of some actions or changes in venue, depending on the situation.

Learn more about the work of BDRCS in Learning from practice: Bangladesh.

coping capacity; for instance, due to infrastructure damage, limitations to movement, humanitarian access and other logistical concerns. In addition, disasters in violence-affected areas can exacerbate tensions. For instance, armed groups may find it easier to recruit new members in contexts where many have lost their livelihoods.

Where violence affects centres of power, we need to consider the potential for sudden changes in decision-making processes and policies with far-reaching impacts on how disaster-related actions – mitigation, response and recovery – are managed and governed across the country (Field, 2018). There may also be disruptions to other relevant institutions or processes, such as in banking and finance, supply routes and marketplaces.

WHO?

As a part of regular **stakeholder mapping** (1.3 Understand the conflict context and stakeholders), it is important to consider which actors are directly engaged in the violence. This has important implications for our engagement as well as stakeholder coordination processes (e.g., to maintain a principled approach while being auxiliary to the public authorities and to do no harm). If actors are considered parties to an armed conflict under international humanitarian law, this brings certain legal obligations (Further reading 2).

GOVERNMENT

Governments are often involved in conflicts or violence, against another State in an international conflict or against non-state armed groups within its own territory. In the context of other forms of violence, State actors may be involved in efforts to eliminate violence and hold weapon-bearers to account, or as perpetrators of different types of violence. The government may also be the target of a military coup, in which a military illegally attempts to unseat a political leader.

HOW THIS RELATES TO OUR WORK

Key considerations in how to engage with government actors, whether they are at the local or national level, include:

- The relationship with affected populations and communities, which can be affected by our collaboration with government actors. As auxiliary to the public authorities, it is necessary to coordinate with government actors for DRR programming and to carefully manage the public perception of our work to not lose the trust of local populations, particularly if government actors are implicated as perpetrators of violence.
- Corruption charges or allegations against government actors, which can jeopardize the effectiveness of the DRR programme and undermine trust in the government.
- Institutional capacity for effective disaster risk governance, which may be limited or deprioritized due to fragility and conflict. If perceived risks to populations are high and there are concerns about how disasters may destabilize the political situation, it may be possible to leverage government support anyway.
- Fractured governance structures, leading to a multiplicity of governments or significant differences in the institutional capacity of different government bodies. The weakness of the central government can result in the strengthening of local governmental institutions and structures. These may be valuable allies in DRR programming, or be involved in violence themselves, benefiting from higher levels of impunity at the local level.

MILITARY

Militaries can be, but are not necessarily, controlled by the government. The relationship between the two can be complex. The military might not only be a party to the conflict. In large-scale disasters and crises, militaries play a significant role in response due to faculties that often extend beyond civilian response capacities. Examples are search and rescue, transport of food and other necessities in hard to reach areas, controlling access routes (i.e., roads and airports) and providing engineering equipment for damaged infrastructure.

HOW THIS RELATES TO OUR WORK

As part of preparedness, National Societies and other Movement components should carefully consider interaction with militaries. Civil-military relations should be assessed not only on a country by country basis, but also considering localized relationships between militaries and specific communities or groups within a community. This helps ensure that a principled approach takes precedence (Further reading 3), particularly where such cooperation may have longer-term consequences for communities or on the National Society's reputation. Learn more on civil-military relations in the IFRC Preparedness for Effective Response mechanism, outlined in Annex 2.

NON-STATE ARMED GROUPS AND WEAPON-BEARERS

Non-state armed groups are organized armed entities that are not recognized as official state military forces, but engage in significant, sustained armed conflict. These groups must meet specific criteria to be classified as such, which include having a responsible command structure, internal regulations and disciplinary measures that enable them to conduct operations

in a coordinated and sustained manner. Additionally, non-state armed groups must possess the capacity to procure, transport and distribute arms, control territory and recruit and train new members, which allows them to carry out military operations and comply with international humanitarian law norms (Further reading 2), distinguishing them from mere criminal organizations (ICRC, 2015). Some non-state armed groups have been observed to carry out governance functions, including those related to DRR (Walch, 2018).

Criminal organizations, on the other hand, can also play a significant role in FCV contexts. They are defined by their primary motive of material gain rather than political objectives. According to the UN Convention Against Transnational Organized Crime, an organized criminal group is a structured group of three or more persons, existing for a period of time and acting in concert with the aim of committing one or more serious crimes or offences, directly or indirectly, for financial or other material benefits. These organizations often engage in activities such as drug trafficking, human trafficking and other illicit businesses to maximize their illegal revenues. Unlike non-state armed groups, criminal organizations generally lack an ideological profile and explicit political agenda, focusing instead on maximizing profit and avoiding direct confrontation with state authorities through bribery and corruption (Kalmanovitz, 2023).

HOW THIS RELATES TO OUR WORK:

It is important to engage with all parties to a conflict in order to access populations in need that are living in areas controlled by all parties, including non-state armed groups and criminal organizations. Engaging with armed groups is a matter of humanitarian necessity and is indispensable for the Movement to carry out its humanitarian mandate and activities aimed at alleviating and preventing the suffering of people living in areas controlled by armed groups. It is important that this engagement is carried out by the appropriate Movement components, in line with national law, to ensure the safety and security of volunteers and staff (Further reading 3).

FURTHER READING 3. ICRC ENGAGEMENT WITH MILITARIES AND ARMED GROUPS

Those who carry weapons can inflict harm. They can also facilitate or hinder humanitarian action. As part of its mission to protect and assist the victims of war and other violence, ICRC seeks to ensure respect for their basic protection and dignity. This includes reminding authorities and weapon-bearers of their legal obligations under international humanitarian law and international human rights law. By the term 'weapon bearers', ICRC means regular armed forces, police forces, paramilitary groups, armed groups and private military and security firms. All are obliged to know and comply with the basic rules of applicable international humanitarian law and international human rights law.

Militaries, armed groups and other weapon-bearers can be essential to support DRR programming. In times of disasters or hazards in FCV settings, it is imperative for weapon-bearers to allow for the movement of communities to reach safety or access to essential goods and services, and to facilitate access for humanitarian organizations. In preparation, engagement with these actors is essential to develop a good understanding of the potential risks and hazards, and of their role in keeping civilians and communities safe in case of disasters and hazards.

ICRC maintains dialogue with all weapon-bearers, state and non-state, as part of its mandate to protect and assist people affected by war and other violence. Engagement with weapon-bearers, including militaries and armed groups, is a matter of humanitarian necessity for **four reasons**.

Engagement is, **first**, a precondition for the ICRC's safe access to populations and people affected by an armed conflict or other situation of violence who may be in need of protection and assistance. **Second**, engagement is essential to ensure that militaries and armed groups understand and accept the ICRC as an independent, neutral and impartial humanitarian organization and enable it to perform its humanitarian tasks in safety. **Third**, engagement is a prerequisite for promoting IHL and other relevant legal frameworks as a means of ensuring respect for the law and

thus preventing/alleviating the suffering of the victims of armed conflicts and other situations of violence. **Fourth**, the ICRC is the only impartial humanitarian organization explicitly mentioned in the 1949 Geneva Conventions as an example of an organization that may offer its services to the parties to a non-international armed conflict – including non-state armed groups – along with rights of initiative in international armed conflicts as well as the right to access prisoners of war and protected civilians, wherever they may be.

Learn more in:

- ICRC Council of Delegates, 2005: Relations between the components of the Movement and military bodies (guidance).
- ICRC, 2023: Reducing civilian harm in urban warfare: A handbook for armed groups (manual).
- ICRC, 2023: ICRC engagement with armed groups in 2023 (annual assessment).

An ICRC volunteer in Colombia speaks to members of the National Liberation Army about the principles of international humanitarian rights and the obligation to respect the lives of civilians, health personnel and the sick or wounded © ICRC/Juan Arredondo

HOW INTENSE?

The intensity of conflict and violence, broadly describing the extent of harm and impact caused, can vary widely across contexts and different types of violence – ranging from structural violence to urban crime and open warfare. Different indicators can be used to estimate and monitor the intensity and severity of an FCV situation over time. For example, the Armed Conflict Location & Event Data project measures severity along four indicators that cover different dimensions of intensity:

deadliness – the number of conflict fatalities

- danger – the number of violent events targeting civilians
- diffusion – the subnational spread of conflict events across different administrative divisions
- fragmentation – the number of non-state armed groups engaged in the conflict

Intensity is rarely consistent and varies across time and space.

HOW THIS RELATES TO OUR WORK:

Continuous monitoring of the intensity of conflict and violence is key to understanding the dynamics that affect specific areas, communities or DRR programmes. Reporting biases and under-reporting, particularly in remote areas, can make the use of quantitative indicators challenging. Qualitative assessments based on volunteer observers or other key informants may be needed to supplement monitoring processes.

FOUNDATION 3: FCV IMPACT ON AFFECTED POPULATIONS AND COMMUNITY RESILIENCE

IN BRIEF: Fragility, conflict and violence can have far-reaching **impacts on affected populations, communities and institutions**. It is important for us to take stock of such impacts, as they can influence different aspects of individual and community resilience as well as the conditions that DRR programming must navigate. For example, the catastrophic 2023 floods in Libya following heavy rainfall from Storm Daniel, which resulted in at least 4,000 deaths and thousands of destroyed properties, resulted from two dams bursting in Derna. It has been broadly acknowledged that this disaster occurred due to the direct and indirect impacts of conflict and fragility, including fragmented disaster risk management structures, lack of infrastructure maintenance and inadequate early warning systems (Zachariah *et al.*, 2023).

KEY MESSAGE: Some of the FCV impacts on individuals and communities result immediately from **direct** violence and destruction, including mortality, injury and ill-health, and forced displacement. Other impacts are **indirect**, including the legacies of war on social cohesion and persistent lack of investments in critical infrastructure, essential services and broader human development. These impacts have severe and differentiated implications for the resilience of the whole community and of specific groups within the community.

Populations living in FCV settings are, in general, disproportionately affected by disasters due to increased vulnerability and decreased coping capacity (Marktanner *et al.*, 2015). However, some groups, areas or communities are commonly hit harder than others, based on existing **patterns of marginalization**. Such groups may include, for instance, those affected by structural violence, people living in informal settlements within and outside of urban areas, and people of limited mobility due to age or disability.

Important factors driving the vulnerabilities of individuals and communities in FCV settings include:

- **Political or governance-related vulnerability:** organization of power and decision-making, integrity, access to services, potential differences between geographic areas and population groups in the distribution of resources, fragmentation, control over territory
- **Economic vulnerability:** poverty, formal and informal sector, aid dependency
- **Financial vulnerability:** debts, instability of currency, access to cash, functioning and stable banking system
- **Environmental vulnerability:** pollution, contamination, environmental degradation, dysfunctional ecosystems, impact of climate change
- **Social vulnerability:** disruption of social and community structures due to historic conflict, mistrust or fear, mobility of population, contradicting beliefs, values, customs, cultures, normalization of violence to deal with conflicts, protection risks.

CASE STUDY 2.
FROM IMMEDIATE RELIEF TO LONG-TERM COMMUNITY RESILIENCE IN HONDURAS

In Honduras, the impacts of fragility, conflict and violence on individuals and communities are profound and multifaceted. Direct violence and destruction result in consequences, for instance, on public and individual health and forced displacement, which often overwhelm local health systems and create a dire need for emergency assistance. The Honduran Red Cross, supported by the IFRC, addresses these needs through health interventions, including the distribution of first aid kits, provision of pre-hospital care and psychosocial support to affected populations. Beyond the immediate impacts, social cohesion and infrastructure are deteriorating. The persistent lack of investment in critical infrastructure and essential services, coupled with the breakdown of social networks, exacerbates the vulnerability of communities.

The early action protocol developed by the Honduran Red Cross aims to mitigate these direct and indirect impacts by fostering preparedness and resilience among the population. This includes activities such as health, psychosocial support, hygiene promotion, ensuring access to safe drinking water, restoring family links, and prepositioning essential supplies to be ready for deployment when forecasts indicate heightened risk of humanitarian crises. These proactive measures are integral to building long-term community resilience, enabling communities to better withstand and recover from future shocks.

A special focus of these activities is on the most vulnerable groups, including women, children, LGBTQ+ individuals, the elderly and those with limited mobility; with tailored interventions like differentiated hygiene kits and support for unaccompanied minors and migrant families. By improving access to essential services and fostering community-based support networks, the early action protocol enhances the overall resilience of these vulnerable populations, who often bear the brunt of disasters linked to human activity and natural hazards. The protocol includes the implementation of identification, assistance and referral of cases with protection needs to the appropriate entities (government and humanitarian actors). It supports the safe referral of victims of violence, including coercion, exploitation, abuse, SGBV and other protection risks. The early action protocol also promotes the provision of information as aid through the ICRC RedSafe digital platform, allowing access to trusted and reliable information regarding humanitarian assistance and protective measures.

Victoria, a child from the Lupo Viejo community, shows the coloring book she's been working on in the psychosocial support activities with Honduran Red Cross volunteers. © IFRC/Maria Victoria Langman

The Honduran Red Cross coordinates closely with national and local authorities, international organizations and community groups to ensure a cohesive response. The friendly neighbourhood approach is one of the entry points of the Honduran Red Cross to work with communities severely affected by violence while increasing acceptance, safety and security. It aims to promote short-term activities that enhance the capacity to facilitate dialogue and participation among different groups within neighbourhoods. The goal is to build solidarity, security and sustainability through innovative, low-cost but high-impact proposals to achieve community coexistence from a new perspective. This collaborative approach ensures that early actions are well-coordinated, resources are efficiently used and the needs of the most vulnerable populations are prioritized. By integrating these efforts into broader disaster risk reduction and management plans, the Honduran Red Cross and its partners aim to strengthen the long-term resilience of communities.

Source: *IFRC (2023) Honduras | Population Movement - Early Action Protocol Summary (EAP Nº: EAP2023HN04, Operation Nº: MDRHN021)*; case study of Honduras Red Cross Society in: American Red Cross *et al.* (forthcoming): Long-term National Society development in complex, fragile and conflict-affected environments.

HOW THIS RELATES TO OUR WORK:

IFRC defines **community resilience** as "the ability of communities – and their members – exposed to disasters, crises and underlying vulnerabilities, to anticipate, prepare for, reduce the impact of, cope with, and recover from the effects of shocks and stressors without compromising their long-term prospects" (IFRC, 2021).

To illustrate community resilience and the impact FCV settings can have on it, picture the 'resilience game': eleven volunteers stand in a circle, each holding an elastic rope representing a dimension of resilience (see Table 1), such as risk management, health and connectedness. All eleven ropes hold up a circle in the centre, which represents the community. Now, a twelfth volunteer comes up and drops a ball ('the hazard') on the community. What will happen?

If all the ropes are held tightly, the community quickly bounces back. If all or some of them are loose, the community will not bounce back but remain in a depressed state. Efforts to raise community resilience are therefore essentially about 'tightening the ropes'.

Now add FCV contexts to this picture. This may mean that there are more 'balls', as natural hazard events and human-induced incidents act as compounding factors. For example, flooding might happen at the same time or shortly after military attacks by one of the conflict parties. In addition, FCV contexts tend to undermine everyone's ability to hold the ropes tightly – that is, they weaken resilience.

Table 1 outlines potential impacts on different aspects of community resilience, which will affect a community's ability to withstand or respond to disaster. The table is inspired by the eleven dimensions of community resilience, outlined in the Road Map to Community Resilience.

Surveying the scale of the damage and destruction following the February 2023 earthquake and aftershock in Jableh, Syria © Ammar Saboh / ICRC

TABLE 1. Examples of FCV impacts on the eleven dimensions of community resilience

DIMENSIONS OF COMMUNITY RESILIENCE	EXAMPLES OF FCV IMPACTS
Risk management	■ Natural hazards that occur seasonally or at low intensity are often not the priority of the population, leading to lack of preparation and longer term investment in risk reduction. ■ Forcibly displaced populations and migrants may not know the risks they face in new settings, and these may not be well-integrated into risk management. ■ Fractured systems of formal and informal governance often lead to poor coordination in risk management and the potential need for parallel humanitarian service provision.
Health	■ Lack of access to adequate health services and medical care, including due to the destruction of hospitals and medical care centres, lack of safe transport, insufficient fuel and electricity, the need for healthcare workers to perform procedures outside of their skill area, and disrupted supply chains. ■ Loss of lives and injuries from direct violence and armed conflict. ■ Effects on mental health, including psychological trauma, anxiety, depression, risk taking, environment of insecurity and fear. ■ Displaced and migrant populations face additional challenges due to increased exposure to risks like smuggling, sexual abuse, poor living conditions, limited access, language and cultural barriers.
Water and sanitation	■ Destruction (or lack of crucial maintenance) of critical infrastructure, leading to the lack of continuous and sufficient access to suitable water supply for personal and domestic uses, such as drinking, food preparation and sanitation. ■ Destruction and poor maintenance of critical infrastructure and necessary inputs, such as uninterrupted electricity, may also severely impact wastewater treatment, further increasing the cascading risk of waterborne disease outbreaks during and after a disaster.
Shelter	■ Unplanned urbanization due to migration and displacement from insecure areas, including the lack of safe and adequate temporary and permanent shelters. ■ Destruction of homes and other shelters and lack of access to investment and longer term development, which increases the exposure and vulnerability to hazards. ■ Lacking knowledge about safe shelter, safe spaces in public areas as well as no knowledge about safe evacuation routes to manoeuvre within dense built environments. ■ Lack or destruction of property/tenure documents and dynamics of populations living in informal settlements undermine their ability to invest in DRR and safety measures on homes and neighbourhoods.
Food and nutrition security	■ Food insecurity and malnutrition due to disrupted livelihoods, agriculture, supply chains, displacement and migration, etc., which increase the humanitarian needs during a disaster and in its aftermath. ■ Self-sufficient recovery is hard to achieve after a disaster.
Economic opportunities	■ Exposure or risk to macroeconomic shocks, unequal growth and unemployment. ■ Lack of dignified and adequate livelihood opportunities, and "brain drain" when people leave to seek opportunities elsewhere. ■ Increased poverty and disrupted economic systems, including volatile prices of basic goods. ■ Loss of access to markets in other areas.
Infrastructure and services	■ Destruction of vital infrastructure and public services like schools, roads, etc., leading to humanitarian needs even before the disaster strikes. ■ Breakdown of political institutions, weak governance, no rule of law, corruption, impunity, state-sponsored violence or political terror influencing disaster response.
Nature and nature services	■ Degradation of natural resources during and after hostilities, in displacement situations, illegal exploitation, which increases disaster risk. ■ Landmines reducing access to land and polluting the soil, in addition to immediate effects on physical safety. ■ Environmental impacts on air, soil, groundwater and other resources from explosive weapons, including due to contaminants such as lead, chromium, fuel oils, fire retardants, explosives and asbestos. ■ Lack of access to common pool resources such as community-managed forests to actively manage resources and provide community benefits. ■ The potential for scarce natural resources can be a flash point for competition and further conflict between adversaries
Social cohesion	■ Increased social divisions or inequities related to age, gender, ethnicity, class, caste, migration and displacement. ■ Social fragmentation due to violence and conflict, and the potential need to implement parallel rather than socially integrated programming. ■ Destruction of positive meeting places, such as community centres.
Inclusion	■ Increased sexual and gender-based violence during conflict and after disasters, or situations of disrupted social systems. ■ Children, women, elderly, people with disabilities and marginalized population groups could be further excluded or left behind due to FCV.
Connectedness	■ Breakdown of political institutions, weak governance and rule of law, corruption, impunity, state-sponsored violence or political terror.

DISPLACEMENT AND PEOPLE ON THE MOVE

Not all communities are permanently settled in a specific place, and circumstances can force people to move. Fragility, conflict and violence can drive a range of different population movements, such as in the cases of **migrants, asylum seekers or forcibly displaced populations**, both within countries (internally displaced persons, IDPs) and across borders (refugees). This diversity of people on the move is reflected in the variety of ways in which they are impacted by FCV situations. Specific DRR approaches may be needed to ensure effective and inclusive programming. People on the move are therefore important groups to consider when we discuss FCV impacts on communities and the vulnerabilities of affected populations to other disasters.

FCV situations can drive **initial displacement** and create **ongoing insecurity** while people are on the move or upon arrival in host areas or places of refuge. Further impacts can depend on a person's residency or migration status and the type of settlement they reside in. While some people find refuge in dedicated camps for refugees or IDPs, many others settle in urban areas, potentially staying with family or friends.

People on the move often face heightened vulnerability due to precarious living situations, including in informal settlements, and due to a limited understanding of the local risk landscape. For example, in Yemen, many IDPs have been reported to live in informal settlements in intermittent riverbeds, where they are highly exposed to flooding after extreme rainfall events. However, these are attractive areas to erect makeshift shelters, as waterways are public land in Yemen and IDPs cannot be forced to move (Norwegian Refugee Council, 2019).

Of particular concern are separated[1] or unaccompanied[2] **children**. The IFRC study Alone and Unsafe: Children, migration and sexual and gender-based violence points out that

> *"hopelessness, fear and a yearning for a safer and better future lead many children to embark on journeys that put them in danger, particularly of sexual and gender-based violence."*

While significant data gaps on the extent of violence towards child migrants remain, recent reports have shown that many children, especially those travelling alone, are exposed to sexual and gender-based violence at all stages of their migration journey.

Both displacement and voluntary migration can also have significant mental health impacts, affecting, among others, place attachment and trust in authorities (Easton Calabria, 2022).

The timescale of displacement and migration additionally warrants consideration as recently displaced people, temporary migrants and people still on the move may have different needs and live in different environments than those in protracted displacement. Recently displaced people may be confined to camps or reside in informal settlements, where they may be differently exposed to hazards than people who have been displaced for longer. Yet, even in protracted displacement, encamped populations often live in highly hazard-prone areas of their host country and may, in fact, lack durable shelter due to host-country regulations. Heightened exposure to hazards can lead to repeated displacement, as people are forced to move from one area to the next in search of safe refuge, exacerbating vulnerabilities each time.

In addition to these considerations of people on the move, note that FCV contexts can also cause enforced immobility, leading to what are known as **trapped populations** who are unable to use mobility as a survival strategy and means to reduce exposure to hazards. These trapped populations often include marginalized groups and those of limited individual mobility due to age or disabilities. They are at a particular risk of being left behind.

The Honduran Red Cross is preparing to provide humanitarian assistance to migrants ready to depart Honduras for Guatemala as part of a 'migrant caravan'. Humanitarian Service Points will be enabled at the point of departure and along the migration route, providing access to water, face masks, pre-hospital care, information about safety, security and COVID-19 prevention, as well as means of communication for migrants to keep in touch with their families. © Johannes Chinchilla / IFRC

1 'Separated children' have been separated from both parents or from their previous legal or customary primary caregiver, but not necessarily from other relatives. These may, therefore, include children accompanied by other adult family members.

2 'Unaccompanied children' have been separated from both parents and other relatives and are not being cared for by an adult who, by law or custom, is responsible for doing so.

A workshop on the practical application of international humanitarian law organized by the ICRC in Nay Pyi Taw, Myanmar. © ICRC/Aye Naing Naing

FOUNDATION 4: FCV IMPACT ON OUR WORK

IN BRIEF: FCV settings do not only affect the populations we serve, but also ourselves, our organization and our work. They make for a challenging operating environment and can present us with dilemmas to uphold our humanitarian principles. Many of these challenges are addressed throughout this handbook, with the goal to provide us with the knowledge and tools to resolve difficulties where possible and to adjust programming where needed. Foundation 4 provides a first overview, reflecting on the impact of FCV on our work.

KEY MESSAGE: We face negative impacts and challenges daily when working in FCV contexts and define mitigation measures. Organizational guidelines can support staff and volunteers on how to address dilemmas from the local to the national level to support operations and programming.

OUR COLLEAGUES

First and foremost, we need to remember that, as staff and volunteers, we are usually part of the communities affected by FCV settings. Living in FCV settings is taxing on both physical and mental health, and we need to ensure that our colleagues receive all the care and support they need to continue their important work. **Psychosocial support** for staff and volunteers and adequate insurance plays a crucial role in this. The IFRC Reference Centre for Psychosocial Support is available to assist National Societies in addressing mental health and psychosocial support needs.

At the same time, many obstacles are present in FCV-affected contexts: the recruitment or retention of staff and volunteers, perception management, movement restrictions and displacement are just a few of them. The loss of experienced colleagues or volunteers can create significant capacity gaps within your team, affect operational knowledge and create the need for additional training among the remaining staff.

OUR ORGANIZATION AND OUR OPERATIONS

There is no shortage of challenges to our operations and institutional capacity in FCV settings, from access restrictions, particularly in the case of remote areas, to resource limitations and management challenges. The fundamental aim of *do no harm* leads us to consider possible unintended negative consequences of our programmes and operations for affected populations, staff and volunteers, which can compound conflict risks and impacts. At the same time, our work may be able to contribute to longer term cultures of social inclusion to mitigate the threats of FCV and outcomes of conflict in addition to reducing disaster risks. This requires all parts of the community and territory to be represented among our staff, member and volunteer profiles to facilitate impartial action, acceptance and trust.

The IFRC Learning from Red Cross and Red Crescent assistance in protracted crises and complex emergencies report takes stock of challenges, impacts on National Societies and lessons learned, which can be directly transferred to many FCV settings. Work in the context of **National Society development in emergencies and National Society development in conflict** has additionally identified critical elements for successful relief and recovery operations in highly dynamic contexts.

Based on these insights, some common challenges and learning for operations in FCV settings can be identified:

- accessing local populations by balancing the auxiliary role in areas of limited government control or government as party to the conflict with the Fundamental Principles
- maintaining a diverse and skilled volunteer base to ensure operational capacity and to reach all communities, regardless of ethnicity, culture, religion, age, gender, disability, displacement status or social context
- balancing top-down and bottom-up decision-making processes in branch to headquarters relationships with regard to access, quick response, contextualization, adaptive and remote management
- providing room for emergency decision-making procedures and regulations under certain conditions and for a certain timeframe
- maintaining core areas while being able to manage transition phases and to quickly up- or downscale operations

- managing external relations, partnerships and engaging in coordination in a fragmented and dynamic environment
- keeping children's protection needs in sight, especially those of separated and unaccompanied children, who often face a scarcity of services and abundance of barriers to access services and seek protection.

Practical guidance to ensure our operations are prepared for FCV-related challenges can be found in Resource 1 and in Annex 2 on the IFRC's Preparedness for Effective Response mechanism.

OUR DILEMMAS

Day to day operational decisions in FCV contexts can require tough choices and hard work to balance the different **Fundamental Principles** with realities on the ground (Further reading 1). For instance, it may not be possible in some areas to adhere to the principles of neutrality and impartiality while maintaining access to all affected populations. There may be questions of how to balance measures to increase safety and security, such as keeping humanitarian workers separated from the local community or coordinating with the army, with strictly upholding the Fundamental Principles.

In settings of displacement, decisions may need to be taken on whether programming should target populations based on the level of demonstrated need alone or incorporate comparable levels of support to both displaced populations and host populations, regardless of immediate need, to increase the acceptance of programming among host communities. Alternative arrangements may explore how to support displaced populations and host communities within the same programme, to strengthen their collective resilience.

Sometimes, decisions taken with a view to short-term benefits in such situations can also lead to drawbacks in the longer term, challenging us to balance short- and long-

RESOURCE 1. IFRC TOOLS AND RESOURCES TO SUPPORT OUR OPERATIONS IN FCV SETTINGS

Volunteering in emergencies: IFRC's Practical guidelines for Red Cross and Red Crescent Societies managing volunteers in emergency situations provide guidance on how to work with volunteers prior to, during and after emergencies, including institutional structures, operational considerations and support systems.

Community Trust Index: The Community Trust Index was developed by the IFRC Community Engagement and Accountability Unit to measure and cultivate trust between humanitarian organizations and the communities they serve. It is an evidence-based tool that considers questions of institutional trust in humanitarian organizations and humanitarian programming at large, as well as trust in specific segments of programming, such as climate action, health and migration.

National Society Development: IFRC defines National Society development as "working to achieve and maintain an organization that consistently delivers, through volunteers and staff, relevant countrywide services to vulnerable people sustained for as long as needed". An upcoming study with active involvement from across the Movement will provide numerous examples of how National Societies navigate this process in contexts affected by fragility, conflict and violence.

A member of a Philippine Red Cross assessment team in Iligan City, on the north coast of Mindanao. Six days on from Typhoon Washi, the needs of many of those affected are still to be met. Assessments like this allow the Red Cross to deliver what is needed, to where it is needed the most. © Philippines Red Cross

term priorities. This is especially relevant to protracted crisis situations when the population is provided with short-term assistance over several years and might be negatively influenced by funding decisions and donor priorities.

We are often put in a difficult position when operating in areas of limited government control or where the government is a party to the conflict. In places without a functional central government, we may face challenges of identifying legitimate actors and institutions to engage with and may raise practical and moral concerns regarding the need to engage directly or indirectly with armed groups and illegitimate government officials that control or influence an area.

The ICRC's Institutional Framework for Accountability to Affected People provides guidance on how to approach different kinds of dilemmas related to the Fundamental Principles, including in the context of operations, *do no harm*, resource allocation, representation, professional judgement, international humanitarian law and strategic trade-offs (ICRC, 2019).

Often there are no easy answers. We need to translate the Principles to their specific context to ensure the aligned understanding and code of conduct of the whole organization. That way, we can ensure that our decisions are guided by the needs and perspectives of the people we serve, and that we are transparent in the reasoning behind certain choices. Colleagues in a dual role as staff/volunteers and community members may particularly struggle with such dilemmas as emergencies are, both literally and figuratively, happening very close to home. They may need additional support and guidance.

Trees planted near the bank of the Niger River in Kalani village, Mali help stabilize the dunes. © Leonard Pongo/Noor

FURTHER READING 4. HUMANITARIAN–DEVELOPMENT–PEACE NEXUS

FCV settings can affect communities in many ways, as outlined in Foundation 3. Strengthening community resilience can, therefore, require a range of different actors, to ensure that we are addressing root causes of vulnerability and risk and provide the support needed in both the short- and long-term. Humanitarian action, development programmes and peacebuilding initiatives often happen at the same time in the same area, implemented by different organizations and in collaboration with different local actors.

The concept of the humanitarian–development–peace (HDP) nexus reflects the necessity to coordinate and integrate such efforts to ensure effective and sustainable assistance for communities. This includes both programmatic and structural adjustments to our ways of working and our organizations, as well as the development of inter-agency mechanisms that dismantle barriers between the three sectors. The HDP nexus or 'triple nexus' aligns well with the mandate to alleviate human suffering, protect life and health, and uphold human dignity, particularly in fragile, conflict-affected and disaster-prone settings.

Learn more about the HDP nexus and its implications for our operations in this discussion paper by Oxfam International, which reflects on challenges and opportunities and highlights practical examples from Oxfam's confederation of organizations.

Example Mali: The Triple Nexus in Mali: Coordination, Securitisation and Blurred Lines

Example South Sudan: Triple Nexus in South Sudan: Learning from Local Opportunities; The Triple Nexus, Localization, and Local Faith Actors: The intersections between faith, humanitarian response, development, and peace.

SAFEGUARDING

The IFRC's safeguarding policies (Further reading 5) aim to protect and ensure the well-being of all individuals interacting with its services, with a strong focus on preventing abuse, exploitation and harm. These policies emphasize a zero-tolerance approach towards any form of abuse or exploitation, applicable to all IFRC staff, volunteers and partners. Safeguarding measures include stringent recruitment practices, comprehensive training programmes and robust reporting and response mechanisms to handle allegations of misconduct effectively. Safeguarding in the IFRC specifically refers to the prevention of and protection against sexual exploitation and abuse and child safeguarding, ensuring the organization's actions do not harm children or adults, nor expose them to abuse or exploitation.

Guiding principles underpinning the IFRC's safeguarding policy include respect for human dignity, integrity, accountability and transparency. The IFRC's safeguarding approach also follows the principle of *do no harm*, which is fundamental to all its operations and interactions.

In practice, the IFRC implements its safeguarding policy through numerous initiatives, such as community awareness programmes, partnerships with local organizations and the integration of safeguarding principles into all aspects of programme design and delivery. This holistic approach ensures that safeguarding is not merely a policy on paper but a lived reality that protects and empowers those served by the IFRC's humanitarian efforts. The IFRC's Global Safeguarding Action Plan (2022–2025) outlines specific actions and tools to support the implementation of safeguarding measures, ensuring continuous improvement and adherence to international standards.

FURTHER READING 5. KEY DOCUMENTS ON IFRC'S SAFEGUARDING POLICIES

The IFRC's commitment to safeguarding is reinforced through various statutory resolutions, pledges, strategies and policies. Key documents include the IFRC Strategy 2030; the International Conference Resolution on Sexual and Gender-Based Violence (2015; 2019); the IFRC Staff Code of Conduct; the Policy on Prevention and Response to Sexual Exploitation and Abuse; the Child Safeguarding Policy; and forthcoming policies on gender and diversity as well as harassment and discrimination. These documents collectively establish a comprehensive framework for safeguarding within the IFRC, promoting a culture of safety and respect across all levels of the organization.

In Honduras, three million people have been directly affected by Hurricane Eta, quickly followed by Hurricane Iota. More than 57,000 of them have been evacuated and 11,000 are in 170 shelters. © Honduran Red Cross

FOUNDATION 5: GENERAL PRINCIPLES OF OUR WORK IN FCV CONTEXTS: REMAINING SENSITIVE AND ALERT TO CHANGING CONTEXTS

IN BRIEF: Disaster risk reduction does not exist in a vacuum, but within a complex context that affects our programming and is, in turn, affected by it. We need to be aware of and continuously monitor such interactions between our work and the wider context in which we are operating. The fundamental aim to *do no harm* in our interventions leads us to consider possible unintended negative consequences of our programmes and operations for affected populations, staff and volunteers.

Conflict sensitivity goes a step further: it is not only about how to minimize negative side effects, but also about how to maximize the potential for wider positive impacts from our programming – for example, by contributing to social cohesion and better governance through DRR activities. Conflict sensitivity is important in any DRR programming. However, it is absolutely essential in FCV settings, as ongoing hostilities, explosive social and political tensions, and the loss of social cohesion increase the risk of negative effects. Conflict-sensitive and inclusive DRR programming can reduce risks related to FCV and improve social cohesion by bringing communities together with the shared aim of increasing their own resilience to disasters. Where programming specifically addresses drivers of conflict and fragility among communities, it may even contribute to local peacebuilding.

KEY MESSAGE: The most important elements which should always be at the core of our work in FCV contexts are:

1. safety and security, supported by the dissemination of the Fundamental Principles, our role and the emblem
2. conflict sensitivity, built on a thorough understanding of the context and dynamics
3. meaningful stakeholder coordination and community engagement
4. continuous monitoring
5. preparations for adaptive and remote management
6. anticipating challenges and planning with worst-case scenarios
7. establishing mitigation measures and contingency plans.

FURTHER READING 6. CONFLICT SENSITIVITY ACROSS PROGRAMMING CYCLES AND IN EMERGENCY RESPONSE

A wide range of organizations have developed guidance on conflict sensitivity across programming cycles, in emergency response as well as in disaster risk reduction. The following is a selection of resources for optional further reading:

- CDA: Do No Harm: A Brief Introduction from CDA
- Conflict Sensitivity Consortium 'How To' guide
- WFP guidance note on Conflict Analysis and Conflict Sensitivity Risk Assessment
- FAO Programme Clinic on Designing Conflict-Sensitive Interventions
- UNDP Guidance on Post-Disaster Needs Assessment in Conflict Situations

While aiming for specific impacts of our programming, we need to always be mindful as to how local communities perceive our organization, our procedures and our programmes. This can include professional and personal affiliations, partnerships and identities. Are we seen as a neutral organization that is here to help, or might partnerships with some local actors jeopardize our role? Do we encourage meaningful community participation that is inclusive and representative of the diverse perspectives within the community? Conflict sensitivity is therefore closely linked to **trust-building and acceptance**, which are crucial for safe access.

In FCV settings, we often find a complex net of relationships, interactions and potential societal fault lines between different societal groups, conflict parties or communities. Such dynamics are often closely linked to the root causes of fragility, conflict or violence, and can stretch across different levels. Where we are caught unaware, our programming could exacerbate existing tensions beyond the specific community we are working in. For example, supporting cohesion *within* a community may inadvertently and indirectly contribute to worsening relations *between* communities or between the community and the central government.

Conflict analysis helps us to make sense of such dynamics and should always inform our programme design and implementation. It is important to remember that while we are talking about 'conflict analysis' here, we are not only looking at existing conflict, but also at current and potential future tensions and the forces that can divide communities or bring them together. In the Movement, the Better Programming Initiative provides guidance on conflict-sensitive programming, including various tools on conflict analysis. ICRC refers to the same process as context risk assessment in its Safer Access Framework (SAF) (Resource 6).

In addition, FCV contexts change over time, sometimes rapidly; and, often, unpredictably. Conflict sensitivity is therefore a **continuous process**, not a one-time exercise. Existing programming needs to be adjusted as contexts change.

Beyond the realm of DRR programming, we can also think about conflict sensitivity in the institutional set-up of our organization itself. The example of the Yemen Red Crescent Society shows how conflict sensitivity can inform both the governance arrangements and the operations of an organization working in a fragmented societal context (Case study 3).

Community engagement is at the heart of DRR in the Movement. The IFRC's Guide to Community Engagement and Accountability outlines the five key reasons to engage with communities across all programming:

1. to understand the community context and needs
2. for better, more effective programmes and operations
3. to build trust, access and acceptance with communities
4. to strengthen community ownership and resilience
5. to uphold our own commitments and accountability to communities.

These points connect directly to issues of conflict sensitivity as well. By engaging with communities throughout the design, implementation and evaluation of our DRR programmes, we can ensure that conflict analyses are inclusive; capture relevant sensitivities and pre-existing, latent and/or former tensions within or between communities; and that activities are socio-culturally appropriate and contribute to building trust and acceptance with community members. A crucial point for community engagement in support of conflict-sensitive programming is the definition of selection criteria and targeting for upcoming activities (Further reading 7). Bringing community members together in collective DRR activities can by itself be a connecting factor or opportunity for local peacebuilding as well.

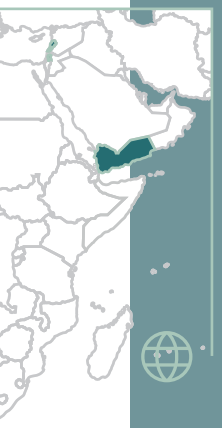
A Hong Kong Red Cross member teaching local health workers as part of a community-based health activity for 20 barangays in Daanbantayan. Dr. Kevin Hung from the Hong Kong Red Cross, conducts assessment to identify the health needs of each barangay. © IFRC/JRCS

FURTHER READING 7. COMMUNITY ENGAGEMENT AND ACCOUNTABILITY TO THE POPULATION IN DRR

Community engagement and accountability towards the populations we serve are key elements of our humanitarian work, whether they are directly related to DRR and strengthening community resilience, or of a more general nature. Review the following guidance documents and toolkits for further information on the topic within the Movement and beyond:

- IFRC Guide to Community Engagement and Accountability
- IFRC Community Engagement and Accountability Toolkit
- ICRC Accountability to Affected People Institutional Framework
- FAO Guidance note: Community Engagement in Anticipatory Action

CASE STUDY 3.
CONFLICT-SENSITIVE DRR IN A FRAGMENTED COUNTRY



Recurring conflicts and the growing influence of local groups, such as political parties, resistance forces and tribes, have fragmented Yemen over the past decades. Throughout varying administrative divisions, the Yemen Red Crescent Society (YRCS) has served all governorates of the country for more than half a century. Established in the so-called 'southern part' in 1968 and the so-called 'northern part' in 1970, the YRCS merged in October 1993 to become one National Society. To address challenges to DRR across such fragmented territories and promote inclusive, conflict-sensitive programming, the YRCS has honed an approach that harmonizes centralized and decentralized ways of working adapted to the intricacies of its work contexts.

INSTITUTIONAL-LEVEL STRATEGIES

North-south representation at governance level:

The YRCS strives for balanced representation from both the northern and southern parts of Yemen within its Governance Board. This inclusive approach fosters unity within the organization and helps mitigate interpersonal tensions arising from the country's fragmentation. By providing a platform where representatives with diverse perspectives, political viewpoints and power affiliations can engage in dialogue, the YRCS promotes cohesion and strategic collaboration. Although regional origins continue to influence and challenge cohesion at the central level, the diverse representation within the Governance Board plays a critical role in bridging gaps and reducing tensions.

Addressing power and conflict dynamics at the local level:

YRCS branches possess deep insights into the historical trajectories, social contexts and political agendas of local actors. Empowering these branches to manage local power and conflict dynamics significantly enhances the National Society's ability to adapt its programming to the intricacies of different regions.

YRCS volunteers continue carrying out an anti-cholera campaign. Volunteers are assigned in mixed-gender teams and responsible for around 20 households
© IFRC/EPA

This localized approach allows the YRCS to address the unique challenges and sensitivities of each area, thereby enhancing the effectiveness and relevance of its DRR initiatives.

OPERATIONAL-LEVEL STRATEGIES

Adopting community-based programme approaches:

The stark differences in local contexts within Yemen necessitate programme approaches that are highly localized and adapted to the unique cultural, social and political landscapes of each area. The YRCS's community-based strategies are designed to involve community members actively, ensuring that programme interventions are both relevant and effective. By incorporating local customs, recognizing governance actors and addressing the degrees of conflict and existing tensions among different groups, the YRCS's programmes are better equipped to meet the specific needs of communities. This participatory approach not only enhances the practical adaptations required, but also fosters a sense of ownership and cooperation among community members

Building trust and acceptance of YRCS volunteers:

Trust and acceptance are crucial for the success of the YRCS's initiatives. Through consistent and transparent external communication, the YRCS has established itself as a trusted organization within Yemeni communities. The National Society boasts a robust volunteer base across its 22 branches, with volunteers who are directly connected to the communities they serve. Typically, one male and one female volunteer are responsible for every 20 households. These volunteers play a key role in the selection of new staff or volunteers, ensuring that individuals' backgrounds – whether political, tribal or religious – do not hinder their ability to work effectively with community leaders and members. This careful selection process helps maintain harmonious working relationships and reinforces the community's trust in the YRCS.

CONCLUSION

- In a country as fragmented as Yemen, the YRCS has demonstrated remarkable resilience and adaptability in implementing conflict-sensitive DRR strategies. By balancing centralized and decentralized approaches, the YRCS effectively addresses the unique challenges posed by the country's diverse social, political and cultural landscapes.
- At the institutional level, the YRCS's commitment to North-South representation within its Governance Board promotes unity and strategic collaboration, bridging gaps and reducing tensions. Empowering local branches to manage power and conflict dynamics further enhances the Society's ability to adapt its programming to the intricacies of different regions.
- Operationally, the YRCS's adoption of community-based programme approaches ensures that interventions are culturally relevant and locally accepted. The organization's strong volunteer base, built on trust and transparency, plays a crucial role in maintaining harmonious relationships with community members and leaders, thereby facilitating effective DRR initiatives.
- The YRCS's dual approach not only addresses immediate DRR needs but also fosters long-term community resilience and cohesion. As Yemen continues to face ongoing conflicts and fragmentation, the YRCS's strategies serve as a model for other organizations implementing inclusive and conflict-sensitive programming in similarly complex environments.

This case study is based on interviews with YRCS staff. Learn more about the YRCS's work in its case study in the forthcoming publication on National Society development in complex, fragile and conflict-affecte d environments (American Red Cross *et al*., forthcoming).

Volunteers from the YRCS travelling in rural areas
© Yemen Red Crescent Society / German Red Cross.

FOLLOWING THE ROAD MAP TO COMMUNITY RESILIENCE IN FCV SETTINGS

The following chapters of this handbook follow the IFRC's Road Map to Community Resilience, which guides users through the process of strengthening community resilience (Figure 3). The Road Map comprises four stages, on which the following chapters of this handbook are based:

1. Engage and connect
2. Understand risk and resilience
3. Take action to strengthen resilience
4. Learn

Each of the following four chapters begins with a summary of the respective stage, before outlining relevant considerations for FCV settings across the stage and highlighting implications for specific steps of the Road Map to Community Resilience where applicable. The general recommendations should be contextualized by practitioners for the specific focus area, based on the context analysis and contextual understanding.

A core element of the Road Map to Community Resilience is the participatory risk analysis via the Enhanced Vulnerability and Capacity Assessment (EVCA) framework. Throughout the following chapters, different tools of the EVCA toolkit will be introduced, alongside relevant adjustments to FCV settings, allowing staff and volunteers within the Movement to continue using familiar tools and frameworks when navigating FCV-related challenges.

Even though the Road Map looks like a linear process, we know from our experience in FCV settings that there are no linear processes and that we will have to jump back and forth between stages and steps as we re-evaluate the operating context and engage with different segments of society throughout the process.

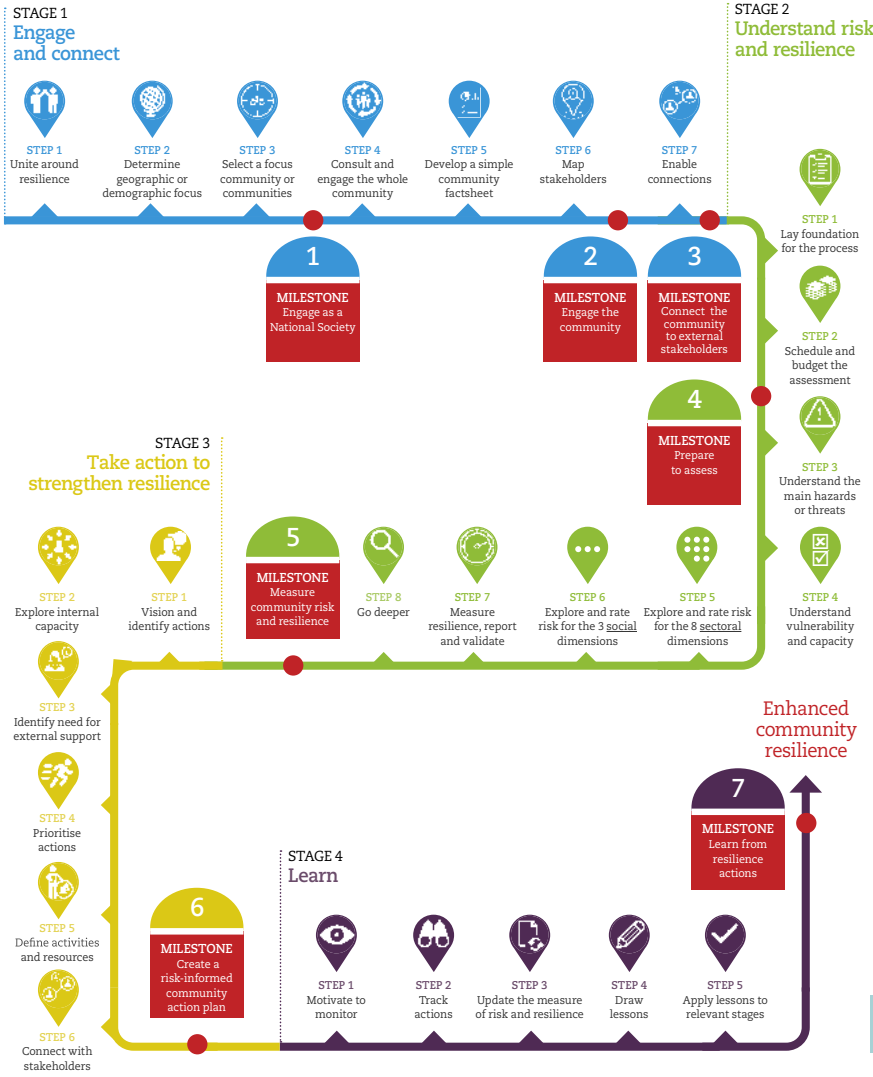


FIGURE 3. The IFRC's Road Map to Community Resilience

STAGE 1: ENGAGE AND CONNECT

IN BRIEF: Stage 1 (Figure 4) sets the scene for engaging and connecting – if not already done, the organization should unite around the goal of resilience, develop a shared understanding amongst different units and make a commitment to resilience programming that is underpinned by a team and resources (step 1). Then, we decide on the broad geographic or demographic priority focus (step 2) and select focus communities to work with (step 3). As a next step, we consult and engage the whole community (step 4) and develop a simple community factsheet for each community (step 5). You conclude this stage by mapping stakeholders (step 6) and enabling connections between communities and stakeholders (step 7).

Stage 1 is crucial in FCV settings, as we lay the foundation to conduct DRR effectively and safely in an FCV setting. This needs to include:

- evaluating the capacities and acceptance of the National Society
- understanding the conflict context and stakeholders
- engaging according to the Fundamental Principles as well as a strict adherence to *do no harm* and conflict-sensitive programming (Foundation 5).

FIGURE 4. Stage 1 of the Road Map to Community Resilience

At the end of Stage 1, you will have agreed to work on strengthening community resilience, selected one or several communities as your focus, and gained initial insights and connections around these communities. This is the starting point for trust-building and community engagement. However, it can take a long time to build a trustful relationship with the community. If any incidents, conflicts or tensions arise later on, it is important to return to Stage 1 and re-assess the conflict context, stakeholder engagement and coordination processes.

1.1 CONSIDERING OUR OWN CAPACITY FOR DRR IN FCV

Designing and implementing DRR programming in FCV settings is a complex endeavour. Before we look into specific programming, such as engaging in a new community or upscaling an existing project to a new area, we need to consider whether we are ready to work in FCV-affected areas. Different tools are available within the Movement to assess and strengthen the capacity of a National Society, its connection to other components of the Movement and its access to and acceptance in the areas it seeks to operate in.

The IFRC's **National Society Preparedness for Effective Response Framework (PER)** approach provides structure and procedures for National Societies to systematically strengthen ways of working and ensure their programming is efficient, timely, appropriate, well-coordinated and effective (Resource 2). It enables National Societies to prioritize and identify strategic actions to improve the ability to deliver and support coordination and collaboration internally, across the Movement and with external actors.

The ICRC's **Safer Access Framework (SAF)** is designed to enhance the acceptance, security and access of National Societies in sensitive and insecure contexts and is inextricably linked to the Fundamental Principles (Resource 3). It is an operational approach consisting of a series of actions and measures to be taken in advance of and during a response, to position and prepare National Societies. This approach should be integrated into National Society policies, strategic planning, structures, systems, programmes and practice. It requires strong coordination between National Societies and the Movement.

Lastly, the **Strengthening Movement Coordination and Cooperation (SMCC)** toolkit is used in large-scale emergencies and could facilitate the Movement's work in complex FCV settings with the presence of many partners (Resource 4). Movement coordination tools and structures, such as mini-summits, joint statements and Movement operational coordination platforms, might be helpful. Special attention is paid to international humanitarian law and the Fundamental Principles, which are also closely connected to a Movement communication plan, including humanitarian diplomacy guidelines and key messages when engaging with different actors.

RESOURCE 2.
INSTITUTIONAL PREPAREDNESS FOR EFFECTIVE RESPONSE (PER) CAPACITIES IN FCV SETTINGS

National Societies need to address two primary questions when using the PER approach (IFRC Go platform) to assess and determine DRR feasibility in FCV contexts:

1. Which PER mechanism components match contextual specificities?
2. How should the PER analysis be shaped so that it informs proper decision-making to engage on DRR in the FCV context, specific to the National Society?

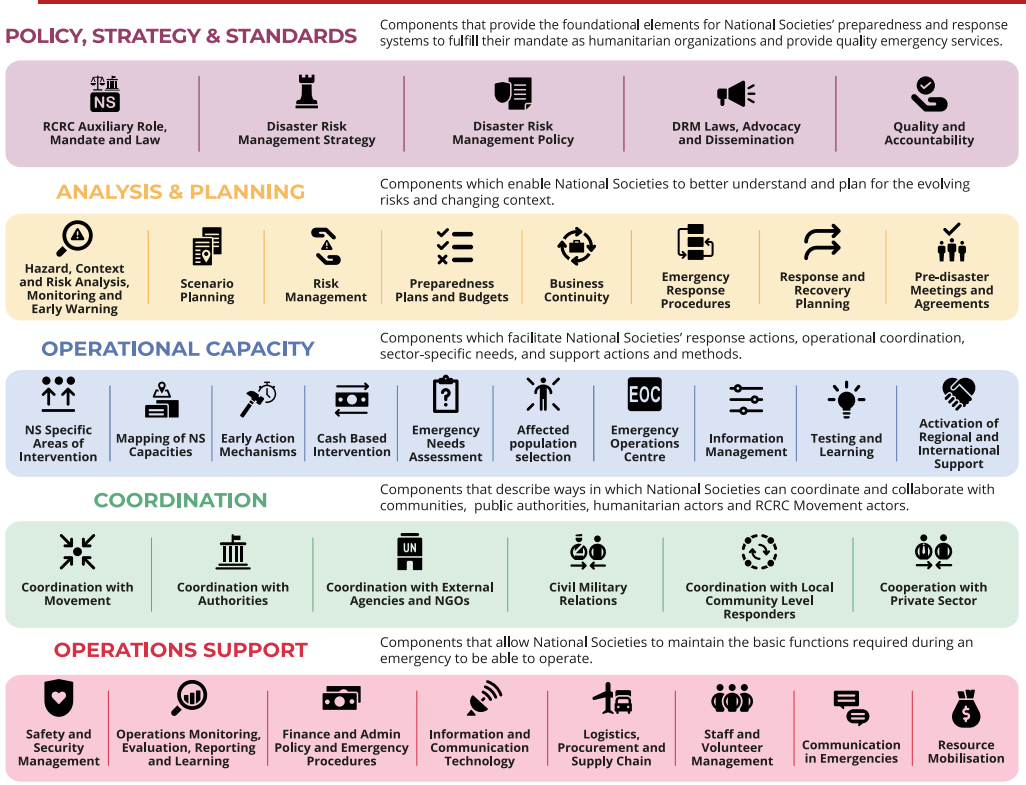
In FCV contexts, identifying feasibility and designing DRR programme levels and scales start with a robust analysis of the National Society's institutional preparedness and response capacities. Considering that the PER approach is adjustable, scalable and can be adapted to changing risk landscapes and needs of affected populations, PER results may give an indication of the level and scale to which DRR programmes can be designed and implemented.

As a guiding framework, the IFRC National Society Preparedness Framework[1] provides the National Society with a common, integrated, multi-hazard understanding of prioritized capacity-strengthening initiatives at different points of the disaster risk management continuum. While it offers theoretical guidance,

1 Version as of August 2022

concrete guidance is also outlined through the Preparedness for Effective Response (PER) mechanism.

If the operating environment is currently an ongoing emergency operation (e.g., high intensity conflict or violence, protracted crises or complex emergencies), the National Society can opt for PER in Emergencies. This aims to enhance preparedness and response capacities for operational efficiency and adherence to *do no harm* principles. The National Society can make use of: a) a readiness check, before an imminent response or a rapid response capacity check during response, to meet additional needs for protracted crisis; b) ways to address operational challenges; c) applications with surge mechanisms; and d) methods of capturing operational lessons. If operations are restricted in specific geographic scopes (e.g., access limited only to certain branches), this can indicate that DRR programmes will likely be feasible at a smaller scale and/or possibly limited to DRR mainstreaming into sectoral response activities.



If the operating environment allows for mid- to long-term institutional preparedness initiatives (e.g., moderate to low intensity conflict and violence or fragility), the National Society can make use of the full PER process that revisits the relevance of programmes and services in their context, identifies strengths and gaps, prioritizes topics to inform preparedness plans and takes action monitored over a period of time. Being able to organize the full PER process and develop an organization-wide PER Plan of Action suggests that DRR programmes on mid- to long-term prevention, mitigation and preparedness may be feasible at the national, local and community levels and at a relatively wider geographic scope in FCV contexts.

Learn more about how National Societies in the Middle East North Africa region prepare for effective response and reflect on lessons learned from earlier operations to improve their readiness.

Find specific FCV considerations for different areas of the PER approach, as well as guiding questions for relevant areas and benchmarks, in Annex 2.

RESOURCE 3. SAFER ACCESS FRAMEWORK

The framework aids the development of safer access through eight different elements:

1. Context and risk assessment for a clear understanding of the operational environment (Toolbox I);
2. Sound legal and policy base from which to carry out the humanitarian mandate in conformity with Movement partners' policies, IHL and domestic legislation (Toolbox II);
3. Building acceptance of the organization among key stakeholders (Toolbox III);

TABLE 1: THE EIGHT ELEMENTS OF THE SAFER ACCESS FRAMEWORK

I	**Context and risk assessment**	National Societies have a clear understanding of the interlinked political, social, cultural and economic aspects of the evolving operational environment and the inherent risks, which forms the basis for preventing and managing those risks.
II	**Legal and policy base**	National Societies have sound legal and statutory instruments and develop policies that provide a basis from which to carry out their humanitarian mandate and roles in conformity with Movement policies, international humanitarian law and domestic legislation.
III	**Acceptance of the organization**	National Societies have attained a high degree of acceptance among key stakeholders by providing relevant, context-sensitive humanitarian assistance and protection for people and communities in a manner consistent with the Fundamental Principles and other Movement policies.
IV	**Acceptance of the individual**	Staff and volunteers have attained a high degree of acceptance among key stakeholders by working in a manner consistent with the Fundamental Principles and other Movement policies.
V	**Identification**	National Societies take all necessary steps to protect and promote the organization's visual identity and that of its staff and volunteers.
VI	**Internal communication and coordination**	National Societies implement well-developed internal communication and coordination strategies and mechanisms, which enhance coordination with other Movement components.
VII	**External communication and coordination**	National Societies implement well-developed external communication and coordination strategies and mechanisms, which enhance coordination with external actors.
VIII	**Operational security risk management**	National Societies assume responsibility and accountability for the safety and security of staff and volunteers by developing and implementing an operational security risk management system and structure.

4. Building acceptance of individual staff and volunteers through conduct in accordance with Fundamental Principles (Toolbox IV);
5. Proper protection and promotion of the organization's visual identity (Toolbox V);
6. Implementing internal communication and coordination mechanisms (Toolbox VI);
7. Implementing external communication and coordination strategies (Toolbox VII);
8. Developing and implementing an operational security risk management system and structure (Toolbox VIII).

Find key publications and resources on the Safer Access Framework via the ICRC website. The SAF Quick Reference Chart provides an overview of crucial actions and measures on each element; the SAF Assessment and Planning Tool supports the implementation of the framework. Annex 1 provides further elaboration on FCV considerations for each of the eight elements.

Participants of a dissemination session to armed forces at the Escuela de formación de soldados profesionales in Nilo, Colombia. © ICRC/Witold Krassowski

Capacity-building is key to safely and efficiently working in FCV settings. If an initial assessment shows that the National Society currently does not have the capacity or cohesion to conduct programming effectively, safely and inclusively, the focus should be on building those capacities first. It is recommended to start with the tool or framework that the National Society is already most familiar with, such as PER, SAF or SMCC. Other priority capacity gaps can then be addressed using the other existing tools or frameworks afterwards.

In addition, staff and volunteers should be well trained in both soft skills and technical skills to navigate FCV settings in facilitation, mediation, negotiation and **humanitarian diplomacy**. High staff turnover in the humanitarian sector, particularly in FCV settings, can undermine staff capacity, the continuation of skills and capacities development, and the transfer of technical knowledge, as well as trusting relationships within the organization and with the communities we serve. The Centre of Competence for Humanitarian Negotiations is a good resource when it comes to negotiation skills for humanitarian purposes in frontline contexts. Basic elements can be incorporated within training courses on facilitation and learning pathways for key staff and volunteers (Case study 4).

Community-based DRR is just one entry level for DRR programming. The programmatic decision to focus at the community level is linked to a number of **enabling and hindering factors for community-based DRR**. It depends on external factors linked to the overall context, including FCV dynamics, and on internal factors linked to the position and capacity of the National Society and the Movement at large. DRR programming can also be at household, camp, branch or chapter, national or transboundary level. For example, IFRC supports National Societies to engage at national level and advocate for disaster law, policies and plans and their implementation in line with its Disaster Risk Governance Guidelines.

In 2017, in a first-of-its-kind approach in coordination, IFRC and ICRC came together to support the South Sudan Red Cross in responding to the critical needs of the most vulnerable, here by distributing non-food items in Aweil East. © IFRC/Corrie Butler

RESOURCE 4. STRENGTHENING MOVEMENT COORDINATION AND COOPERATION (SMCC) TOOLKIT

The SMCC initiative aims to enhance coordination and cooperation between Movement components. It focuses on a clear definition of the role and mandates of the Movement components; consistent data management and interoperability; coherent communication; and joint resource mobilization across the Movement.

The SMCC toolkit compiles guidelines, standard operating procedures and good practices across the Movement. It provides guidance on how to ensure coordinated and effective collaboration between the National Society and other Movement components, to best support the work of local actors and provide needed resources or capacities.

The SMCC toolkit contains a wide range of materials on the five stages of a Movement partners-wide response to an emergency:

1. Preparedness and National Society development
2. Emergency and immediate steps
3. Movement partners response to emergency
4. Communication and mobilization
5. Accountability and planning, monitoring, evaluation and reporting.

An update to align the SMCC toolkit with the Seville Agreement 2.0 is planned.

Table 2 provides an overview of key factors for community-level engagement, while a more elaborate list of factors can be found in Annex 3.

The Movement's forthcoming study on National Society development in complex, fragile and conflict-affected environments provides further insights on institutional development and capacity building on these issues at both headquarters and branch level, based on the experiences of the Ukrainian Red Cross Society (American Red Cross *et al*., forthcoming).

TABLE 2. External and internal factors that may influence the feasibility of community-based DRR

EXTERNAL FACTORS	INTERNAL FACTORS
■ Security ■ National Disaster Risk Governance and the role of the National Society ■ Multi-hazard risk context ■ Existing needs, gaps and capacities ■ Available local, national and international partners ■ Humanitarian space ■ Donors: funding and length of engagement ■ Financial / banking system ■ Windows of opportunity	■ Public perception and trust of the National Society ■ Capacities and systems of the National Society to manage insecurity, uncertainties, flexibility, compound risks ■ Programmatic approaches of the National Society and added value for the community ■ Clarity of roles and responsibilities in the Movement ■ Joint and coherent humanitarian diplomacy of the Movement

If it is possible to work at community level, we want to avoid over-promising and under-delivering. A thorough understanding of conflict dynamics is important to identify where and when DRR is likely to be feasible (or not). In contexts with an ongoing emergency operation, such as in areas of high intensity conflict or violence, DRR will likely only be feasible at a smaller scale or may be limited to mainstreaming DRR components into sectoral response activities (Foundation 2).

1.2 THE COMPLEXITY OF GEOGRAPHIC AND DEMOGRAPHIC FOCUS AND COMMUNITY SELECTION IN FCV

Ultimately, community-based DRR programming is centred in a specific **geographic location**. Note that countries or regions broadly defined as 'FCV contexts' can vary dramatically in terms of the frequency, intensity and character of FCV conditions. While one community may be relatively stable, another one may be in a much more complex and dynamic situation that requires different security capacities and considerations. Explore the availability of national risk analysis to identify geographic hotspots of compound risks to prioritize DRR programming (Foundation 2; Stage 2).

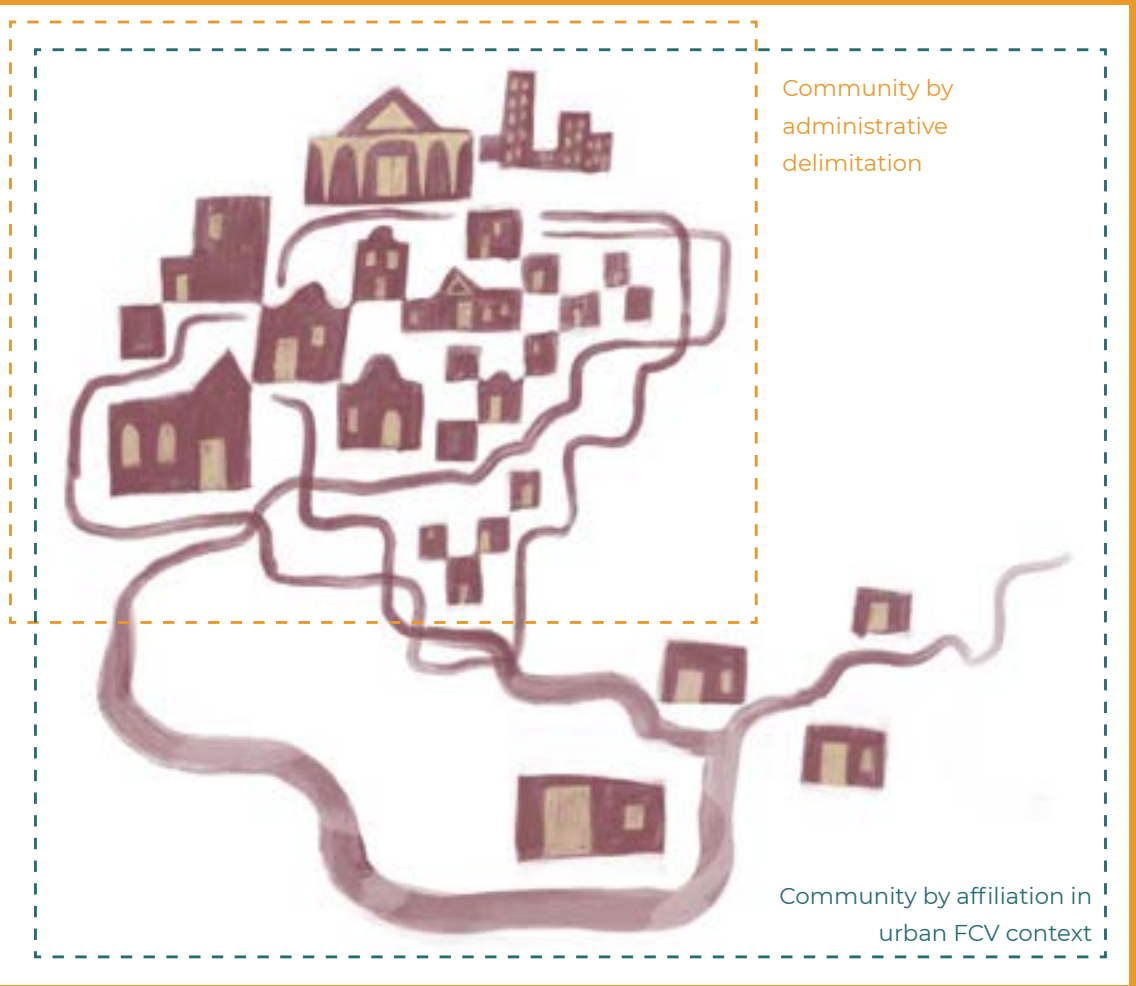
Communities are challenging to define in any setting, in part because they do not always correspond neatly with existing administrative lines or jurisdictional boundaries. This is even more problematic in FCV contexts, because the lines between communities may indicate opposing sides of a conflict (Further reading 8). Some boundaries, especially boundaries that put people in harm's way, may only be known to those in the community and may be partly defined by the presence of non-state armed groups. Communities can also be defined by their affiliation, identity or political perspective, even if they do not live in close geographic proximity. Communities of affiliation may be enclaved within another community's administrative boundaries, and others may be situated on the margins, such as the case with informal settlements and IDP camps. DRR managers will need to be sensitive to both formal and informal boundaries and be flexible with how they define and engage with communities to achieve resilience goals.

Women from Panameth village, South Sudan prepare the soil for planting a number of seeds, including pumpkin, okra, kale, amaranthus, jews mallow and onions. As "lead farmers", they received training in modern farming by Red Cross and the Ministry of Agriculture and have the important role of sharing what they learned with their neighbours and community. © IFRC/Corrie Butler

FURTHER READING 8. WHAT IS YOUR COMMUNITY?

Communities, as an entity, are at the centre of community-based DRR. However, communities are not always so clean cut and easily defined. How you identify and define the communities within your operational area will have a significant impact on your DRR programme design and implementation.

Community-based DRR approaches were traditionally developed to focus on rural contexts with stable governance. In these settings, the communities are generally seen as a group of people often living within the same area, sharing a similar culture and social structure, and sharing the same resources and broad interests. They are often perceived as forming a collective identity that selects their representatives or sets up community structures to engage with DRR processes.



This is particularly common in urban areas, where a diverse group of people live side by side. The community in a refugee or IDP camp is another example of a potentially disrupted social structure of an uprooted population group.

Notably, administrative boundaries often do not coincide with community boundaries as they are understood by members of the community themselves. Instead, communities may identify themselves via ethnic or cultural affiliation, and different communities may overlap in the same administrative area. In addition, administrative boundaries often do not reflect informal settlements, which are particularly common in urban areas.

Depending on the FCV characteristics, the social fabric that makes up a community might change, potentially deepening social fractures, changing power dynamics and exacerbating tendencies for division and exclusion.

A conflict-sensitive approach is required to ensure that community structures and selected representatives are truly representative and inclusive of the different segments of the community to avoid triggering or fuelling conflict.

In FCV settings, we may encounter an entire population in need of humanitarian support as well as specific populations or demographic groups facing particularly heightened risks. Recognize that even where needs are universally high, different demographic groups still face differential impacts and have different needs and resources available. Particularly vulnerable groups in FCV settings often include, but are not limited to:

- women- or youth-led households
- displaced persons
- marginalized social or ethnic groups
- people with disabilities
- the elderly
- children, including separated and unaccompanied children.

Generally, it is not recommended to take such decisions up-front without the participation of the community. IFRC's community engagement and accountability tools provide guidance (Resource 5).

While community acceptance is an ongoing process that we seek to continually strengthen, it is beneficial to build acceptance from existing relationships and a place of neutrality, impartiality and independence, depending on the context-specific interpretation of the Fundamental Principles. If this is not already in place, it may be necessary to build initial relationships with local partners that have already earned this broad trust and access. The Afghan Red Crescent Society (Case study 4) and the Somali Red Crescent Society (Case study 5) built trust through the selection of community volunteers.

If an area is controlled by armed actors, awareness of international humanitarian law can be helpful when implementing DRR. In coordination with the ICRC, key messages on the importance and opportunities for DRR in hazard-prone areas can be incorporated into international humanitarian law awareness and outreach sessions (Foundation 1; Foundation 2). This could include the connections between international humanitarian law and the effort to limit disaster impacts on the civilian population, including:

- taking reasonable action to minimize the impact of disasters on civilians
- ensuring that civilians seeking safety from disasters are not made the target of attacks when moving from one area to another
- protecting hydro-meteorological infrastructure from attacks to maintain forecasting capabilities in advance of disasters and shocks.

Once the interest in and acceptance of DRR programming is clearly formulated, we can carefully proceed with the following FCV considerations along the next stages and steps of the Road Map to Community Resilience. The Colombian Red Cross provides a useful example of how to engage with different non-state armed groups over issues of international humanitarian law and safe access (Learning from practice: Colombia).

Recovery team members from the Philippine Red Cross and IFRC hold a meeting with community leaders and elders to discuss which households are to receive recovery support in the village of Digongan in the municipality of Kitaotao, province of Bukidnon, in the aftermath of tropical storm Tembin in December 2017. © Perzues Jay Luna / IFRC

RESOURCE 5.
PARTICIPATORY APPROACHES TO SELECTION CRITERIA

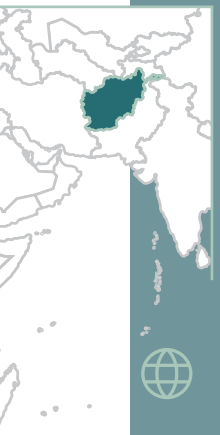
Community engagement in the definition of selection criteria and targeting of DRR activities is crucial to conflict sensitivity and for effective programming for **two key reasons**.

First, community members often have a better overview of vulnerability within their community and can assist us in identifying the most at-risk members of the community and beyond, to ensure that activities target those people most in need. **Second**, if community members are unaware of the selection criteria applied in our programming, it can lead to the perception that beneficiary selection is biased and harm our reputation with the community. This may affect the safety of staff and volunteers and can lead to tensions within the community as certain groups appear to be favoured over others.

The IFRC's Community Engagement and Accountability toolkit includes extensive guidance on how to engage with community members during the criteria selection and targeting processes (Tool 18: Participatory approaches to selection criteria).

Helping to bring relief to the most vulnerable, Afghan Red Crescent teams conduct community assessments ahead of food distributions in drought-hit Bayman Province, west of Kabul.. © IFRC/Meer Abdullah

CASE STUDY 4. SAFE ACCESS TO COMMUNITIES IN AFGHANISTAN



As one of the largest local humanitarian organizations able to reach certain parts of the country, the Afghan Red Crescent Society (ARCS) found itself subject to increased pressure. In previous years, ARCS had limited numbers of local personnel to respond to community needs in some hard to reach districts. Given the context, which includes a diverse array of ethnic groups, personnel from outside some communities were not always welcome to provide services. By supporting communities to recruit appropriately profiled volunteers and ensuring the thorough induction and guidance of those put forward by the community, ARCS has since created an extensive network of representatives and volunteers who are acceptable to people and communities to provide services for those in need. This community-centred recruitment approach is being used by many ARCS branches and is undertaken as a joint initiative with the communities they serve.

These processes include the following:

- Prior to the recruitment of volunteers, a community needs assessment is completed and the ARCS establishes, in consultation with the community, what services are needed and what capacity the community and ARCS have to provide them.
- The head of the ARCS branch engages the local community leaders in the recruitment of appropriately profiled volunteers to support the provision of services. Community leaders identify potential volunteers from the community and present them to the ARCS.
- The next step in the recruitment process is a meeting between community leaders, potential volunteers and ARCS branch representatives. During this meeting, the ARCS provides information about the Movement, its own mandate, role and services and the requirements of volunteering with the ARCS, including respect for and adherence to the Fundamental Principles and code of conduct. Through this discussion, potential volunteers and the ARCS branch representatives can assess the suitability and the capacity of each individual as an ARCS volunteer service provider for their community.

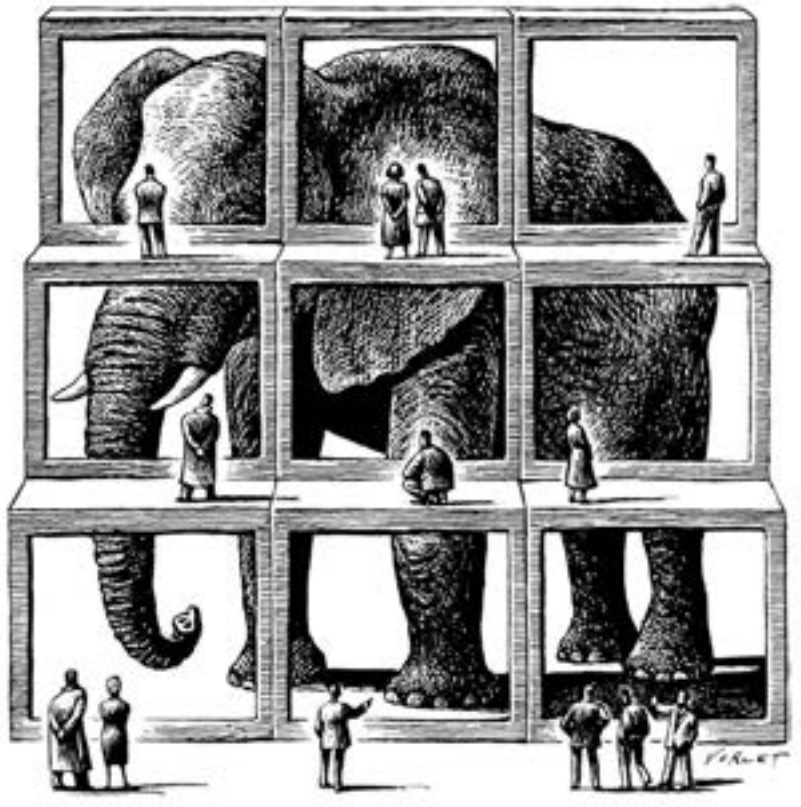
This case study is based on the ICRC's Safer Access in Action case study Afghanistan (2013) and information provided by the IFRC country delegation in 2024. Learn more about ARCS's work in its case study on Afghanistan for the forthcoming study on National Society development in complex, fragile and conflict-affected environments (American Red Cross *et al.*, forthcoming).

1.3 UNDERSTAND THE CONFLICT CONTEXT AND STAKEHOLDERS AS PART OF CONFLICT-SENSITIVE PROGRAMMING

Being accepted and trusted by communities is important for any community-based programming – for programmes in FCV contexts, it is indispensable. Taking a misstep, such as speaking with one group before speaking with another group, can inadvertently signal preference or seniority and undermine the perception of our organization as being neutral. At a later stage, a more detailed conflict analysis needs to be informed by local community members. However, we can already conduct a **first conflict analysis based on secondary data and information from within the Movement** to get an initial understanding of the situation and dynamics at play, to ensure that our initial engagement is conflict sensitive.

Starting points are simple conflict analysis tools like the conflict timeline or the conflict tree. We can go deeper and add missing information through other tools as we follow the stages and steps of the Road Map to Community Resilience (Resource 6). Each conflict analysis tool offers a specific perspective and added value to get a comprehensive understanding of the context. Think of the elephant in the picture: if we only look at one part of the elephant, we may not figure out it is an elephant we are looking at. We need a comprehensive understanding, through multiple tools, to interpret what we are seeing.

Historical information in a conflict timeline, for instance, may show whether violence is commonly concentrated in specific areas or spreading into broader geographic regions. It can also show whether there are specific actors known to engage in opportunistic violence during times of heightened fragility, how those actors have previously been engaged in violence and with what outcomes. In situations where we can identify the underlying driver(s) of cyclical violence – for example, with the help of the **seasonal calendar** tool in the EVCA – periods of heightened risk become more foreseeable and precautions can be taken.



If we discover through continuous monitoring that a community has experienced recent shifts in FCV dynamics, such as conflict escalation or a significant increase in fragility, it is important to go back or go deeper with the help of the conflict analysis tools to understand changing power dynamics. In such settings, a conflict-sensitive approach is of the utmost importance to avoid further deepening any societal divides. IDP camps are another example where conflict sensitivity is needed in light of potentially disrupted social structures and potentially traumatized population groups.

Community leaders can be a useful first point of contact to gather information on relevant community dynamics. However, community leaders may not always be immediately apparent, or different groups within a community may look towards and trust different leaders. Such leaders can, for example, be elected political figures, religious or spiritual leaders, or elders. Our engagement with them needs to be informed by preliminary context analysis, to ensure that apparent community leaders are truly representative and inclusive of the different segments of the community, to avoid triggering or fuelling conflict.

During the stakeholder analysis, we also consider the relationship between the stakeholders and the communities. Apparent gaps in governance, capacities and service provision by the government might be filled by traditional or new actors, including non-state armed groups, which is important to think about for DRR programming and the role of the different actors.

As shown in the case studies from Afghanistan and Somalia, acceptance of the organization is critical to the success and effectiveness of the DRR programme. Building **acceptance for the organization** through relevant, context specific and principled humanitarian

assistance and protection is an ongoing process that starts at the very early stages. There must be recognition and acceptance of the organization as well as the staff and volunteers that carry out the work and form relationships with community members. Ensuring individuals from the organization are accepted and conduct themselves appropriately is an important way to help the community feel safe and establish a positive environment to build sustainable DRR programmes. Developing trusting working relationships both within the National Society and with communities and stakeholders can be difficult and time-consuming but equally easy to lose. The Safer Access Framework provides guidance on building acceptance of both the organization as a whole (SAF Toolbox III) and of the staff and volunteers themselves (SAF Toolbox IV).

Access to and acceptance in certain places might be restricted to specific identity groups, and people with other identities or affiliations may become a target of violence. Each staff member or volunteer bears multiple identities and affiliations, be they ethnic, social, relationship, political, economic, religious or gender based, in addition to the red cross and red crescent emblems in the case of those working within the Movement. In contexts where tension and insecurity prevail, one or more of these additional identity factors may be linked to tensions or conflict and therefore have implications for how key stakeholders, including community members, perceive us in terms of our neutrality, impartiality or independence.

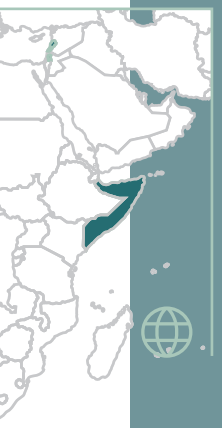
RESOURCE 6. CONFLICT ANALYSIS TOOLS

There are many ways to conduct an in-depth conflict analysis, with some examples from IFRC's Better Programming Initiative below. The important element when using any conflict analysis tool is to ensure that we take a close look at the conflict context, possible underlying dynamics and hidden motives. For a comprehensive conflict analysis, it makes sense to use multiple tools, as each of them focuses on a different element of the overall picture. For example, a Conflict Tree can help to unpack the root causes of conflict and identify underlying grievances that will need to be addressed in order to resolve the conflict. A Fears and Interests Analysis, in contrast, focuses on the characteristics and motivations of different stakeholders to help us understand their needs.

The following conflict analysis tools are part of the Better Programming Initiative and the associated e-learning programme as well as the ICRC's Safer Access Framework:

- **Conflict timeline:** To visualize historical information on conflicts and violence and provide insights on how violence has previously spread or been perpetrated.
- **Conflict tree:** To analyse the factors of a conflict, including structural/root causes, the core problem/conflict issues and the effects/symptoms of the conflict.
- **Conflict profile:** To identify social tensions, risks and violent conflicts in the area of our intervention, as well as their underlying key issues and dynamics.
- **Conflict matrix:** To provide a quick overview of the results of the analysis in identifying key conflict factors, sources of conflict, tensions and dynamics.
- **Actor mapping:** To get an overview of the actors (stakeholders) in the context, their relationships and how they influence the conflict.
- **Stakeholder analysis:** To dig deeper and analyse the key stakeholders' interest, motivation, fears and influence.
- **Dividers and connectors:** To identify elements in the intervention area that bring people together across lines of conflict/tensions (connecting elements, connectors) and elements that separate people (sources of tensions, dividers).
- **Fears and interests analysis:** To get a deeper understanding of the motivations of actors and to help people understand each other's perceptions.
- **Best-case and worst-case scenarios:** To imagine possible future scenarios that can inform strategic planning and preparedness.

CASE STUDY 5. BUILDING ON VOLUNTEERS' LOCAL KNOWLEDGE IN SOMALIA



Somalia suffers deeply from the effects of climate change, natural and human-induced hazards. Somaliland, located in the northern part of Somalia, has recently been subjected to severe drought, cyclones and flash floods. Five consecutive seasons of drought have led to food and health crises and have displaced thousands of people both internally and externally. Internal and external conflicts, including clan clashes over the control of resources, hostilities and other violent tensions have also increased population movement and demographic pressure in Somaliland.

For the Somali Red Crescent Society (SRCS), it is critical to involve volunteers who are familiar with the environment and existing actors. The volunteers know the community, are from the community and are knowledgeable about local actors and dynamics. As a first step prior to implementation, SRCS carries out **orientation sessions** with community members to present the project, rationale, timeline and goal to make sure there is a common understanding and the opportunity to ask questions. This increases communication and reduces the risk of misunderstanding around project objectives. It also boosts overall engagement. SRCS works mostly with **community volunteers** and very closely with **community elders**, who are often in informal leadership positions and trusted by the community. These leaders can facilitate access and acceptance. In **urban areas** and highly dense cities, there are usually more volunteers and greater mobility among those volunteers, so it can be the case that volunteers involved in a community are not from that community. In **rural areas** this is much less common, with **volunteers usually being from the community or a neighbouring area**.

Somali Red Crescent volunteers in Bossaso assist a Somali returnee who fled from the violence in Yemen, to reestablish contact with her husband. © ICRC/Mohamud Miraj

This case study is based on interviews with SRCS and the German Red Cross delegation in Somalia in 2022. Learn more about SRCS's work in its case study on Somalia for the forthcoming study on National Society development in complex, fragile and conflict-affected environments (American Red Cross *et al.*, forthcoming).

Visit to a mobile clinic of the Somali Red Crescent Society in the village of Doop, Sanaaq region. A SRCS volunteer is taking notes on reports from residents. The region has been suffering from drought and water shortages for two years. © A. Marrier d'Unienville / IFRC

1.4 IMPORTANCE OF COMMUNITY ENGAGEMENT, DATA PROTECTION AND PREPARATION FOR REMOTE MANAGEMENT

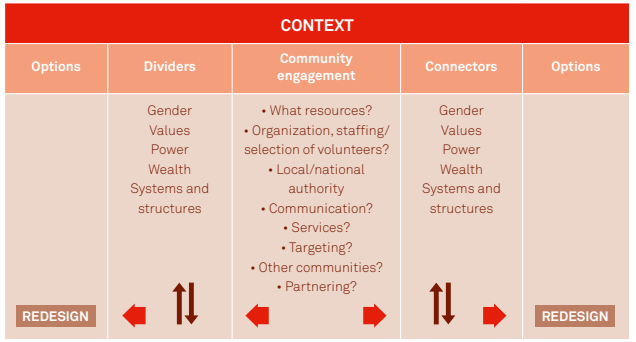
Consulting and engaging the community helps to gather information, build relationships and start setting priorities and goals together. A rigorous local **conflict analysis, continuous monitoring and systematic information management** are key to a safe operational environment for DRR programming. Conflict analysis should be an integral part of monitoring activities, feedback mechanisms and community engagement strategies to ensure that the information is comprehensive and up to date, especially given that the security conditions can change rapidly in FCV settings.

For community engagement, the Movement provides the following considerations (Annex 4 for more information on tools):

- IFRC's **Community Engagement and Accountability Toolkit**, which includes tools such as the communication channel matrix, questions to be integrated into surveys, and monitoring tools.
- IFRC minimum standards on **protection, gender and inclusion**, which cover:
  - **Protection:** The aim is to ensure the rights of individuals are respected and to preserve the safety, physical integrity and dignity of those affected by disasters or other emergencies and armed conflict or other situations of violence. For example, community listening sessions should take place in locations where it is safe for groups to congregate. In the absence of these assurances, community engagement may instead take place through door-to-door visits. Children's participation is particularly important as it nurtures hope and enables them to engage in decision-making processes and work for positive change. See also ICRC's Professional Standards for Protection Work and the Minimum Standards for Child Protection in Humanitarian Action by the Alliance for Child Protection in Humanitarian Action.
  - **Gender:** People of all genders must be consulted and engaged, which may require meeting places that are separate and/or facilitated by people who present the same gender identity. For gender identities that put people at risk, the organization will need to decide the most secure way to engage.
  - **Inclusion:** Actively reduce exclusion by creating an accessible environment where differences are embraced and promoted as strengths. We must attend to intersectional identities and how these map onto unique risk and resilience profiles within the community.

RESOURCE 7. CONNECTORS AND DIVIDERS

Connectors and dividers is a useful framework to consider the different factors, structures and actors that may play a role for conflict sensitivity and can influence positive or negative effects.

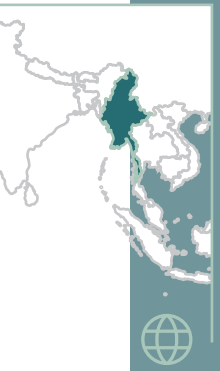


- Connectors represent opportunities for peace. They can build bridges across societal divisions and enhance local peacebuilding capacities by bringing people together.
- Dividers represent sources of tension in a community. They are accompanied by vested interests to maintain divisions and tensions in society, which can reinforce existing conflict and cause harm. They can also create situations that put community members, staff, volunteers and overall programming at risk.

The analysis of connectors and dividers in the local context is at the core of IFRC's Better Programming Initiative. Such connecting or dividing forces often include individual and group identities, gender, values, power and equality, wealth, and diverse life experiences, as well as the systems and structures that create or bridge social, economic and political differences between people. In essence, conflict-sensitive programming aims to strengthen connectors and to ameliorate – or at the least not reinforce – dividers.

The Myanmar Red Cross team holds a dissemination session for three communities in a village in Rakhine State: Rakhine, Muslim and Dinet. Before the monsoon season, the team will distribute double food rations, which consist of rice, salt, oil, sugar, tea and cereal. © ICRC/Hla Yamin Eain

CASE STUDY 6. THE MOVEMENT FRAMEWORK FOR ACTION IN MYANMAR



In the complex context of Rakhine State with high military presence and multiple disasters and conflict experiences, challenges in responding to the armed conflict include accessing affected areas, ensuring impartiality and addressing community concerns. To face this context, IFRC and ICRC both operate under an umbrella framework that delegates the administrative and communication leadership to the Myanmar Red Cross Society, thus, allowing for an effective coordination involving strategic decision-making and implementation. Some actions taken include:

- engagement with national, state and local authorities for securing access to affected areas
- ensuring humanitarian assistance aligns with the Fundamental Principles
- regular meetings with community leaders aimed to convey the impartial nature of the Red Cross' work and address community concerns.
- engagement with civil society organizations to enhance access and operational safety.

These coordinated approaches exemplify successful strategies in navigating challenges during the crisis response.

This case study is based on Myanmar Red Cross Society, IFRC and ICRC: Red Cross Movement Rakhine Operational Response (June 2018).

- Analysis of **connectors and dividers** (Resource 7): In FCV settings, be aware of factors that bring people together or divide them over their differences. Working at the intersection of disaster vulnerability and FCV can lead to DRR activities that focus on certain historically marginalized social groups over others, which can be perceived as biased programming.

When trust and acceptance are established and staff and volunteers feel safe, we can get additional information for more **in-depth conflict analysis**. Community members can be involved as sources of primary data; if possible, for example, through key interlocutor interviews and focus group sessions. By engaging with communities, we can ensure that conflict analyses are inclusive and capture relevant sensitivities as well as pre-existing, latent or former tensions within or between communities, and that activities are socio-culturally appropriate and contribute to building trust and acceptance with community members. A strong network of key local actors, such as community leaders, volunteers and partner organizations, is invaluable to monitoring contextual developments as it allows for the triangulation of information from different sources. Humanitarian cluster meetings can be useful sources of information and platforms to share knowledge with our counterparts.

As Stage 1 and 2 of the Road Map to Community Resilience include lots of **data collection and analysis**, let's focus on data for a moment.

Community members are experts within their own context, and we depend on them to inform us about key challenges and concerns as well as sources of strength, assets and the feasibility of DRR programming. Local information sources are therefore highly valuable. But we also need to be careful, especially in FCV settings. When using data from local and other external sources, reflect on the following points to gauge the trustworthiness of the information:

- Consider who collected data you are planning to use, for which project and in what context. Consider whether this might result in biased data.
- Try to assess the reliability of the existing data. Is the source trustworthy? Does the data make sense? Do you have other data sources that confirm the data?

- Be aware that in FCV contexts, the situation/reality on the ground might change quickly and data might become out of date.
- Consider how information from one source might differ from information from another source due to being on different sides of a conflict.

We need to take special precautions in FCV settings around steps like creating a community factsheet. We may need to make hard choices about data that we should not collect and take extra care of the data that we do collect in assessments and monitoring activities.

The ICRC, for example, applies **data protection** standards that preserve the integrity, confidentiality and availability of personal data, and respects the rights, freedoms and dignity of the individuals it interacts with and whose data it processes. The general and most important rules of thumb are:

- Do not collect data that is not actually needed.
- Do not collect data that could put people at risk if it were to be accessed by others.
- Keep data encrypted on password-protected devices and trusted servers but, even so, assume that it can and will be accessed by actors with ill-intent.
- Make sure that the aggregation of data does not allow anyone to track down a specific vulnerable individual or community.
- Train staff and volunteers in digital security in their professional work as well as in their personal lives (e.g., using social media) and increase their skills in avoiding spyware, phishing attacks and other threats to digital security and safety.
- Save the data on trusted servers. When sharing data and analyses take care to use safe servers and applications. Online tools are sometimes easy to use with great visualization options but might be easy to hack and data might be saved by the tool company in third countries.

Another consideration is **remote management**. In some cases, your team may not be able to work directly with the community in an continuous manner – for instance, where physical access is denied by armed actors. If we do not have direct access, we could decide to work with trusted intermediaries. If we decide to shift to remote management, it can take different forms depending on who gets to make important programming decisions:

- Remote control: Most decisions are made by international managers located apart from the programme, with a limited delegation of authority.
- Remote delegation: Partial or temporary delegation of authority to national or local staff at project sites, while other staff are in a separate location.
- Remote support: A strategy to transfer decision-making and authority gradually to national or local actors, while financial and strategic oversight is retained remotely.
- Remote partnership: Local actors maintain significant decision-making authority (Humanitarian Advisory Group, 2020).

Keep in mind that remote management does not legitimize a transfer of risks – if it is too dangerous for your team to operate in a given area, it is commonly too dangerous for anyone. Your National Society still bears the responsibility to ensure safe and secure working conditions for implementers. In some cases, the National Society may have invested in community disaster response teams or structures that provide access even when there are constraints on a broader scale. At all times, the National Society should assess what options may be available and practical.

1.5 ENTRY POINTS TO DRR PROGRAMMING

Different members of the community will have different interests and stakes in DRR. Stakeholder mapping provides an understanding of motivations, sources of influence and dynamics between actors and areas of control. Stakeholders can include actors within and outside of the community that have key interests and influence, such as major employers and businesses, associations (e.g., farming cooperatives, religious or cultural groups) and government agencies. When conducting stakeholder mapping, it is important to consider actors of influence who can help the National Society achieve the community resilience goals. During this process, identify likely levels of support for DRR by different actors and their centrality to the success and sustainability of such operations (1.3 Understand the conflict context and stakeholders).

As part of the stakeholder mapping, we reflect on the level of positive and negative interactions between these actors and identify those that might require special attention to ensure safety and security. We need to engage with supporters as well as those who may act as spoilers, but we may choose to engage with them strategically in different ways at different times. Not only does this directly impact our ability to implement, but our engagement with certain actors can also influence the behaviours of weapon-bearers or authorities. In FCV contexts, this could require formal or informal communication with the military, non-state armed groups, peace and development organizations, women's groups or religious leaders (Resource 3). National Societies, ICRC and IFRC must coordinate this engagement closely (Foundation 2).

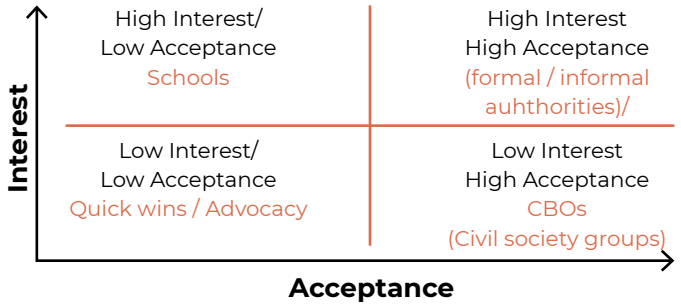
Once we have a good sense of the community, the conditions it faces and the stakeholders that shape our operating environment, we can start to identify **entry points** for DRR programming. We can start this process

Community-based disaster risk reduction at a school, led by the Lebanese Red Cross. © Oana Bara / GRC

by taking stock of existing National Society engagement through specific sectors. Health is, for example, often the starting point for engagement through first aid training and first responder teams which are active even during conflict. Community interest in actively engaging in DRR activities can also be compared with the community's acceptance of the Movement. This can help to further develop partnerships for resilience, supported by responding to the needs of the community (Resource 8).

Communities may not view DRR as an immediate priority, but rather as a long-term process that does not address their current needs. By connecting long-term DRR programming with short-term priorities, we can build acceptance of DRR programming and emphasize our focus on working with the community to address their needs. In this case, the entry point would be mainstreaming DRR into existing multi-sectoral programming or humanitarian response in FCV contexts and make use of existing structures. The examples of the Honduras Red Cross (Case study 2) and Bangladesh Red Crescent Society (Learning from practice: Bangladesh) showcase approaches to multi-sectoral DRR programming in FCV settings.

Readiness matrix



Corresponding suitable entry-point for DRR activities in the community

RESOURCE 8. ENTRY POINTS TO COMMUNITY-BASED DRR IN LEBANON

The Lebanese Red Cross (LRC) developed the Entry Point or Readiness Matrix based on its own experiences with community-based DRR across Lebanon to support the selection of activities in different communities. It helps to analyse a community's interest in DRR activities and the interest of local authorities to actively engage in DRR. Besides interest, the level of acceptance of the National Society with local authorities and communities is a decisive factor.

Both interest and acceptance in a community can be increased through advocacy and awareness-raising; for example, through the sharing of success stories from work in other communities to show the importance of engaging in DRR to strengthen the community's own resilience. With local authorities or municipalities, the National Society can explain how the engagement in community-based DRR can provide a privileged link to higher levels of government and give examples of how this is the case in other municipalities.

Alternatively, 'quick wins' can help to build trust and show the benefits of DRR programming within the community. Such actions include:

- training (e.g., first aid, fire safety) to staff from local authorities, community-based organizations and/or community members
- distribution of safety equipment (e.g., first aid kits, fire extinguishers) in schools, community-based organizations or offices of local authorities
- micro-projects that aim to mitigate a specific identified hazard within the community for a quick and tangible outcome.

Depending on the level of interest by local authorities and the communities, LRC's tool offers three options as entry points for community-based DRR activities:

- High interest of local authority: The most suitable point of entry in this case is working through the municipality.
- High interest of community and low interest of local authority: The most suitable point of entry in this scenario is working via community-based organizations and local civil society organizations.
- Low interest of community and low interest of local authority: The most suitable point of entry in this scenario is working through schools to build trust and interest.

Learn more about the work of the LRC in Learning from practice: Lebanon.

1.6 STEP BY STEP GUIDANCE THROUGH STAGE 1

Bringing the general considerations for FCV settings back to the specifics of the Road Map to Community Resilience, this section presents specific guidance and practical experiences along the seven steps and three milestones of the Road Map's Stage 1.

STEP 1: UNITE AROUND RESILIENCE

This step only starts once we have ensured that the enabling conditions are in place and that the National Society has the basic capacities and acceptance to conduct community-based DRR effectively, safely and inclusively. The basic question is: How can we as a National Society together strengthen community resilience in our context and which successful examples can we refer to and build upon?

CONSIDERATIONS IN FCV SETTINGS

In FCV settings, this should include the different components of the Movement with each of their specific mandates and capacities (Case study 6). It is crucial to reach out to other departments of the National Society beyond those directly involved in disaster risk management, as community-based experiences and activities are present in many services of the National Society in the country. These could offer unique information and learning from the specific FCV context and community. Health is often the most important entry point to an FCV-affected community and might be maintained during crises and conflicts as a key response pillar.

STEP 2: DETERMINE GEOGRAPHIC OR DEMOGRAPHIC FOCUS

At this point, we analyse where the community-based DRR programming is most needed and most impactful while considering conflict sensitivity.

CONSIDERATIONS IN FCV SETTINGS

It would be an added value if we can base our decision on a national multi-hazard risk analysis to better identify and prioritize geographic hotspots of compound risks (2.2 Compound risk analysis). Ideally, we will plan in some extra time to collect the additional information needed to make an informed decision. It could also be an added value to consider national, regional and international impacts of FCV dynamics based on peace and conflict analyses and potential future developments to decide where branches and communities should be strengthened as a priority of the National Society based on objective criteria.

As outlined above, even if we are aware of vulnerable groups in the specific contexts, the decision should be taken together with the community or a dedicated community committee (Resource 5; Foundation 3).

A Bangladesh Red Crescent Society volunteer teaches a class about cyclone preparedness and early warning flags to fellow migrants in a displacement camp in Cox's Bazar. © Brad Zerivitz/American Red Cross

STEP 3: SELECT A FOCUS COMMUNITY OR COMMUNITIES

After reaching agreement at National Society level, this is the first moment in the Road Map to Community Resilience where we reach out to external actors and communities to understand if our programming approach matches community interests and priorities.

CONSIDERATIONS IN FCV SETTINGS

Preparatory work includes conflict analysis (Resource 6) to understand the context of the specific community and identify key stakeholders' interest, acceptance, influence, relationship with each other and similarly important information for the success and sustainability of the community-based DRR programming. Information gaps can be filled during first conversations with the stakeholders.

This being the first step where we reach out to external actors, our preparatory work in analysing the context, facilitation skills and capacities in conflict sensitivity and participatory processes will be tested (Resource 5). It can be useful for a trusted and respected senior staff member or volunteer to start the conversation at the local level because we can easily do harm or close the door before finding the appropriate entry point for community-based DRR programming.

Additional selection criteria should be taken into consideration in FCV contexts such as:

- safety and security
- trust in the National Society
- capacity of the branch, staff and volunteers
- services which the National Society can offer
- access might be possible to neighbouring communities instead; pockets of development can be strengthened and prepared for FCV impact like population movement
- *Do no harm*: social cohesion can be strengthened if existing tensions / conflicts are not exacerbated by our decision(s); access, equal participation and empowerment should be facilitated sensitively.

MILESTONE: ENGAGE AS A NATIONAL SOCIETY

We will reach this milestone when we have achieved all of the steps before.

CONSIDERATIONS IN FCV SETTINGS

Building a trustful relationship with the community might be a difficult and lengthy process, might require more time than expected and can be easily lost in the case of non-conflict-sensitive behaviour. If the area is controlled by armed actors, knowledge of key aspects of international humanitarian law helps when implementing DRR (Further reading 2).

Practical experiences of National Societies with non-state armed groups are helpful learning from the Colombian Red Cross (Learning from practice: Colombia), the Afghan Red Crescent Society (Case study 4) and the Somali Red Crescent Society (Case study 5), which aim to strengthen trust-building through the specific process of selecting community volunteers. Though the challenge in urban areas and highly dense cities in Somalia is that there are usually more volunteers and greater mobility among those volunteers, so it can be the case that volunteers involved in a community are not from that community.

Somali Red Crescent Society volunteers prepare for first aid demonstrations as part of their training. These community volunteers share public health messages, like signs and symptoms of malnutrition in children and where to get treatment © Angela Hill/IFRC

STEP 4: CONSULT AND ENGAGE WITH THE WHOLE COMMUNITY

The question arises how best to engage the community instead of making it a top-down process. For this aspect, the formation of community-based groups such as community resilience teams or community-based DRR committees might be helpful to support access, design, planning, implementation and monitoring at the community level. Aspects of community engagement, inclusion and conflict sensitivity play a crucial role when asking: who should be part of the committee? Is there a pre-existing structure which could fulfill this role that is trusted by different groups in the community? If not, is there a way to extend representation to reflect the diversity of perspectives at community level?

CONSIDERATIONS IN FCV SETTINGS

During an orientation session, we must clearly communicate the Fundamental Principles and how our programming improves safety and wellbeing for all over the long-term. If selection criteria are pre-defined, we should communicate them transparently, although this transparency must be balanced with the imperative to safeguard people's security; for instance, by not publishing lists of beneficiaries and non-beneficiaries that could incite violence or threats of violence. This goes back to the need for **conflict-sensitive approaches**: the reality is that there may be a need to balance providing programming based on the level of need alongside the imperative to bridge societal divides.

For stakeholder coordination and community engagement, avoid using sensitive or technical terms and adjust to the common narrative without stigmatization and oversimplification. For example, the term 'recruitment of volunteers' might have a negative connotation and be negatively interpreted by community members.

Connect to the short-term priorities of affected population groups to be able to slowly bridge over to longer term DRR programming if needed.

Example Honduras (Case study 2): A friendly neighbourhood approach is one of the entry points of the Honduran Red Cross to work with communities severely affected by violence, while increasing acceptance, safety and security. It aims to promote short-term activities that enhance the capacity to facilitate dialogue and participation among different groups within neighbourhoods. The goal is to build solidarity, security and sustainability through innovative, low-cost, but high-impact proposals to achieve community coexistence from a new perspective.

Example Afghanistan (Case study 4): Prior to the recruitment of volunteers, a community needs assessment is completed and the Afghan Red Crescent Society establishes, in consultation with the community, which services are needed and what capacity the community and the National Society have to provide them.

Community-based disaster risk reduction at a school, led by the Lebanese Red Cross. © Oana Bara / GRC

STEP 5: DEVELOP A SIMPLE COMMUNITY FACT SHEET

The fact sheet is based on the initial data collection, analysis and conversations. It is a living document and needs to be updated regularly.

CONSIDERATIONS IN FCV SETTINGS

Results of conflict analysis can be added as an (internal) annex to the community fact sheet, especially conflict dynamics, relationship(s) among stakeholders and dividers and connectors, depending on the level of sensitivity of the information. Consider data protection and make conscious choices about which data we officially include.

STEP 6: MAP STAKEHOLDERS

Earlier in the process, we conducted an internal stakeholder mapping as part of the conflict analysis to better understand the community. Now, we go more in-depth, working directly with the community to consider actors of influence who can help the community and the National Society to achieve the resilience goals.

CONSIDERATIONS IN FCV SETTINGS

Example Myanmar (Case study 6): In the complex context of Rakhine State in 2018, the engagement happened at three levels: 1) with national, state and local authorities for securing access to affected areas; 2) with community leaders to convey the impartial nature of the Red Cross' work and address community concerns; and 3) with civil society organizations to enhance access and operational safety.

MILESTONE: ENGAGE THE COMMUNITY

We will reach this milestone when we have achieved all of the steps before.

CONSIDERATIONS IN FCV SETTINGS

Example Somalia (Case study 5): The Somali Red Crescent Society works not only with community volunteers but also very closely with community elders, who are often in informal leadership positions and trusted by the community. These leaders can facilitate access and acceptance.

Elders gather to meet a Red Crescent team in Doop village in the Sanaag region of Somaliland, which has been hard hit by two years of poor rainfall, resulting in livestock death, health issues and severe water shortages © IFRC/Aurélie Marrier d'Unienville

STEP 7: ENABLE CONNECTIONS

Connectedness is one of the dimensions of resilience. It is good to broaden the perspective during this step or as early as possible in Stage 1.

CONSIDERATIONS IN FCV SETTINGS

It is useful to connect to external stakeholders as early as possible by considering high humanitarian needs, resource scarcity, sustainability and an exit strategy from the very beginning, especially for the implementation of the community action plan at a later stage (Stage 3).

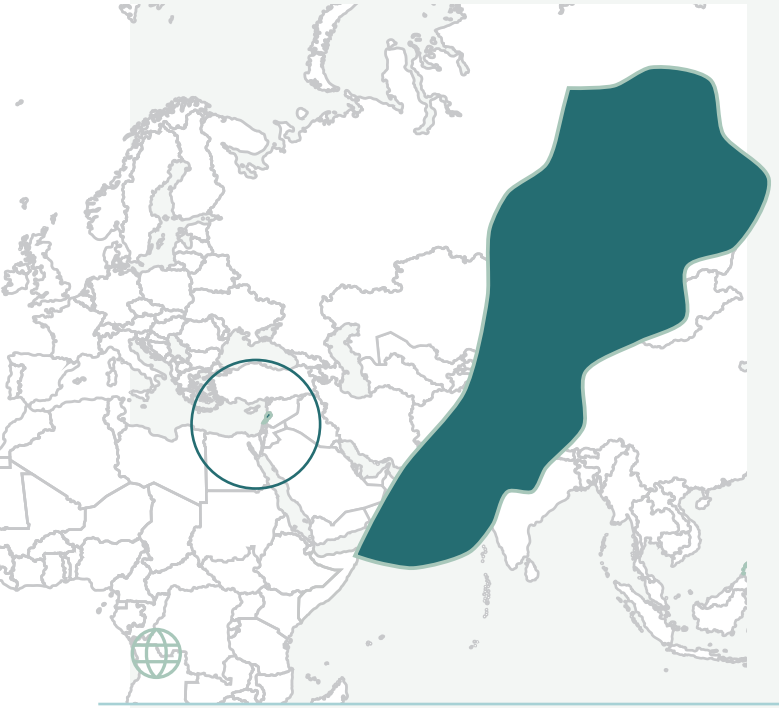
Example Lebanon (Learning from practice: Lebanon): The onion model of the Lebanese Red Cross highlights the importance of facilitating the connection from national to local level in a fragmented governance system. Its ability to engage through bottom-up as well as top-down approaches supports its influence and work at the local and national levels. Similarly, facilitating the connection of the community to different levels and external stakeholders empowers them to be better informed and empowered to advocate for their needs.

MILESTONE: CONNECT THE COMMUNITY TO EXTERNAL STAKEHOLDERS:

We will reach this milestone when we have achieved all of the steps before.

Distribution of seeds and agricultural tools to women in Ajuet in Northern Bahr el Ghazal State by volunteers from the South Sudanese Red Cross © Corrie Butler / IFRC

LEARNING FROM PRACTICE:
BUILDING RESILIENCE IN CONFLICT SETTINGS THROUGH EDUCATION IN LEBANON



Sectarianism, armed conflict and an economic crisis drive the vulnerability of millions of people across Lebanon. Fragmented governance structures limit the government's capacity to respond to emergencies and provide adequate support to communities who, in turn, can be slow to trust. Since the end of the civil war, political tensions and an economic crisis have persisted due to a fragile political system, lack of effective policies, inter- and intra-community tensions that regularly erupt into violence as well as the impacts of regional conflicts (Peters and Holloway, 2019). In a context characterized by instability and distrust, how can DRR start to build community resilience?

Lebanon is exposed to a few natural hazards, most importantly coastal flooding, winter storms, wildfires and earthquakes, which are less prioritized by the population compared to human-induced hazards. The impact of these hazards is often exacerbated by environmental issues such as pollution and compounded by hazards linked to conflict and fragility, such as income inequality, high levels of unemployment, disrupted public services and limited social safety nets. Flare-ups in tensions and hostilities with neighbouring Israel and between different communities as well as other disasters like the Beirut explosion in 2020, keep Lebanon in turmoil. In addition, other conflicts in the region have affected the Lebanese society, which nowadays hosts the largest number of refugees per capita in the world, predominantly from Syria and Palestine (UNHCR, 2023). Rising tensions between host communities and refugees can complicate the operational environment, particularly in areas where refugees receive the continuous support of international organizations, while host communities are left to struggle with the economic crisis on their own.

CHALLENGES AND SOLUTIONS

Considering the drivers of vulnerability in many communities, the Lebanese Red Cross (LRC) prioritizes community-based DRR programming that strengthens local response capacities and addresses some of the underlying socioeconomic drivers of vulnerability via multi-sectoral programming. In order to tailor its activities to the priorities of local actors, LRC developed a standard approach to determine the **interest in and acceptance of DRR programming** in a given community (Resource 8), comprising four steps: 1) initial secondary data review of the specific community, complemented by primary data collection; 2) stakeholder mapping of key actors and their relationships; 3) initial consultations with the municipality and other relevant actors during primary data collection to understand their interests and acceptance of LRC's engagement in the community; and 4) select the entry point. First, small initial DRR projects can be implemented to build trust and get buy-in for larger activities.

The Lebanese Red Cross distributes blankets for Syrian refugees in Hermel, Baalbek-Hermel province, Lebanon © Lebanese Red Cross

In areas in which communities may not yet trust the National Society or other DRR actors and the interest of the community and the local authority is low, LRC identified **school-based DRR** as an important entry point to DRR programming. Activities specifically aim to build resilience among schoolchildren and create a safer and more secure learning environment, thereby also generating education benefits. For example, the Safe to Learn, Safe to Play project in Tripoli focused on strengthening school resilience in the face of armed conflict and other potential hazards like earthquakes and fires. Activities included the rehabilitation of school buildings, teacher and student training on DRR measures, emergency planning, first aid and the provision of safety equipment. As a result of the project, school attendance rates increased and students reported feeling safer. In another area of Tripoli, projects had previously been conducted separately between conflicting communities. LRC applied conflict-sensitive approaches to working with teachers and students from both communities to understand and learn from past experiences, recognize their specific needs and foster collaboration. As a result, an informal early warning system was established and, in coordination with the Lebanese Army, students could safely evacuate from the conflict zones. LRC also managed to connect the two schools from both areas by creating joint activities such as football games. Transparent communication with both communities and local civil society organizations was crucial to the success of this project along with LRC's safe access to the communities.

While most LRC volunteers are members of targeted communities, there are additional steps that LRC took to ensure volunteers were equipped to carry out activities in contexts involving conflict. These included the careful selection of volunteers and staff as well as relevant training. To achieve its training objectives, LRC offers the **DRR Volunteer's Learning Pathway**, which equips volunteers with the necessary tools to carry out conflict-sensitive activities within communities. This programme, which can take up to 36 months to complete, provides additional training on top of regular DRR and Road Map to Community Resilience training. This can include facilitation, communication, mediation and negotiation skills. For this training programme, building and maintaining trust is critical. To achieve this, LRC draws from its senior staff and volunteers who have strong ties to the local community.

LRC's approach to developing leadership extends beyond its own volunteers to the broader communities once trust increases with, for example, school-based activities. This aims to build capacity and resilience within targeted communities. One such initiative is the establishment of a **Community Emergency Response Team** in Tripoli following the 2006 war, with the objective of empowering communities with response capacities to ensure their safety and security. The team is composed of volunteers from a variety of community groups, and members are trained in first response and first aid as well as supplied with the necessary equipment. LRC provides support focused on the areas of leadership, capacity building and process monitoring. To avoid parallel systems between LRC's own work, the Community Emergency Response Teams and government emergency response activities are gradually integrated to make use of each group's core strengths.

Following its establishment in 1945, the LRC's role and activities have evolved with each new crisis facing the country. During the Lebanese civil war (1975–1990), LRC provided emergency medical services to all sides of the conflict, establishing its adherence to the Fundamental Principles. The 21st century brought new challenges, from regional conflicts to the COVID-19 pandemic and the 2020 Beirut explosion. During the COVID-19 pandemic, the LRC aided municipalities in the establishment of health response plans and facilitated data collection and exchange in support of contact tracing. In the aftermath of the 2020 Beirut explosion, LRC supported the Lebanese Army (the lead response agency) by providing digitized tools to improve response capacity as well as organizational support for horizontal coordination among civil society organizations to avoid overlap and gaps. While LRC maintains its auxiliary role with the Lebanese government, it is well regarded as a crucial part of DRR in Lebanon and is witnessing increasing requests for services from the government. Its ability to engage through both bottom-up and top-down approaches, represented by the 'onion model', supports its work at both local and national levels.

LESSONS LEARNED

- **Building trust:** LRC prioritizes building trust at local levels through a variety of approaches such as school programmes and the establishment of community response groups. These efforts work to reduce community mistrust and build response capacity within local communities which face multiple threats and compounding vulnerabilities.
- **Investing in volunteers:** Specific training pathways equip LRC volunteers with the knowledge and tools required to operate in conflict settings. In these challenging settings, volunteers are also carefully selected and are often members of targeted communities. This investment in volunteers is key to conflict-sensitive programming, which is crucial in the Lebanese context.
- **Scaling piloted approaches:** LRC has been successful in trialling different interventions and then upscaling them if they are successful. For example, a community-based disaster risk management approach was established in a conflict-affected district of Tyre and went through several cycles of learning and adjustment before being expanded in a systematic way. Such learning processes enable LRC to trial new intervention types as well as improve existing ones.
- **Integrating bottom-up and top-down approaches in the 'onion model':** Adhering to the Fundamental Principles, the auxiliary role and trust-building with all stakeholders allows LRC to work at different levels from national to local.

This case study is based on interviews with LRC staff in March and October 2023, conducted by Rita Petralba (German Red Cross), Celine El Khoury (IFRC MENA) and Liesa Sauerhammer (German Red Cross).

Schoolchildren participate in a disaster preparedness drill with the Lebanese Red Cross. © Lebanese Red Cross

STAGE 2: UNDERSTAND RISK AND RESILIENCE

IN BRIEF: Stage 2 (Figure 5) is about assessing risk and resilience in each selected community by using the Enhanced Vulnerability and Capacity Assessment (EVCA) toolbox. You first prepare your team and plan, including the budget and schedule (steps 1 and 2), and then work with the community to understand the main hazards and threats (step 3) as well as the levels of vulnerability and capacity (step 4). You then explore and rate the eight sectoral and three social dimensions of resilience (steps 5 and 6) and use the findings to measure resilience and prepare a report (step 7). Where information gaps exist, conduct specific assessments to fill these gaps (step 8).

In FCV contexts, we need to be mindful of specific considerations related to the EVCA process, both related to how we use the EVCA tools and which risks and vulnerabilities we assess. Compound risk analysis needs to be incorporated into such assessments to ensure a comprehensive view of risk and resilience in the communities we serve (Foundation 3).

At the end of Stage 2, you will have obtained a detailed overview of risk and resilience in each of the selected communities.

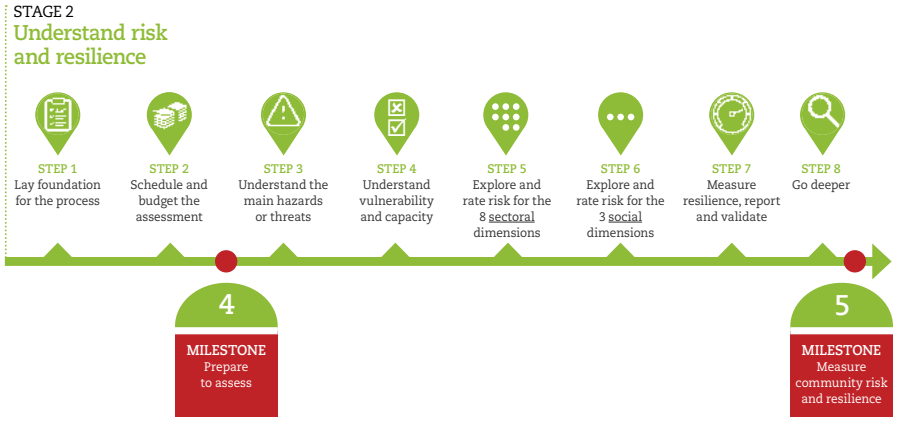


FIGURE 5. Stage 2 of the Road Map to Community Resilience

2.1 CONDUCTING AN EVCA IN FCV SETTINGS

The assessment of risks is fundamental to any DRR effort – after all, you need to know the risks before you can develop measures to reduce them. The EVCA is contextualized in non-FCV settings as well as in FCV settings but the application of some EVCA tools – such as transect walks, mapping and resilience stars – could be more challenging in FCV settings. For instance, the creation of maps may be sensitive when it reveals information that could be seen as aiding conflict parties or when communities disagree over boundaries, delineations or the names of certain areas.

Whatever type of activities you implement as part of the assessment, keep in mind that we need to ensure, at a minimum, that:

- none of the activities have a negative impact (the *do no harm* principle)
- **protection risks** are considered in the assessment; for example, with protection-specific secondary data from the Protection Cluster and questions for each tool (Further reading 9)
- people affected by armed conflict or other violence maintain their **dignity and safety** and can participate in the assessment.

The decisions discussed here concern the length and necessary adjustments of the EVCA and regard the level of community engagement along with the practicality of different assessment tools or modalities.

In case a fully-fledged EVCA process is not feasible in targeted communities due to access restrictions, (un)availability of stakeholders and communities, expectation management, priority of short-term needs or other factors, explore whether a shorter process is possible (Case study 7).

To render the process representative, reach out to actors active in the community, local authorities, community leaders and community-based organizations, including those that are youth-led, women-led or faith-based, as well as to international non-governmental organizations. Throughout, ensure that the representation of different groups include women, people with disabilities, elderly persons and marginalized groups. Various tools to support this process can be found in Annex 4.

The EVCA toolkit includes a wide range of tools. Depending on the local security context, you may need to tweak these to ensure the safe participation of various groups. For instance, let's assume you want to run a **focus group discussion** or resilience star but one or more of the following challenges are present:

- there is a strong level of polarization amongst the community
- some groups in the community feel unsafe or uncomfortable attending
- discussion is likely to be dominated by a sub-group, preventing others from being heard.

If any of these challenges are present, duplicate the process: run the same focus group discussion with sub-groups, then collate the results from the various iterations. While this duplication requires more work, it enables safe participation and representativeness. As a co-benefit, you may gain insights on different risks or risk perceptions among the various groups in the community.

Other questions you may ask yourself in FCV contexts are:

FURTHER READING 9. EVCA AND PROTECTION MAINSTREAMING

ICRC's Community-based protection approach can be easily integrated into the Road Map to Community Resilience as it follows a similar objective and process: it is a community-based approach to address protection issues that a community may face, with the clear objective of supporting these communities to enhance their (self) protection. Community-based protection is about working with community members to identify the protection risks they face, exploring the threats behind these risks, assessing the community's vulnerabilities and capacities, and collectively designing and implementing activities with a protection objective. The community-based protection cycle moves through analysis to planning, to implementation and, finally, to evaluation. Throughout each of these phases, the community should be closely involved by participating, co-designing and having ownership over the implementation and outcome.

Protection risks might be easier to raise and discuss in smaller groups split up by gender, age or other vulnerable groups.

Somali Red Crescent Society and IFRC conduct an EVCA as part of the Integrated Community-Based Resilience and Development Programme, supported by the Netherlands Red Cross, in Ceelbaxay Village, Awdal Region, Somaliland. © SRCS/IFRC

- Should community consultations be held in a neutral zone outside of the community, or would this put the community at greater risk?
- Should community members be grouped in a location, or does this make them a target of violence or suspicion?
- Should attendance be recorded at all, or just anonymized to protect the identity of participants?

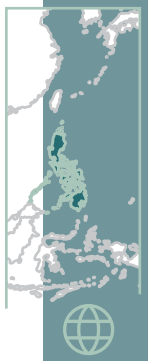
There are many other ways to adapt the EVCA tools and processes to specific FCV settings as the experience of the Lebanese Red Cross shows. Based on its experiences operating in a fragile and dynamic environment, the LRC developed an adapted approach for the Lebanese context. Its approach features a strong focus on preparing the assessment before doing the analysis within the community. In addition to tweaking the EVCA tools, LRC also added new ones, such as:

- **The Readiness Matrix** to find the best entry points and determine whether a full EVCA process should be pursued (Resource 8).
- **The Pipeline Tool** to outline the process from community selection to ensuring readiness for DRR within the community, based on the tools in the Readiness Matrix.
- **The Hazard Diagram** to highlight inter-related and cascading hazards, including conflict.
- **The Fragile Context Assessment Tool** to understand the conflict context, actors and dynamics, which can be followed up by mediation and a decision as to whether further engagement is feasible.

More information about these tools will be available in an upcoming EVCA Guidance Manual by the Lebanese Red Cross, expected for 2025.

Five years after Typhoon Haiyan in the Philippines, children and teachers have gathered outside an elementary school for a disaster preparedness drill, protecting their heads with notebooks. © Alexandra Burck / German Red Cross

CASE STUDY 7. ADJUSTED COMMUNITY PREPAREDNESS ASSESSMENT IN THE PHILIPPINES



In the Philippines, the Philippine Red Cross (PRC) implements a conflict-sensitive DRR project in Mindanao (Lanao del Sur, Lanao del Norte and Iligan City) with the support of the German Red Cross. These regions are subject to regular natural-hazard-related and human-induced disasters as well as different types of conflicts. While the country was under complete lockdown during COVID-19, the PRC decided to adapt the two-day adjusted Vulnerability and Capacity Assessment (VCA) – based on the 90-minute Community Preparedness Assessment, developed and piloted by the British Red Cross in January 2021 in the Caribbean island of Anguilla – instead of conducting the full standard VCA.

Deciding factors included access, considering travel restrictions and internal community clashes as well as family feuds (*rido*) along with project logic and the availability of data due to previous engagement in some of the communities. The shorter assessment was welcomed by both the PRC and communities, despite some gaps. Activities were safely carried out and aligned with COVID-19 prevention and protection measures.

Community members also perceived this shorter timeframe as less intimidating and intrusive, allowing for higher participation with a shorter engagement period of two days, compared to four days for the standard EVCA process. Below are the steps prioritized by the project:

- demographic update
- identification of the most prevailing hazard (“Biggest worry”)
- definition of the impact(s) (“How will it affect you/the community?”)
- Venn diagram
- identification of the highest risk (“Where are you the weakest?”)
- development of a community action plan.

The budget for the rapid assessment decreased from 160 euro per community for the full EVCA to 80 euro for the adapted EVCA.

This case study is based on interviews with the PRC and German Red Cross delegation in the Philippines in 2022.

2.2 COMPOUND RISK ANALYSIS

As explained in Foundation 3, vulnerability and exposure to disasters is influenced by both FCV conditions and natural hazards, leading to an environment characterized by multiple risks. Disaster events can co-occur or trigger other events, especially in FCV contexts where vulnerability and coping capacity are often eroded (Simpson *et al.*, 2021).

In this way, FCV settings have a **compounding** effect on disasters related to other hazards. If they co-occur in the same area, communities need to deal with hazards from a position of compromised community resilience and increased vulnerability. Moreover, the interplay of fragility, conflict or violence with other hazards tends to lead to **cascading** disasters and effects, where the initial disaster can trigger secondary events with potentially worse impacts. Long-term impacts may also influence the vulnerability of the community to future hazards, be they natural or FCV-related (Pescaroli & Alexander, 2018; Simpson *et al.*, 2021)

Understanding these dynamics and the interplay between natural and human-induced risk factors is crucial to understanding the overall risk landscape in FCV settings, as neither risk factor can be treated in isolation. A **compound risk analysis** illustrates how different risks interact in a given area and provides an important overview of relevant drivers of risk and vulnerability (Further reading 10).

Compound risk analyses aim to understand the interactions between different hazards and drivers of vulnerability, which can help prioritize different activities in DRR programming. They provide us with information on:

- **important drivers of risk**, linked to underlying vulnerabilities within the community and their interaction with different relevant hazards; and

FURTHER READING 10. VISUALIZING MULTI-RISK ENVIRONMENTS

It can be useful to think of multi-risk environments as different layers of hazards and underlying vulnerabilities, which add up to cause large-scale or particularly impactful disasters. Such layers can include:

- exposure to different **natural hazards** (e.g., floods, extreme rainfall, heatwaves, epidemics)
- different **FCV dynamics,** which can constitute hazards (e.g., violence, weapons contamination) or drive vulnerabilities (e.g., displacement, movement restrictions, societal divisions, reduced response capacity)
- **root causes of disaster risk** (e.g., climate change, environmental degradation, market fragility, economic marginalization, unplanned urbanization)
- other **patterns of vulnerability** or pressures on local communities (e.g., health crises, local resource competition, livelihood insecurity and migration, volatile food prices and provision).

Identifying the key layers that interact to create compound risks in a given locality will help to understand patterns of risk and vulnerability. These layers can also be operationalized in a compound risk analysis by overlaying relevant spatial data; for example, in a hotspot mapping.

Compound risks are not unique to FCV settings – the conditions in these contexts are just another group of layers contributing to the risks. For example, compound risks also played an important role in DRR throughout the COVID-19 pandemic as the pandemic's direct health impacts and indirect effects related to response measures and restrictions to limit the spread of the disease, which created new hazards and vulnerabilities (Walton *et al.*, 2021).

- **hotspots of high risk**, where high vulnerability and high exposure to different hazards coincide.

In addition to the analysis of local risks within the EVCA, a compound risk analysis at the national or regional level could be conducted as part of Stage 1 to identify priority areas for new DRR programmes.

A compound risk analysis can draw from experiences with past disasters in a retrospective analysis or plot future scenarios of risk in a more forward-looking approach. Different methods can be used in the process, often combining qualitative information on the interactions between hazards and vulnerabilities and quantitative or spatial information on hazard exposure and drivers of vulnerability. Consult the Anticipation Hub's guidance on Multi-hazard risk analysis methodologies for more information. The EVCA can add highly localized and differential impact and experiences and fill data gaps.

The choice of appropriate and feasible methods depends on contextual factors (e.g., safety and security, opportunities for community engagement) and available resources (e.g., access to specific instruments or software, time, skills and capacities, financial resources). While most situations would benefit from a multi-method analysis, we may find that in practice, several constraints can stand in the way. We might decide to use a more limited analytical approach, while being mindful of the trade-offs and limitations.

For example, in very insecure contexts, it may be impossible to conduct a fully participatory analysis of risk, requiring a predominantly remote analysis instead (when possible, you can validate results with community members later). If you do not have technical instruments or capacities, an analysis primarily based on qualitative information provided by community members may be necessary.

TABLE 3. Compound risk analysis approaches for different scenarios

OPPORTUNITIES FOR COMMUNITY ENGAGEMENT	AVAILABILITY OF QUANTITATIVE AND/OR SPATIAL DATA	
	LOW	HIGH
LOW	**WHAT YOU CAN DO** ■ Rapid analysis based on expert or key informant interviews, focusing on priority areas based on earlier conflict analysis. ■ Secondary data sources on past disasters can help identify hazards and areas of concern.	**WHAT YOU CAN DO** ■ Remote analysis based on spatial data to map out hazard exposure, including both natural hazards and FCV-related hazards. ■ Draw from expert or key informant interviews as well as secondary data sources on past disasters to identify drivers of vulnerability and interactions between hazards and vulnerability.
HIGH	**WHAT YOU CAN DO** ■ Participatory analysis that identifies hazards and vulnerability drivers of concern based on community input, e.g., during workshops or focus groups. ■ Communities can also point out hotspot areas based on their local knowledge.	**WHAT YOU CAN DO** ■ Full analysis that combines spatial data on hazard exposure and spatial patterns of vulnerability with community input on hazards and vulnerability drivers of concern and their interactions.

Table 3 offers an overview of different scenarios along with the data sources and analytical approaches that may be found useful in conducting a compound risk analysis. Constraints on community engagement and quantitative data availability can originate from a wide range of factors, which would be identified as part of the earlier context analysis.

The cases of Honduras (Case study 8) and Sudan (Case study 9) are examples of a retrospective compound risk analysis and of hotspot mapping, respectively. In addition to the short synopsis below, have a look at the detailed story maps that were prepared by the Climate Centre.

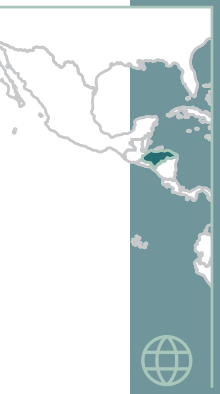
The two case studies are in-depth examples of compound risk analyses. The illustration in the Sudan example shows how multiple layers overlap: factors related to natural hazards, conflict and vulnerability overlap and reveal a compound layer of overall risk.

Even if we do not have the time or resources for a lengthy compound risk analysis such as in the two case studies, the awareness of compound and cascading risks is part of any good EVCA.

Volunteers participate in a disaster simulation in Cox's Bazar, Bangladesh. The drill is to help the residents of Kutupalong camp to learn how to stay safe during monsoon season.
© Brad Zerivitz / American Red Cross

The Honduran Red Cross responds to the impact of Hurricane Iota in the Lima flood zone. © Natalie Acosta / GRC

CASE STUDY 8. RETROSPECTIVE COMPOUND RISK ANALYSIS IN HONDURAS



The Red Cross Red Crescent Climate Centre (Climate Centre) conducted a retrospective compound risk analysis of tropical storms Eta and Iota, which hit Honduras in short succession in November 2020, to identify drivers of compound risk and vulnerability and identify high-risk priority areas for future DRR programming. The analysis looked back at past disasters to explore how different risks interacted to lead to and reinforce disaster impacts. This included both the initial hazards and compounding factors linked to the socioeconomic or FCV setting.

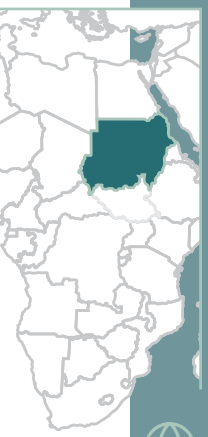
In the case of Honduras, this retrospective analysis showed a range of socioeconomic and environmental drivers of risk, which compounded the impacts of the tropical storms and ultimately led to a humanitarian crisis affecting more than 7.5 million people. Eta and Iota occurred independently from each other, but in shot succession, triggering cascading floods and landslides and exacerbated the ongoing COVID-19-, violence- and migration-related crises.

Findings of the retrospective analysis indicate that the areas most affected by flooding were areas historically affected by multiple previous disasters and with a very high incidence of violence. Exposure to violence had additionally driven displacement to flood- and landslide-prone marginal areas and increased social and economic vulnerability at the community and household levels. These factors were further compounded by the economic impacts of the COVID-19 pandemic, which exacerbated already high levels of poverty and inequality. Based on the analysis, a list of indicators and data sources for future monitoring of multi-risk conditions was developed.

The analysis was informed by key informant interviews and both qualitative and quantitative data from scientific literature, publicly available reports and geospatial databases. Gathered information covered November 2020 as well as events before the crisis to understand how, why and where compounding dynamics produced the impacts observed. Information was mapped out in event timelines and flowcharts to show how different disasters coincided or followed each other and how the related hazards interacted with each other, and were supported by hotspot maps of the areas affected by the tropical storms to identify and visualize different drivers of risk.

Learn more about this retrospective analysis in the Climate Centre's story map on Honduras.

CASE STUDY 9. HOTSPOT MAPPING IN SUDAN



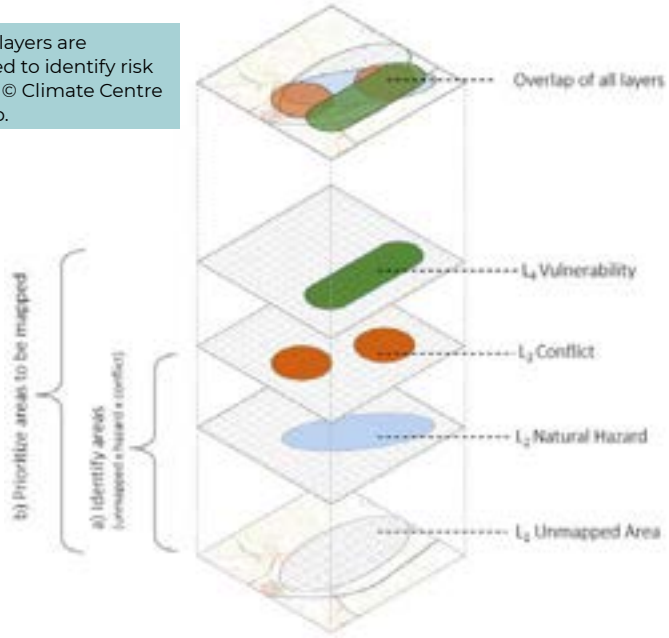
Hotspot mapping identifies high-risk areas in which high vulnerability and high exposure to certain hazards coincide. This can be achieved by conducting an analysis of spatial data on vulnerability and exposure indicators in a geo-information system, using historical spatial data and, where available, predictions of future hazards (e.g., climate simulations). Different layers of information are combined into a weighted overlay, with different drivers of vulnerability or exposure weighted according to local needs, which can be based on community input and/or expert judgement. Where this is done for several hazards, such as different natural hazards and conflict-related hazards, a multi-hazard hotspot map can be created.

The Climate Centre's hotspot analysis of Sudan, conducted in 2021, serves as an example. Areas of high risk were defined as those areas where high impact of conflict, high exposure to flood and drought and high vulnerabilities overlay geographically. Different datasets were used to approximate these elements:

- conflict: conflict density 2000–2021 (ACLED data)
- natural hazards: i) flood exposure (UNEP data); ii) drought exposure (UNEP data)
- vulnerability: i) recent food insecurity (FEWS data); ii) prevalence of stunting; and iii) IDP & refugee locations (UN OCHA & UNHCR data).

Based on the analysis, four hotspot areas were identified, including priority hazards of concern for each of them; for example, the flood exposure of IDPs and refugees in the Nyala area in South Darfur.

Learn more about hotspot mapping in the Climate Centre's story map on Sudan.



Different layers are overlapped to identify risk hotspots. © Climate Centre story map.

A volunteer of the Sudan Red Crescent Society guides evacuees during a flood event in Nar an-Nil. © Haitham Ibrahim / Sudan Red Crescent Society

2.3 STEP BY STEP GUIDANCE THROUGH STAGE 2

Let's now go through the steps of the Road Map to Community Resilience's Stage 2 and see how we can incorporate compound risk analysis into the EVCA.

STEP 1: LAY FOUNDATION FOR THE PROCESS

During this step, review the existing national or regional risk analysis and conflict context analysis that we conducted during Stage 1, and assess the extent to which these factors affect your target community. Table 4 shows some examples of how conflict and fragility can influence risk (Foundation 3; 1.3 Understand the conflict context and stakeholders).

TABLE 4. Implications of armed conflict and fragility on local risks

	LOCAL IMPLICATIONS	
NATIONAL LEVEL ASPECTS	**DIRECT HAZARD**	**IMPACT ON VULNERABILITY**
ARMED CONFLICT	Bombs, shootings	Insecurity, threat to lives and movement, increased transaction costs (e.g., for protection)
	Landmines and unexploded ordnance	Threat to lives, movement, agricultural production
	Loss of social cohesion	Erosion of trust and cohesion, as national conflict may be mirrored locally. Other impacts: migration, refugees, dual governance
FRAGILE OR LIMITED GOVERNANCE	Increases the potential for unorganized and organized violence leading to increased protection risks	Safety and security concerns lead to movement restrictions and impact all dimensions from economic opportunities to connectedness and social cohesion
	Hazards could stem from poorly maintained infrastructure, environmental or chemical hazards	Local services, infrastructure and governmental regulations may be limited, especially outside main cities. This can affect access to health services, education, policing, and disaster risk management Non-governmental actors, including armed actors, might fill the service and capacity gaps

In FCV contexts, the various risk factors at the national level are almost certain to have effects on our target communities, even if they may not be obvious at first sight. An armed conflict at national level may see direct conflict activities in communities (or the risk of them). But even in the absence of local conflict activities, there is often a less visible impact such as the erosion of trust and security and, as a result, some of the foundations for community-based work.

Identifying how national risk factors affect local communities is important because it plays a role both on **process** factors (How will you carry out the EVCA?) and on the **results** of your EVCA (What are the risks and vulnerabilities?). Therefore, at the outset of Stage 2, investigate how national factors play out locally.

CONSIDERATIONS IN FCV SETTINGS

Like Step 3 in Stage 1, preparatory work to lay the foundation for the EVCA process is immensely important before meeting the community. Team members should come from diverse technical backgrounds, including both more and less experienced individuals (for capacity building) from within or close to the communities. Teaming up in this way, with the support of less experienced team members as observers and note-takers, ensures comprehensive understanding and documentation. Securing buy-in and commitment from all stakeholders is crucial and requires keen attention to the dynamics at the community level and during meetings to foster trust and cooperation.

It would be good to discuss within the team how to manage the process and expectations of the communities and stakeholders, including available funds for the implementation of the community action plan as well as the length of engagement. Both are challenging conversations, but we will do more harm and add to frustration if we are not clear from the beginning. The establishment of robust two-way communication channels in line with established community engagement and accountability guidelines helps and is continuous work to be tested and improved. In any case, a lot of key information is shared directly through informal conversations with volunteers, which should be captured and followed up on. See Annex 4 for an overview of relevant tools.

STEP 2: SCHEDULE AND BUDGET THE ASSESSMENT

This step requires us to review scheduling and budget constraints and plan the EVCA process accordingly. Consider whether the situation allows for a fully-fledged and community-based EVCA, or do you need to make adjustments?

CONSIDERATIONS IN FCV SETTINGS

When scheduling and budgeting the assessment, the key elements and principles mentioned in Foundation 5 should be reflected in the work plan. Even if we are under time pressure, we will do more harm and potentially destroy any newly formed relationships with the communities if we don't assess these key elements carefully and critically. Most probably, a longer timeline is needed than originally anticipated due to challenging coordination and trust building, dynamic developments of the context, safety and security, availability of stakeholders and community members, or logistics, and because our planning tends to be overly optimistic. Another key aspect is the consideration of a culturally appropriate setting, mixed or separate groups and protection concerns to decide if we better meet inside or outside of the community for the process.

As the example from the Philippines during the COVID-19 pandemic shows, there are instances when one or several online meetings might be advisable. In that case, a light and short first EVCA was conducted online to stay in contact with the communities and lay the foundation to dig deeper when access was possible and longer engagement foreseeable (Case study 7; 1.4 Community engagement, data protection and remote management).

MILESTONE: PREPARE TO ASSESS

We will reach this milestone when we have achieved all of the steps before.

STEPS 3-6: UNDERSTAND THE MAIN HAZARDS, VULNERABILITY AND CAPACITY, AND EXPLORE AND RATE RISK FOR ALL DIMENSIONS

The FCV considerations for the next few steps can be grouped. For all of them, it is crucial to ensure that you assess risk both related to natural hazards and factors emanating from the FCV setting, building on the compound risk analysis approach. Three key points should be kept in mind:

- **USE A WIDE ANGLE:** As DRR practitioners, we often tend to focus on natural hazards and associated risk and this bias may shape our inquiry and blind us from seeing other risks. Instead of using such a narrow natural-hazard lens, use a wide angle to also identify other FCV risk factors. For instance, when you compose a seasonal calendar or historical timeline, ask not just for the details of disaster occurrence but explore other factors too, such as conflict activities, security incidents or clashes, market volatilities and so on. Remain conflict-sensitive throughout the process.
- **USE REPRESENTATIVE SAMPLES:** One of the biggest pitfalls in EVCAs is conducting them only with those who speak up and are interested in the process. As much as the situation allows, make sure that you hear and involve those on the sidelines. For instance, when you want to conduct a focus group discussion, you should give guidance on participant selection. To recruit 20 participants, you could use a community map and divide it into ten squares, then select participants from each square based on pre-defined criteria (e.g., gender) so that the sample is roughly representative of the community composition. Separate focus group discussions with male and female groups can bring up the differences in risk perception and the priority of protection risks for female community members.
- **ALWAYS ASK WHY:** Another common issue with EVCAs is that they scratch the surface without identifying root causes. For instance, if riverbank erosion is seen as an issue, ask: why? In this case, climate change with more extreme rainfall and increased flow velocity may be as much at fault as damaging local practices such as the dredging of riverbeds. Similarly, if significant losses are witnessed from a natural hazard ask: why? The examples from Libya and Yemen in the Foundations chapter illustrate the compounding factors that contributed to the toll in losses and damage. Asking why means you may get a better picture of the situation, allowing for more effective DRR measures. In FCV contexts, you are likely to see an interplay between FCV factors, climate change, poor risk management and much else.

Table 5 provides examples of how to include these considerations in the implementation of different EVCA tools.

TABLE 5. Considerations for the implementation of EVCA tools in FCV settings

EVCA TOOL	CONSIDERATIONS IN FCV SETTINGS
SECONDARY SOURCE REVIEW	Ensure that you review secondary sources **first**, as this may provide useful information on FCV patterns (including sensitivities and protection risks) as well as on other risk aspects (furthermore, you may save a lot of time by not collecting data that already exists). The review ensures the efficient use of limited time with the community, especially in FCV settings, and avoids rejection by community members due to double- or over-collection of data.
HAZARD BRAINSTORMING AND CHARACTERIZATION	Facilitate the process in a way that allows different natural and human-induced hazards to emerge during the discussion with the community. Protection risks might only be brought up during separate groups, e.g., male and female groups. Consider compound and cascading hazards and impact during the characterization. If a human-induced hazard is among the top priorities and is supposed to be characterized further with the community, if the situation allows, it might be useful to use one of the conflict analysis tools instead of the standard EVCA tool to get more useful information. The standard EVCA tool for hazard characterization is focused on natural hazards.
HISTORICAL PROFILE AND VISUALIZATION	This tool can help to establish a conflict timeline and conflict cycle in addition to illustrating the pattern of natural hazards. However, community members may not be ready to discuss each other's narrative of conflicts, and your team may not be ready to facilitate and mediate a conflictive and emotional discussion. In that case, groups can be split: gather two separate timelines and then collate them, showing the different perceptions (e.g., in different colours).
SEASONAL CALENDAR	You can start this exercise by populating livelihood activities throughout the year, then add hazards and stressors (e.g., lean season). Once finished, explore whether FCV-related events happen at different times of the year with a cyclical pattern and if FCV-related incidences are linked to specific livelihood activities or other stressors / triggers. Review Foundation 2 for more information on possible temporal patterns of violence. This exercise can also help to reflect on compound and cascading risks with community members.
MAPPING	The creation of maps may be sensitive when it reveals information that may be seen as aiding conflict parties or when communities disagree over boundaries, delineations or names of certain areas. Be prepared, sensitive and alert for the facilitation and think about the setup and group composition. In camp contexts, IDPs or refugees might have a limited understanding of their immediate environment and recurring hazards at an early stage of displacement. Local, national and international organizations could supplement information (Learning from practice: Bangladesh). Also, be mindful that in some contexts, maps may be seen as containing sensitive information that may be benefiting one or multiple conflict parties. Make sure that any such information is not included in the maps.
TRANSECT WALK	Check whether it is safe to conduct a transect walk – it may not be possible to do transect walks at all, or access could be limited to some areas. Even if prior investigation indicates that it is safe to conduct the walk, take precautions and make contingency plans. Ensure that you inform all parties and that you have security assurances before conducting a transect walk.
VENN DIAGRAM	Venn diagrams are extremely useful for community mapping, showing the various groups in the community and how they relate to each other (see here). These groups can be your stakeholders, multipliers, partners etc. However, not all affiliates may be supportive of the EVCA process and/or community resilience planning. Consider following up with a more detailed stakeholder analysis, whereby you group them by their influence, interest or relationship with each other. This analysis will be useful for ongoing stakeholder management. Use information from Foundation 2 and 1.3 Understanding the conflict context and stakeholders.
FOCUS GROUP DISCUSSION	Be conflict-sensitive when considering the desired composition of focus group participants. While you should aim for a representative sample, as discussed above, you may need to have separate groups if the community is polarized. Furthermore, avoid topics that may be too sensitive, traumatic or otherwise problematic to discuss in a group setting. If sensitive topics need to be discussed, use key informant interviews instead.
KEY INFORMANT INTERVIEW	Make sure to talk to all sides to get the full picture. If we observe during the participatory process that certain population groups are not represented or marginalized in the discussion, we can use key informant interviews with certain stakeholders and community leaders to fill information gaps.

STEP 7: MEASURE RESILIENCE, REPORT AND VALIDATE

Make sure to assess the overall risk, accounting for compounding effects. Note that you can use the resilience star as a summative exercise for this purpose. Use the 'discussing the dimensions' sheet and note that you can add questions specific to the FCV context. This could be presented in the resilience radar to show the level of resilience of each of the eleven dimensions. Furthermore, consider using a problem tree to identify causalities and impact chains (Foundation 3).

Tools (Annex 4):

- **Resilience star** facilitation sheet, manual and documentation sheet
- **Problem tree template**, see here
- **Triangulation and analysis** (Road Map reference sheet BB, p.132)
- **EVCA summative analysis using rating** (Road Map reference sheet CC, p.137)

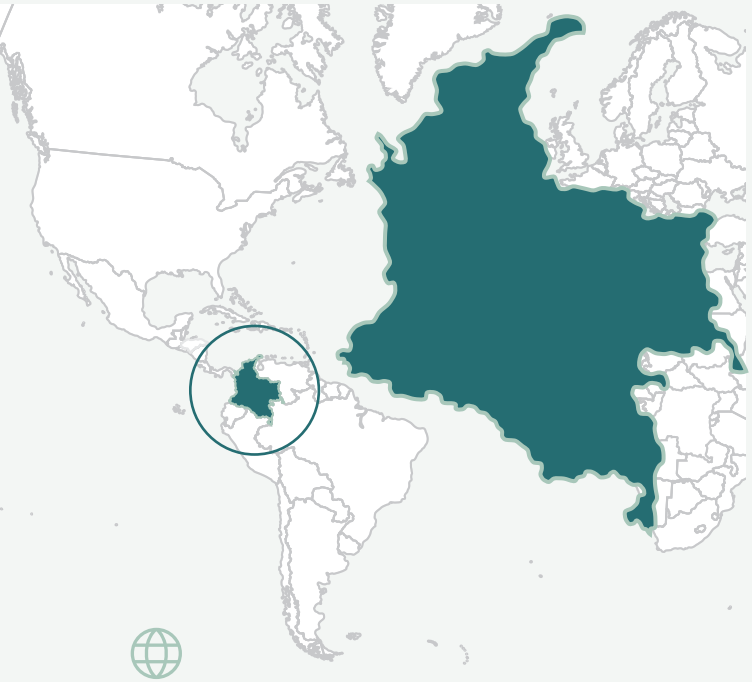
If needed, go deeper as part of **step 8**. You may consider the sector-specific tools shown on page 101 of the Road Map to Community Resilience as well as additional FCV-related tools. Going deeper with sector-specific tools makes sense in three scenarios. First, if the EVCA has so far been unable to identify certain patterns or causalities, thus filling assessment gaps. Second, if the assessment shows that a particular aspect requires special attention (e.g., if water and sanitation is of particular concern, you may need to dig deeper in a follow-up assessment). Or third, if DRR is mainstreamed into an existing (multi)sectoral programme. In that case, the sectoral assessment might even have been the starting point.

CONSIDERATIONS IN FCV SETTINGS

If any unclarity exists on FCV dynamics, stakeholders, interests and motivations or root causes, drivers and triggers, now is the time to dig deeper and analyse more before moving on to the next stage. For the conflict-sensitive development of a community action plan, we need this profound understanding of the community context (Resource 6).

The Colombian Red Cross delivers food and hygiene items to the remote indigenous Puinave community in the village of Yuri. © Nadege Mazars / Hans Lucas / ECHO

LEARNING FROM PRACTICE: SAFETY AND SECURITY AT THE CORE OF DRR IN COLOMBIA



The Colombian Red Cross delivers food and hygiene items to the remote indigenous Puinave community in the village of Yuri
© Nadege Mazars / Hans Lucas / ECHO

Colombia is one of the most hazard-prone countries in Latin America, with climate change exacerbating many hazards such as tropical storms, floods, landslides and wildfires. At the same time, high levels of violence prevail, linked to the widespread presence of non-state armed groups, particularly in remote areas. This brings the challenge of how to strengthen community resilience and implement DRR programmes when many target areas are under the control of non-state armed groups and disconnected from state agencies.

Sixty years of protracted conflict have shaped Colombia's society, governance and DRR structures. Although a peace agreement was reached in 2016 between the Colombian government and the Revolutionary Armed Forces of Colombia (FARC) – the country's largest guerilla group which had fought the government since the 1960s – a range of other non-state armed groups have expanded their territorial control since then (European Civil Protection and Humanitarian Aid Operations, n.d.). Instability and violence have led to significant internal displacement and humanitarian needs, with the highest needs in the most remote areas where state presence is limited. Urban areas are often affected by increasing polarization and unrest.

CHALLENGES AND SOLUTIONS

Over the past decades, the Colombian Red Cross (CRC), supported by ICRC, has spent significant time working with FARC on humanitarian coordination and building trust, which ensured the **safety and security** of CRC staff and volunteers in FARC-controlled areas.

Additionally, CRC provided information on the national DRR and early warning systems, first responder training and DRR equipment such as first aid kits and evacuation routes. These activities made community engagement and the implementation of DRR programming in FARC-controlled areas possible, often as multi-sectoral projects in line with community needs identified via the EVCA.

Since the disbandment of FARC after the peace agreement, negotiating access has become more challenging as CRC needs to work with each armed group separately and group structures and communication channels are less clear. To navigate these challenges, CRC established very strict security procedures as well as continuous monitoring and reporting systems, based on the principles of Health Care in Danger and the Safer Access Framework. Local branches have their own

security committees, in some areas jointly with the ICRC if the security situation exceeds CRC's capacity.

CRC's focus on responding to the multiple impacts of compound and cascading hazards and on strengthening the resilience of remote communities, as well as the fact that CRC's access to such areas is typically better than that of other organizations, means that CRC often has to address a wide range of community needs. The preferred modality is therefore **multi-sectoral programming**. The main advantage of this approach is to respond to the multi-affectation of communities while being highly integrated and comprehensive. An EVCA in a remote community might, for instance, identify needs related to water and sanitation, health, DRR and protection, all of which need to be incorporated in DRR programming as communities cannot turn to other organizations. These multi-sectoral projects also overlap with **climate adaptation** priorities as climate change exacerbates both natural hazards and vulnerabilities in many Colombian communities. For example, in the municipality of Sitionuevo, DRR programming for floods, droughts and other environmental hazards was combined with wetland conservation in the Ciénaga Grande de Santa Marta marshes, which provide important ecosystem services for both community livelihoods and disaster resilience.

Next to its work with communities, CRC has been engaging with the two key **government agencies** involved in 'double affectation' events – i.e., events in which disasters and violence coincide – the Victims' Integral Reparation Attention Unit (UARIV) in charge of assisting victims of the internal conflict; and the Government's Disaster Management Unit (UNGRD) in charge of providing assistance in case of disasters or emergencies. However, coordination and cooperation between the two had been lacking for many years, leading to confusing responsibilities at both the community level and within the agencies themselves, and to communities not receiving assistance when needed (Siddiqi *et al.*, 2019). Since 2020, CRC has been assisting UARIV and UNGRD in clarifying mandates and strengthening collaboration, including the development of the **Double Affectation Protocol** between UNGRD and the UARIV in 2022. This protocol includes a set of plans and guidelines to determine which agency activates the response, the process of initiating the response and a protocol for when and if it becomes a joint response. However, continuous changes in both UARIV and UNGRD, as well as an institutional crisis following corruption allegations have recently put the process on hold.

CRC also supports the implementation of the protocol at the **local level**, i.e., its incorporation into territorial emergency response strategies and contingency plans. Simulation exercises with different local actors, including civil society organizations, the Municipal DRR Council, the Departmental DRR Council and first responders, helped to create local awareness and ownership in the municipalities of Inirida, Puerto Carreño, Quibdó and Tumaco.

This case study is based on interviews with CRC staff in October 2022 and October 2023, conducted by Marine Durand (independent consultant) and Liesa Sauerhammer (German Red Cross).

LESSONS LEARNED

- **Building trust across scales:** Linking bottom-up and top-down approaches across different levels and trust-building to enhance collaboration and participation in DRR activities is particularly needed in a fragmented setting like Colombia. CRC is playing an important role in connecting local, regional and national actors and in engaging with armed groups in the context of humanitarian dialogue.
- **Adaptive management:** To reach most vulnerable population groups, CRC employs an adaptive approach that allows for different ways to ensure safe access in coordinating with armed groups depending on their structure; in the position of volunteers within the relevant communities; and by continuous context monitoring, security and situational updates to inform the adjustment of activities. This adaptive management approach is reflected in the various ways CRC engages and coordinates with different non-state armed groups, depending on their structure, their awareness of humanitarian laws and principles, and the availability of local volunteers.
- **Connecting DRR and climate action:** Many hazards that we address as part of DRR programmes are exacerbated by climate change; there is, therefore, already an inherent connection between DRR and climate action. However, CRC shows that there are many additional opportunities to incorporate climate adaptation into DRR, particularly in the context of multi-sectoral programming.

STAGE 3: TAKE ACTION TO STRENGTHEN RESILIENCE

IN BRIEF: Having already identified the risk and resilience pattern, Stage 3 (Figure 6) is about identifying solutions to reduce risk and raise resilience. You first identify possible actions (step 1), then explore the internal community capacity (step 2) as well as the need for external support to pursue them (step 3). Next, you prioritize actions (step 4) and define activities (step 5), then share your draft with stakeholders, enable connections (step 6) and implement the community action plan.

Building on the preparatory work of the previous stages, this is the time to use information on potential sensitivities, underlying drivers of risk and vulnerability, stakeholder assessments, and established trustful relationships to ensure that participatory planning is conflict-sensitive and inclusive. Both the processes by which we develop community action plans and the activities that may be part of such plans could require adjustments to the local FCV context (Foundation 5).

At the end of Stage 3, you should have a risk-informed community action plan. This may have different names depending on the community, such as a community disaster risk reduction plan. It may also be integrated into existing community-level development, disaster or natural resource management plans. As such, Stage 3 is about planning action and starting implementation.

FIGURE 6. Stage 3 of the Road Map to Community Resilience

3.1 PREPARING FOR COMMUNITY ACTION PLANS IN FCV SETTINGS

The following considerations will support your preparation and help to avoid some of the typical pitfalls as you work with the community towards their action plan.

Meet in advance: As the team behind the community risk assessment, meet **before** engaging the community to develop the community action plan. Recalling the insights won from your conflict-sensitivity analysis in Stage 1 and compound risk analysis in Stage 2, reflect on the assessment findings and think through the potential actions that may emerge. Assess the potential of these actions for causing harm or fuelling tensions among community members, then get ready to manage any potential conflicts arising. For this initial meeting, consider updating the 'connectors and dividers' exercise (Resource 7).

Anticipate challenges and adapt: If the assessment suggests significant constraints for community engagement as envisaged in the Road Map to Community Resilience, find a new road: modify your approach. Be guided by the *do no harm* principle and always prioritize the safety of the programme team and community members. Also consider and seek to avoid any potential repercussions of activities on humanitarian principles as well as the reputation, access and acceptance of the Movement.

Maintain a multi-sectoral lens: From a community perspective, the real world does not follow a sectoral logic; rather, sectors are concepts that help structure organizational and administrative departments. When developing the community action plan, maintain a multi-sectoral lens that recognizes the multi-dimensional nature of resilience (Foundation 3). Whether a project has a main focus on health, water and sanitation, or shelter, for instance, DRR is everyone's business. Therefore, collaborate across teams and make sure you maintain a wide angle of risk.

Keep the community at the helm: Consider the initial team meeting as a safety measure that helps you to prepare for smooth and safe facilitation of the community action plan. Avoid foregone conclusions, where you pre-define solutions. Participatory planning involves local communities and stakeholders in the planning process to ensure that strategies are locally relevant and accepted. Keep the community at the helm in a genuinely community-based path to strengthened resilience. This facilitates a strong sense of ownership – key to sustainable outcomes. Therefore, engage local actors to prepare sessions. Run the process in a participatory manner that is inclusive and representative of the community's diversity, but adjusting to safety, security and protection concerns where necessary.

If you have not yet established a **community resilience team**, now is a good time. Ideally, this should be representative of the wider community's composition in terms of gender, age, livelihood, religious or cultural groups, while being mindful of relevant FCV dynamics and conflict-sensitivity risks. If the community already has a similar committee, explore whether and how its capacity can be strengthened.

What if we cannot have community meetings? The second-best option is engaging those local decision-makers and key actors who are available. These then proceed through the six steps to draft the community action plan. Throughout the process, explore whether additional community members can be brought in; for instance, when you discuss internal capacities within the community. It can also be useful to have informal talks with community members to gain a better understanding of the situation – keep these talks conversational and only document relevant insights later on.

Working with such a limited number of actors inevitably comes with limitations, including the inability to get the full picture in terms of internal capacities and the risk of excluding certain groups. These factors may render the eventual community action plan not representative of all needs and risks, or less effective, or even adversely affect social cohesion and have wider repercussions.

Remain alert and sensitive: Keep key principles in mind, which include:

- being **conflict-sensitive** and mindful of the *do no harm* principle (Foundation 5)
- keeping the **community engaged and being accountable** to it
- considering **protection, gender and inclusion** (Stage 1).

Throughout Stage 3, the Conflict-sensitive interaction analysis by the Swiss Red Cross, which includes the results of the conflict context analysis, especially dividers and connectors, and the different lenses of the Fundamental Principles, Safer Access Framework, protection, gender and inclusion frameworks and community engagement and accountability help us to discover potentially unintended negative consequences.

3.2 STEP BY STEP GUIDANCE THROUGH STAGE 3

In this section, general FCV considerations are presented with practical experiences from different contexts in line with the six steps of the Road Map to Community Resilience, Stage 3.

STEP 1: VISION AND IDENTIFY ACTIONS

The question at the start of Stage 3 is: what can be done to reduce the risk? With your community resilience team, envision and identify actions. Note all the ideas on cards and then arrange these in a systematic way – for instance, turn the problem tree into a solution tree. Keep in mind the contextual challenges over which the community has limited or no control.

CONSIDERATIONS IN FCV SETTINGS

This step is very important if we know that different interest groups and stakeholders might have a very different understanding of priorities.

Several facilitation methods could be used to start the discussion with a joint vision depending on the context, cultural preferences and experiences of staff and volunteers, here are two suggestions:

- drawing: how do we want our community to look like in five years? (highlighting risks and capacities)
- storytelling: best-case scenario, highlighting priorities for risk mitigation measures and other activities for the action plan (Resource 6).

STEP 2: EXPLORE INTERNAL CAPACITY

What can the community do to strengthen resilience? This step is about identifying the internal community capacities that could be used to carry out some of the actions (Case study 10). Keep in mind that FCV settings can be highly dynamic, and community members may be affected by sudden escalations in violence, the loss of livelihoods, infrastructure, inflation or any of the other potential impacts of fragility, conflict and violence on communities and individuals outlined in Foundation 3. Any of these can lead to a loss of internal capacity at relatively short notice.

CONSIDERATIONS IN FCV SETTINGS

If some groups are unable to take part in the first exercise, repeat it to gather the full suite of capacities that the community has. Self-help capacities might be organized in small sub-groups rather than at community level.

Explore possible foundations for resilience efforts which could facilitate social cohesion and strengthen connectors, such as collective action and social capital.

The aftermath of an explosion at Zobe Junction, Mogadishu, Somalia. © Ismail Taxta/ICRC

An IFRC Safe and Dignified Burial team respond to an alert from family members who have lost a loved one to suspected Ebola in the Democratic Republic of the Congo © IFRC/Maria Santto

CASE STUDY 10. PEOPLE FIRST IMPACT METHOD IN EBOLA PREVENTION: A COMMUNITY-BASED APPROACH BY MALTESER INTERNATIONAL IN THE DEMOCRATIC REPUBLIC OF THE CONGO

In 2018–2020, the eastern part of the Democratic Republic of the Congo faced the world's second-largest Ebola outbreak, resulting in 2,287 deaths. In Malteser International's (MI's) intervention area, rumours arose that it might have caused the spread of the epidemic through an Ebola response simulation which took place just one month before the actual outbreak as well as by setting up isolation tents. These false rumours had huge impacts: the community refused to join the Ebola response; youth were preparing to burn down the isolation site; and healthcare providers were threatened.

MI – present in the region since 2000 – recognized the crucial link between trust and effective response during the Ebola crisis. They piloted and adopted the People First Impact Method (P-FIM) as a means of building trust during the Ebola response which has proved to be a valuable tool. As a result, P-FIM has now become one of MI's standard tools for ensuring community engagement.

What is the People First Impact Method?

P-FIM is a community-centred approach. "We listened to the community in order to first understand the situation of the population, their fears and the rumours that circulate. Then, we developed activities together with the community. With this approach, little by little, we regained the confidence of the community and the rumours diminished", explains Dr. Jean-Paul Uvoyo, Malteser International's regional health advisor.

The adapted P-FIM methodology involved two sessions with around 15 members of the affected population:

- The first session focused on listening to community perceptions and understanding the context they lived in, embracing a goal-free engagement approach that allowed community members to set the agenda. This helped MI staff in understanding people's fears and their perspectives on the virus, leading to the rebuilding of trust. Additionally, it played a crucial role in identifying the starting point for any intervention.
- The second meeting embraced a two-way engagement and participatory process to create designs for a community communication campaign. The community was asked to identify activities according to their local capacities and to act accordingly with their own resources. Only then was additional support provided by humanitarian organizations to close the gaps.

Key learnings

Responses to pandemics such as Ebola require community involvement as a matter of priority. It is essential to give voice to the community, listen to community members, understand the context in which they find themselves, build trust and make use of their capacities at an early stage. Only then will the intervention be appropriate, relevant and effective.

P-FIM offers an approach that can be effective even in fragile and conflict-affected contexts. It is advisable for humanitarian actors to refrain from presenting themselves as experts who claim to have all-encompassing knowledge. Instead, they should act based on ideas put forward by community members and then involve them in implementing the response. This engagement builds trust and motivation, while strengthening local capacities.

This case study is based on inputs from the Malteser International headquarters and country delegation in the eastern Democratic Republic of the Congo, 2024.

STEP 3: IDENTIFY THE NEED FOR EXTERNAL SUPPORT

To what extent is external support needed, what are the challenges in getting support and how can these be overcome? Internal capacities on their own may not be enough to implement the actions you identified in Step 1. Therefore, identify those actions that may require external support; for instance, from government agencies, the project or other sources. In this process, consider factors that may limit the opportunity for external support.

CONSIDERATIONS IN FCV SETTINGS

When complementing internal capacities along with the Movement capacities we often talk about referral mechanisms to other local, national and international actors. Here, it is important to consider linking the community with development and peacebuilding actors in line with the humanitarian–development–peace nexus. As the Movement, we can facilitate these connections, but the community is driving and owning them.

If we know that external support is needed, it is recommended to keep the stakeholders informed and engaged throughout the stages and steps to open up the possibility to integrate actions into municipal development plans as well as the work plans of other organizations, etc. Trust between stakeholders and communities is often the basis for positive change and support. At the same time, trust between governments and people living in informal settings is often difficult to build and fragile. A structured dialogue, among other participatory approaches, takes time but can help break implementation barriers and establish common ground.

STEP 4: PRIORITIZE ACTIONS

Under Step 4, you should now prioritize these actions. To do this, first agree on criteria; for instance to balance short-term humanitarian needs with medium- to long-term impact. You then rate these actions, e.g., with the Impact vs. Effort Matrix (a free tool is available here). It is crucial that this process is implemented in a transparent and conflict-sensitive manner.

CONSIDERATIONS IN FCV SETTINGS

There may be disagreement among the community on which actions to prioritize and some community members may feel disgruntled if they perceive the prioritization to favour others. This is particularly problematic if such perceptions follow existing societal fault lines. Communicate proactively throughout the prioritization process to avoid misunderstandings. Additional considerations for facilitating consensus might be needed, such as an analysis of connectors and dividers (Resource 7). Remind the participants of the vision in Step 1 and add selection criteria as suggested by community members. On selection criteria such as self-help capacities and decentralized and resilient structures, feasibility, effectiveness, conflict-sensitivity and sustainability, see, for instance, the palette of activities suggested by the ICRC for protracted contexts.

When prioritizing actions and target groups, keep in mind that some key groups are commonly and disproportionately affected by FCV contexts (IFRC, 2024). These include:

- women (particularly pregnant and lactating women)
- children
- people living with disabilities
- people on the move and those otherwise displaced
- those who are undocumented.

Invest time in finding a consensus. The example of the Lebanese Red Cross (Learning from practice: Lebanon) shows how to balance short-term and long-term goals by carrying out micro-projects that aim to mitigate a specific identified hazard within the community for a quick and tangible outcome. If a joint prioritization exercise is not possible, consider having multiple sessions and keep the expected impact of actions in mind. Does it correspond with the impact people want to see in their community?

Example Colombia (Learning from practice: Colombia): The Colombian Red Cross provided information on the national DRR and early warning systems, first responder training and DRR equipment, such as first aid kits and evacuation routes. These activities made community engagement and the implementation of DRR programming in FARC-controlled areas possible, often as multi-sectoral projects in line with community needs identified via an EVCA.

Example South Sudan (Learning from practice: South Sudan): The multi-sectoral approach of the South Sudan Red Cross combines DDR and livelihood activities with psychosocial support and measures to strengthen social cohesion.

STEP 5: DEFINE ACTIVITIES AND RESOURCES

At this step, the prioritized actions are operationalized: you have defined activities and required resources and progressively developed the community action plan.

CONSIDERATIONS IN FCV SETTINGS

Make sure to keep in mind potential logistical challenges caused by fragility, conflict or violence, such as disruptions of supply routes or movement restrictions. It is always good to plan with the medium-to-worst case scenario in mind and have a plan B, or even a plan C.

Adjust the interaction analysis by the Swiss Red Cross with the final activities and potential negative consequences as well as mitigation measures.

Example Yemen (Case study 3): The Yemen Red Crescent Society programmes adopted community-based approaches that promote the active involvement of community members to inform the practical adaptations required from programme interventions.

Example Bangladesh (Learning from practice: Bangladesh): The government requested the Bangladesh Red Crescent Society and other organizations to balance the support for refugees with a certain percentage of budget allocation for the host communities. This is especially relevant in light of the high humanitarian needs of the host population.

Palestine Red Crescent Society volunteers responding to the needs of people affected by the ongoing violence between Israel and Palestine © Palestine Red Crescent Society

CASE STUDY 11. PRIORITIZING ACTIONS AND RESOURCES IN PALESTINE

The challenging context of the high frequency of violence in Palestine, Israel's construction of the separation wall in the Occupied Territory of the West Bank since 2002, and the fragmentation of the West Bank in Areas A, B and C with Israeli military checkpoints leaves communities like East Barta'a isolated, thereby making external assistance difficult to access. Understanding the urgency of self-reliance, the Palestine Red Crescent Society (PRCS) focuses on empowering communities to prepare and respond to crises:

- In DRR programming, for example, PRCS collaborates with local entities to form community-based DRR committees. These committees, diverse and inclusive, work alongside PRCS to identify and address priority risks, implement risk reduction measures outlined in community action plans, ensure redundancy of roles and the efficient use of resources during crises. The committees receive training and capacity-building on emergency preparedness and response, focusing on environmental management. This comprehensive approach enhances the community's resilience to disasters, making it capable of responding effectively to potential risks, including climate change impacts, floods and fires.
- On health, PRCS engages community volunteers through community awareness committees, ensuring the continuity of health education and awareness even in remote locations. Training in emergency medical services equips community committees to act as first responders, bridging the gap between immediate need and external assistance.
- In psychological support services, PRCS conducts training for community committees, educators and counsellors on providing psychological first aid and support for children in crisis situations. These also include safe spaces to talk openly and protect children as much as possible.

These priority actions consider the FCV context and lay out concrete steps towards community empowerment.

This case study is based on interviews with PRCS staff, 2022.

STEP 6: CONNECT WITH STAKEHOLDERS

At the final step, present the community action plan to stakeholders to help generate resources and partnerships. Use your earlier stakeholder mapping to identify important stakeholders to involve in this step and to understand their position in the broader FCV context. Trust is an all-important component of this step.

CONSIDERATIONS IN FCV SETTINGS

As trust-building takes time, we facilitate the connection with external stakeholders as early as possible, starting in Stage 1 throughout the Road Map to Community Resilience.

At a certain point in time, it might be better to sign legally binding documents with other actors, including local and national governments. To be able to include actions in the planning documents of other actors, we must be aware of the timeline and window of opportunity to influence these plans. Learning from practice: Banglades shows how the Bangladesh Red Crescent Society approached this in Cox's Bazar.

Example Colombia (Learning from practice: Colombia): Through the community-based DRR work to strengthen community resilience, the Colombian Red Cross realized that there is a gap at national policy level which hinders timely and efficient support to communities impacted by conflict and disaster. This is when the Colombian Red Cross started to facilitate the formulation of the double affectation protocol to strengthen national governance and to support its implementation from national to local level.

Example Kenya (Partners for Resilience, n.d.): When thirteen community-based organizations started working in the Ewas Ng'iro River basin, they realized the importance of having one DRR umbrella organization. The communities downstream were opposed to the governmental plans to develop the river and build a dam, but lacked a voice to defend their rights and interests. Lacking a common platform to air their concerns, neither county nor national government would listen to them. Particularly noteworthy achievements of the umbrella organization were the successful camel caravans of 2013 and 2014. These campaigns not only managed to bring together warring ethnic groups in the river basin but also engaged civil societies, the private sector, the media and the government to support the Ewaso Ng'iro River communities' cause.

Residents of a drought-affected village in Turkana, Kenya, at a water source © Emil Helotie / Finnish Red Cross

MILESTONE: CREATE A RISK-INFORMED COMMUNITY ACTION PLAN

CONSIDERATIONS IN FCV SETTINGS

It is possible that you cannot manage to come up with one unified plan yet. The idea is to facilitate the process in a potentially fragmented and polarized community with a joint vision and intended outcome. Through successful cooperation with joint activities, tangible results, continuous stakeholder engagement and trust-building, we might be able to facilitate step by step the development of a joint plan.

If it is not possible yet, do not force it, but be very clear about expectations and budgets and that you'll be inclusive and supportive of various activities with mutual benefits and priorities in line with the Fundamental Principles of the Movement.

3.3 ADJUSTING STANDARD COMMUNITY-BASED DRR ACTIVITIES TO FCV SETTINGS

At the end of Stage 3, we are ready to start implementing the community action plan. Again, we look at the general principles of Foundation 5, our interaction analysis including the results of the conflict context analysis, especially dividers and connectors, and the different lenses to adjust planned activities based on the information from our continuous monitoring exercises (4.1 Adaptive management). Table 6 provides an overview of standard DRR activities and how they could be or were adjusted based on practical experiences from National Societies around the world:

TABLE 6. Standard DRR activities adjusted for FCV settings

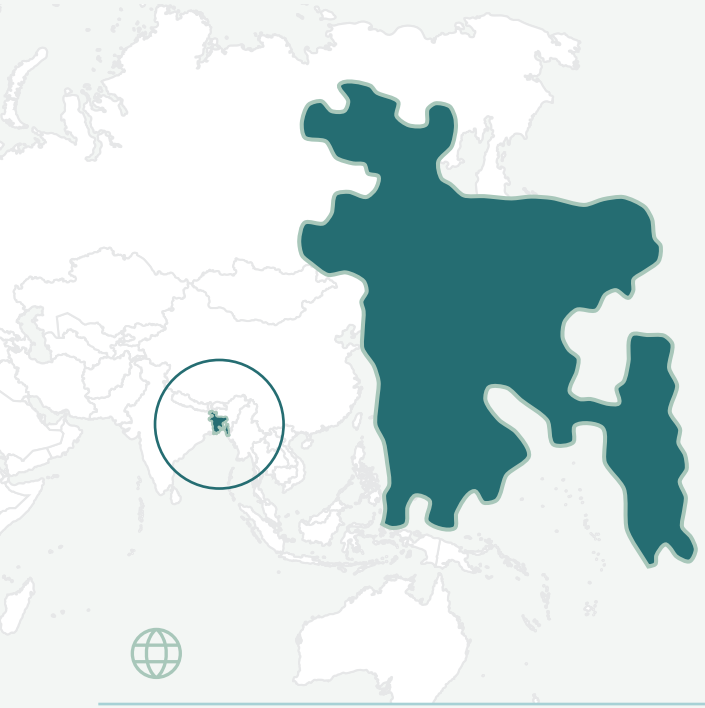
STANDARD ACTIVITIES	ADJUSTMENT IN FCV
ORIENTATION SESSIONS	■ During an orientation session, we must clearly communicate the Fundamental Principles and how our programming improves safety and wellbeing for all over the long-term. ■ Reach out to a diverse set of community leaders to ensure the transparent flow of information if some parts of the community are underrepresented in the session. ■ Be aware of potential negative interpretations or perceptions if community members are very sceptical of 'outsiders' and take appropriate measures, increase communication and build trust. Example Somalia (Case study 5): Before beginning implementation, the Somali Red Crescent Society carried out **orientation sessions** with community members to present the project, rationale, timeline and goal to make sure there was a common understanding and the ability to address questions. This increased communication and reduced the risk of misunderstanding around project objectives. It also boosted overall engagement.
AWARENESS-RAISING AND CAMPAIGNS	■ Strengthen community participation to make the activities more context-specific, conflict-sensitive and relevant for FCV-affected communities. ■ Include FCV-related hazards and specific early actions. ■ Include non-state armed groups in coordination and cooperation with other weapon-bearers and ICRC. ■ Include relevant information and early warning messaging at humanitarian service points. Example Democratic Republic of the Congo (Case study 10): A two-way engagement and participatory process created designs for a community communication campaign. The community was asked to identify activities according to their local capacities and to act accordingly with their own resources. Only then was additional support provided by humanitarian organizations to close the gaps.
CAPACITY-BUILDING AND TRAINING	■ Include soft skills like facilitation, negotiation and mediation. ■ Include psychological first aid and psychosocial support. ■ Include an international humanitarian law session. ■ Include training (e.g., first aid, fire safety) to staff from local authorities, non-state armed groups or weapon-bearers, community-based organizations and community members.
COMMUNITY COMMITTEES OR SIMILAR LOCAL DRR STRUCTURES	■ Should ideally prevent unequal resource allocation and support accountability to affected population and monitoring. ■ Conflict-sensitive representation by all groups could start with separate or sub-committees with representatives or advisors and the medium- to longer-term goal to have a joint committee, or separate but integrated sub-committees. ■ Could also mean linking committees in host communities with committees in camps. ■ A focus on vertical and horizontal connectedness needs facilitation by the National Society or acting as intermediary due to fragmented governance in FCV settings. ■ Depending on when in the process the committee was established, it might be necessary to adjust or rotate from time to time. Example Palestine (Case study 11): The Palestine Red Crescent Society collaborates with local entities to form community-based DRR committees. These committees, diverse and inclusive, work alongside the National Society to identify and address priority risks, implement risk reduction measures outlined in community action plans, ensure redundancy of roles and efficient use of resources during crises.
COMMUNITY EMERGENCY RESPONSE TEAMS	■ Could be intermediaries or interlocutors for the National Society in line with the Safer Access Framework. ■ Take account of existing community structures and how to deal with their potential affiliation to different parties to the conflict. ■ Focus on self-reliance and independence as part of potential territorial fragmentation. ■ Adjust equipment to FCV-related hazards. Example Lebanon (Learning from practice: Lebanon): Community Emergency Response Teams established by the Lebanese Red Cross are composed of volunteers from a variety of community groups and members are trained in first response and first aid, as well as supplied with the necessary equipment. They build response capacities within communities and are intended to be gradually integrated into the government emergency response.

STANDARD ACTIVITIES	ADJUSTMENT IN FCV
COMMUNITY-LEVEL RISK PREVENTION AND RISK MITIGATION MEASURES (INCLUDING MULTI-SECTORAL MICRO PROJECTS)	■ Reflect on the impact of DRR measures and potentially unintended negative consequences on the affected population and neighbouring communities to avoid exacerbating FCV. ■ Consider linking the community with development and peacebuilding actors via the humanitarian–development–peace nexus. Example South Sudan (Learning from practice: South Sudan): The South Sudan Red Cross collaborates with a range of different organizations, including governmental and non-governmental actors, across the local and national level to strengthen complementarity in the DRR-related work of these actors, and to ensure that community perspectives and interests are well-represented.
COMMUNITY-BASED EARLY WARNING SYSTEM	Functioning end-to-end early warning systems reaching the last mile and leading to action in FCV needs: ■ Multi-hazard focus including solutions for human-induced hazards. ■ Community engagement and accountability. ■ Trust-building and trusted (sometimes informal) communication channels. ■ Buy-in from formal and informal stakeholders. ■ High- and low-tech. ■ Protection mainstreaming. ■ Early warning messages which are understood by the affected population and lead to meaningful early actions in their given situation (translation and interpretation needed between the sending agencies and different user groups). ■ Conditions under which evacuation can be facilitated in FCV and highly insecure contexts. Example Lebanon (Learning from practice: Lebanon): School-based DRR activities led to an informal conflict early warning system and in coordination with the Lebanese Army, students could safely evacuate from the conflict zones.
CONTINGENCY PLANS	■ Include scenario analyses in contingency plans for FCV and compound impact of natural and human-induced hazards. ■ Priority hazards could be electoral violence, violence of non-state armed groups or population movement. ■ Involve all relevant stakeholders in scenario and contingency planning. ■ Align contingency plans with disaster risk management actors, and actors involved in FCV.

STANDARD ACTIVITIES	ADJUSTMENT IN FCV
EVACUATION, EVACUATION ROUTES	■ Address obstacles to evacuation in FCV settings, such as insecurity or trauma and find mitigation measures. ■ Knowing where violent events are most likely to occur can inform the selection of locations for temporary shelters, settlement or alternative evacuation corridors to facilitate safety in times of disaster.
SCHOOL-BASED DRR - **AWARENESS-RAISING** - **SCHOOL LEVEL MITIGATION AND PREVENTION (MICRO PROJECTS)** - **CURRICULUM DEVELOPMENT** - **SCHOOL COMMITTEES** - **FIRST RESPONDER TEAMS**	■ Provide comprehensive student sessions/curriculum on hazards, risks, vulnerabilities and capacities, in addition to humanitarian values and principles. To better understand disasters' cause and prevention, include climate change education sessions. See RED Education lesson plan bank for comprehensive approach implementing the Comprehensive School Safety Framework for an all-hazards approach to school safety. ■ Include participatory school improvement projects. ■ Include FCV-specific hazards like mine awareness and weapon contamination. ■ Include education on international humanitarian law. ■ Find a feasible entry point to improve trust-building with the community and increase interest in community-based DRR programming. ■ Contribute to community cohesion by establishing school safety committees, which could also develop contingency plans to address violence and mitigate multiple hazards. ■ Focus on safe and child-friendly spaces especially in FCV settings. Example Lebanon (Learning from practice: Lebanon): The Lebanese Red Cross has developed an extensive school-based DRR programme, which aims to build resilience among schoolchildren, create a safer and more secure learning environment and build trust and acceptance for the organization within the community.
SIMULATION EXERCISES	■ Include part of scenario planning, ICRC (actively or as observer as feasible), Safer Access Framework, anticipatory action and early action protocols if available. Example South Sudan (Learning from practice: South Sudan): The South Sudan Red Cross uses multi-hazard contingency plans that capture various operational scenarios, given that the context can change at any time due to regional- or community-level conflicts, population movement or natural hazards. Testing the multi-hazard contingency plans helps to assess whether each branch, as well as the national headquarters, are prepared and logistically set for significant contextual changes.

LEARNING FROM PRACTICE:
DRR IN A SITUATION OF LARGE-SCALE DISPLACEMENT IN BANGLADESH

"We go door to door giving people information about what to do if a storm hits," says Nurjahan (centre) – a cyclone preparedness volunteer in Cox's Bazar, Bangladesh. Nurjahan and her fellow volunteers fled violence in their home country (Myanmar) nearly two years ago and now live in Kutupalong, a displacement camp. © Brad Zerivitz/ American Red Cross



Nearly one million Rohingya refugees from Myanmar are residing in over 33 camps in the Cox's Bazar region of Bangladesh in the aftermath of the influx in 2017. The region is highly exposed to cyclones and associated floods and landslides, with refugee camp populations being particularly vulnerable. In such a setting of large-scale displacement, how can we ensure that existing DRR programming effectively covers camp populations?

Cox's Bazar is located along the south-eastern coast of Bangladesh, where it faces significant natural hazards linked to the southwest monsoon and two cyclone seasons each year (Dasgupta *et al.*, 2014; Kamal *et al.*, 2022). At the same time, it is one of the poorest areas in Bangladesh and has been host to Rohingya refugees for decades. Prior to 2017, the region housed approximately 400,000 local residents and 30,000 refugees (Islam & Siddika, 2022). The massive influx of refugees in 2017 in combination with other shocks, such as the COVID-19 pandemic, have aggravated existing vulnerabilities and local tensions (World Food Programme, 2022).

CHALLENGES AND SOLUTIONS

The Bangladesh Red Crescent Society (BDRCS) is one of the key organizations implementing DRR in the refugee camps of Cox's Bazar. Over the past years, a number of cross-cutting challenges to this work have emerged, which BDRCS is working to mitigate.

First, **sporadic outbursts of violence** affect programming in some of the camps. BDRCS established an informal monitoring system with its structure of 45 **Cyclone Preparedness Programme** (CPP) host community volunteers who support camp-level DRR activities and have close engagement with the 3,300 volunteers in the camps who used to provide situational updates from camps. They alert BDRCS of any violent escalations, which can then take informed decisions on day to day operations, based on the current security situation.

Second, BDRCS found that established participatory **risk assessment** approaches through the EVCA framework of IFRC have limited effectiveness in camps, as refugees may not yet be aware of specific risks in their new environment, particularly related to infrequent or emerging risks. Secondary sources rather than community input, therefore, form the first step of

Bangladesh Red Crescent Society staff and volunteers go door to door to disseminate early warning messages in displacement camps in Cox's Bazar. © Bangladesh Red Crescent, IFRC

risk assessment, leveraging information gathered by other organizations active in the area.

Third, as the displacement of Rohingya refugees becomes protracted, response operations are facing **funding shortfalls** and BDRCS is often expected to step in, stretching its own resources thin. To make the most of limited means, BDRCS prioritizes activities that strengthen the self-help capacities of the camp population and the localization of the response operation; for example, by training camp volunteers as first responders and raising awareness of the multi-hazard risk environment in the camps.

The CPP is one of BDRCS's core activities in Cox's Bazar. It is a long-standing joint programme of the Government of Bangladesh and BDRCS, focusing on early warning and early action for cyclones in coastal communities across the country. In Cox's Bazar, BDRCS has expanded the national cyclone early warning system and extended CPP roles to multi-hazard risk management since 2018, jointly with the Government of Bangladesh through the Ministry of Disaster Management and Relief and office of the Refugee Relief and Repatriation Commissioner. This has been supported by IFRC and the American Red Cross, in coordination with the International Organization for Migration and the UN High Commissioner for Refugees. BDRCS provided training to 3,300 new CPP camp volunteers from among the camp communities who work in close collaboration with CPP volunteers from the host communities in the area to facilitate early warning communication and the logistics of subsequent early actions. The integration of volunteers from the camps and the host population also increased their mutual acceptance. In expanding the CPP structures to refugee camps, BDRCS had to take the restrictions of camp settings into account. For instance, access to personal communication devices might be limited and early warnings are instead communicated via flag signals and loudspeakers. Early actions need to account for potential movement restrictions and the shortcomings of temporary infrastructure, including shelters, within the camps (Calabria *et al.*, 2022).

The **relationship between host communities and refugees** in Cox's Bazar needs to be managed carefully, to avoid grievances or tensions if one group receives more assistance than the other. To mitigate such tensions, the Government of Bangladesh requested aid agencies to allocate 20–25 per cent of humanitarian assistance to host communities. Next to its work in refugee camps, BDRCS therefore also implements multi-sectoral programmes that incorporate DRR considerations in host communities. For example, in Ukhiya and Teknaf, BDRCS provides sector-integrated support to vulnerable groups, such as integrated shelter, water, sanitation and hygiene and livelihood support in host communities as well as support to strengthen local disaster management committees and community-based organizations. In addition, **youth action** is mainstreamed in disaster risk management through school-based DRR jointly with local BDRCS branches along with the provision of lifesaving equipment and training on sea safety and household preparedness measures.

To increase the coverage and effectiveness of DRR across camp communities, BDRCS works closely with other organizations that implement their own sectoral projects within the camps. BDRCS provides training to these organizations on how to incorporate DRR into their projects as part of an overall drive to **mainstream DRR** across initiatives and promote multi-sectoral programming in camp settings. This work also facilitates coordination among the different organizations on DRR-related matters, such as early warnings or the pre-positioning of resources.

In addition, BDRCS collaborates with the regional representatives of the Bangladesh government to ensure that local programming is in line with national planning. However, there has been a steady decline in government staff responsible for the refugee camps of Cox's Bazar, and available government officials are under-resourced and change frequently. As a result, BDRCS needs to spend more time on this coordination, including regular stakeholder workshops and strict meeting schedules.

LESSONS LEARNED

- **Mainstreaming DRR in settings of displacement:** Through coordination and collaboration, both inside and outside of the Movement, BDRCS can integrate DRR into multi-sectoral response operations. This is done through the identification of priorities within sectors, pragmatic leadership and the involvement of relevant actors from government and other organizations.
- **Tailored DRR solutions for settings of displacement:** Through its work in Cox's Bazar, BDRCS has learned the importance of adapting DRR solutions to meet the needs of both refugee communities and host communities. Tailored solutions can ensure that the needs of all communities are met, and that DRR activities can support to strengthen relationships between host communities and refugee communities.
- **Collaboration across scales:** BDRCS balances international capacity with local knowledge and prioritizes harnessing this balance to strengthen local capacity. Local volunteers support the continuous monitoring of emerging violence and raise awareness of risks that are present in displacement settings. Preparedness is key in large-scale displacement settings and BDRCS demonstrates how to draw from the broader Movement when National Society capacity is insufficient, and how to cope if resources are scarce. This includes strategies such as downscaling, focusing on local community capacities and prioritizes self-help.

This case study is based on interviews with BDRCS staff in September 2023, conducted by Liesa Sauerhammer (German Red Cross), Juliane Schillinger and Aristide Kambale (Red Cross Red Crescent Climate Centre).

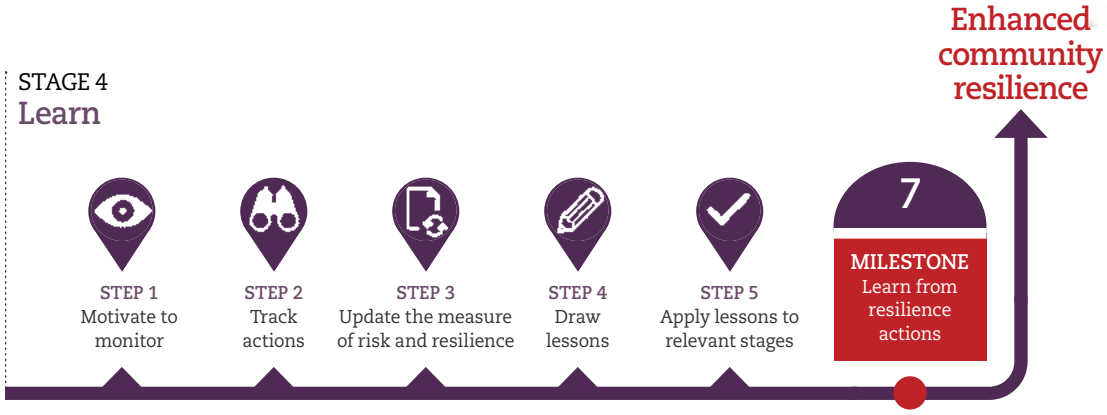
In 2018, the Cyclone Preparedness Programme (CPP) distributed early warning equipment to trained CPP community volunteers in Cox's Bazar, Bangladesh. Now, 240 men and 240 women living in the camps for people displaced from Rakhine State, Myanmar can activate early warnings when severe weather threatens and help others in need. © IFRC/Lynette Nyman

STAGE 4: LEARN

IN BRIEF: Stage 4 (Figure 7) is about learning along the way from the implementation process. The Road Map to Community Resilience points out that you should create a monitoring system (step 1) and track actions (step 2). Over time, you should update the measure of risk and resilience (step 3), draw lessons (step 4) and apply them to improve implementation (step 5). While the Road Map to Community Resilience focuses on monitoring and learning at community level, we first look at it from our institutional perspective as the National Society to support internal learning processes in FCV settings as well as programme monitoring itself.

Having reached Stage 4 implies that your community has created a community action plan and started implementation. As part of the implementation, monitoring and evaluation (M&E) play a big role, especially in FCV settings. Adaptive management is informed by continuous monitoring of design as well as of evaluation and learning from our experiences to improve. While this can be difficult in FCV settings, it is also crucial to continuously build our own capacity to operate in such contexts. Finally, we must think about strategies for a conflict-sensitive phasing out from the very beginning. Stage 4 is a data heavy process that, similar to Stage 1, should come with a specific focus on data protection (1.4 Community engagement, data protection and remote management).

FIGURE 7. Stage 4 of the Road Map to Community Resilience



4.1 ADAPTIVE MANAGEMENT FOR FLEXIBLE PROGRAMMING

The IFRC has identified strengthening adaptive management or cyclical planning practices as a priority issue to enhance programming and operations in protracted crises and complex emergencies (IFRC, 2024). Adaptive management reflects the need to stay alert and flexible in FCV settings, and to swiftly adjust programming as the context changes (Case study 12).

We can find examples of this approach in everyday life. Imagine, for instance, that we are cooking soup. We wouldn't just add all the ingredients as we cook, only to find out at the end that it tastes terrible. Instead, we'd typically taste regularly and adjust as needed. A little more salt, a bit more chilli – perfect! Thanks to adaptive management, we have cooked a fabulous soup that our guests will love. Managing projects, or implementing community action plans, should be like that: we regularly check whether the process is on track to reaching its objectives and adjust if it is not (Figure 8).

Continuous monitoring is essential to adaptive management. In FCV contexts which come with a high level of uncertainty and dynamism, monitoring comes with another dimension: the operational context can change quickly for better or worse, and these changes may bring opportunities for new activities, require adjustments or render ongoing engagement unfeasible. Depending on current developments, programmes may have to be paused and restarted once the situation relaxes.

Therefore, we design our monitoring system with a vision of three learning objectives – namely, the understanding of:

- the changing context
- the project implementation
- the interaction between the context and the project.

FIGURE 8. A recipe for DRR programme iteration in FCV settings

The following considerations support adaptive management in FCV contexts:

- **Monitor the situation and the conflict as essential parts of programme monitoring.** Programme managers must be aware of the context dynamics as well as external factors that shape programme implementation and understand the interaction between the context and the programme.
- **Collect data to inform strategic decisions.** Some information is more important to make strategic decisions than others. Given the constraints to data collection and monitoring in FCV contexts, it can be useful to select a small number of indicators that are directly relevant to the DRR programme or community characteristics; for example, based on known drivers of risk or key obstacles to programme implementation.
- **Balance standardization and flexibility.** The tension between flexibility in data collection at the local level (to capture contextual information and changing circumstances) and standardization (to enable strategic analysis at a higher level and to aggregate data across contexts) must be managed on an ongoing basis.

The crucial element of adaptive management is to use these monitoring insights to make informed adjustments. This results in a learning-oriented programme management approach that centralizes proactive and ongoing reflection on what is and what is not working, and adapting the programme design or operations based on this new information (Dempster and Herbert, 2023). Table 7 compares adaptive management to traditional approaches.

We may not always be able to rely on adaptive management alone – while adaptive approaches are key to staying flexible in FCV settings, we may also have

CASE STUDY 12. ADAPTIVE MANAGEMENT IN THE SOUTH SUDAN RED CROSS

South Sudan grapples with a high-risk multi-hazard context, including recurrent droughts, floods, heatwaves and disease outbreaks that contribute to forced displacement, loss of livelihoods and infrastructure damage. Further vulnerabilities and other impacts arise from civil war and intercommunal conflicts and violence.

The adaptive management approach of the South Sudan Red Cross (SSRC) has proven the importance for proactivity, flexibility and sensitivity while operating in this complex context. Some features of this approach include:

- Continuous monitoring: Continuously adjusting and/or rescheduling activities, reviewing the context in regular meetings and openness to reflection and learning are necessary features to deal with the complex context.
- Multi-sectoral interventions and mainstreaming of DRR allow flexible and adaptive adjustment to ever-increasing humanitarian needs. Modification of strategies and actions ensure that the interventions remain relevant and impactful.
- Contingency planning: SSRC headquarters and branches define and test multi-hazard contingency plans that capture various operational scenarios, given that the context can change at any time due to regional- or community-level conflicts, population movement, natural hazards, etc. Testing the multi-hazard contingency plans helps to assess whether each branch as well as the national headquarters are prepared and logistically set for significant contextual changes.

These approaches help prioritize actions in dynamic contexts with high uncertainty.

Learn more about SSRC's DRR programming in a high-risk multi-hazard context in Learning from practice: South Sudan.

South Sudan Red Cross volunteers unload a truck containing seeds and farming implements to be distributed to 5,000 families. Today in Mayom Wel alone, they will be distributing to 525 families. Aruk Mou, 30, has been a volunteer for more than seven years and explains the love she has of being able to give back to the community where she lives and serves. © IFRC / Corrie Butler

TABLE 7. Comparison of traditional and adaptive management approaches, based on Dempster and Herbert (2023).

	TRADITIONAL MANAGEMENT APPROACHES	ADAPTIVE MANAGEMENT APPROACHES
PLAN	Includes lots of advance design and planning; detailed plans and budgets developed for the entire programme period.	Initial plans are developed, based on the assumption that they will evolve over time; design and planning is ongoing throughout a programme.
IMPLEMENT	Implementation follows a pre-defined plan.	Course corrections are made throughout the programme.
MANAGE	Management is concerned with ensuring that a programme stays on course.	A management task is to constantly adapt a programme in light of evolving experience.
MONITOR	Monitoring is based on pre-defined indicators, focusing mainly on activities and outputs.	Monitoring covers change at all levels from activities to impact; indicators and M&E tools are constantly being refined.
EVALUATE	Evaluation is conducted at the midpoint or end of a programme, designed to assess performance at a point in time.	Evaluation is conducted throughout the programme, designed to enhance performance.
LEARN	Learning is seen as an option, to be included where possible.	Learning is essential and integral part of a programme.

to meet more traditional management expectations of programme partners or funders. Make sure to clarify expectations early on and emphasize the importance of adaptive approaches in navigating FCV-related challenges if needed.

Short feedback loops (like the regular tasting of the soup) are essential. Critically, you need to have short feedback loops at the outcome level and not only at the level of outputs and activities.

Let's play this out in an example. Assume that the community action plan aims for improved early warning and early action practices as an outcome. One of your activities was a training course of the community disaster risk management committee and the associated output is improved knowledge among the committee members. It may be easy to document the activity (e.g., training course delivered to ten team members) and measure the output (e.g., through pre-/post-course knowledge tests).

However, to measure the **outcome**, you would need to also run a simulation, ideally sometime after the course. Have all – especially most vulnerable – community members received the early warning and acted upon it, and if not, why not? Such analysis will allow you to adapt the activities: maybe the course delivery or outline needs to be changed, maybe participants should be from more diverse backgrounds, maybe elements in the context are limiting the transmission of the early warning messages to all community members to act upon it, or maybe additional means are required to reach the outcome.

Adaptive management requires us to ensure flexibility within the organizational culture and structure, funding and mindsets. In essence, encourage openness and transparency: agree on the destination (objectives), but be flexible on the path to that destination.

Table 8 gives you an overview of **enablers and barriers to adaptive management:** foster the former and limit the latter.

TABLE 8. Enablers and barriers to adaptive management, based on Dempster and Herbert (2023).

	ENABLERS	BARRIERS
PEOPLE AND TEAMS	Dynamic and collaborative teams, leadership support, personal interest in learning and continuous improvement	Frontline staff unfamiliar with using adaptive management or uncomfortable telling leadership that something is not working; teams working in silos
ORGANIZATIONAL, CULTURE, STRATEGY AND POLITICAL WILL	Responsive decision-making and action by implementers and funders; streamlining approval processes for requests to changes in budgets; intervention plans; results frameworks	Not knowing who to ask for 'permission' to change; lacking time to think through why change is needed; bias towards quantitative data or soundbites instead of deep learning; office culture that fears failure; top-down management styles
PROCESSES AND LEARNING	Appropriate data and reflective analysis; staff with competencies in reflection, learning, curiosity and open communication	Staff not knowing what existing rules allow; logframes not designed with an expectation of change; inappropriate M&E method or timing; no strong analysis of data; indicators that are too output-oriented or do not support decision-making
RESOURCES, TIME AND MONEY	Agile and integrated operations; ensuring that finance, planning and performance management systems enable changes in interventions and budgets	Small M&E budgets; budgets that need to be spent in short or arbitrary timeframes; no inception period or crisis modifier; rigid agreements
PARTNERSHIPS	Trusting and flexible partnerships (including local partners, private sector and donors); open communications	Preference for hitting targets over learning; communication limited to formal reporting requirements; internal processes that are overly administrative

4.2 MONITORING DESIGNS

The nature of FCV settings makes many standard monitoring and evaluation (M&E) approaches difficult or impossible, and monitoring is easily neglected as a result. The objectives and activities of a conflict-sensitive programme are often more fluid, especially where the context is volatile.

This makes it challenging to maintain a coherent monitoring approach. Data can be hard to come by, complicating efforts to establish baselines or to identify changes. Implementing agencies in insecure environments may lack the staff, resources or expertise for effective monitoring, especially given typically high rates of staff turnover in FCV contexts.

To help you design your M&E system, use the IFRC project/programme monitoring and evaluation guide, which remains the most comprehensive source of guidance, tools and templates for M&E throughout the programme cycle. In addition, consider the following points to ensure that your system is appropriate for an FCV setting.

Decide when to monitor or evaluate: Pre-defined timeframes outlined in programme or project documents (for example, quarterly and annual reports; baseline, midline and endline surveys) may be feasible to uphold, but the FCV context may require a more flexible approach. For example, the less predictable violent incidents are, the more important continuous monitoring becomes.

Instead of trying to maintain a rigid timeline, practitioners should have a plan, but factor into their M&E plans: a) situation dynamics; and b) the timing of when DRR results can be expected to materialize. Windows of opportunity for data collection may open unexpectedly, and the timing of DRR interventions means that monitoring data might best be collected when the theory of change suggests an outcome can emerge, not following a quarterly or annual reporting schedule.

Design the M&E process: In FCV contexts, the M&E process should be structured around three essential learning interests to drive results-oriented programme management: a) understanding the changing context; b) understanding project implementation; and c) understanding the interaction between the context and the project. Such monitoring should include high-level political and security developments as well as localized indicators of increasing tensions. For example, an otherwise bustling marketplace may become less busy or missing key vendors immediately preceding a violent attack. Define the most relevant indicators for a) to c), sources of information and planned frequency in an M&E plan template (see IFRC project/programme monitoring and evaluation guide, Annex 8, to be adjusted to your context and needs).

In volatile environments, a participatory monitoring approach that captures the perspectives of a range of different stakeholders is most likely to yield a balanced picture and actionable information. The use of multiple sources and tools also increases the likelihood that data keeps flowing when disruptions occur. An example of different **sources of information** are: observations of staff and volunteers; incidence reporting; contact with stakeholders; contact with peace and conflict actors; and the results of the conflict context analysis on dynamics, triggers and patterns to look out for. The regularity of the updates along with the adjustments depends on the context dynamics and can vary between hourly or daily during high intensity, and half-yearly during low intensity, FCV dynamics and whenever significant developments lead to big shifts in the FCV setting (Foundation 2; Foundation 5; 1.3 Understanding the conflict context and stakeholders).

Collect information: The proliferation of digital technology and devices has generated a wide variety of solutions for mobile and remote monitoring and even remote programme management. However, all data collection options require some presence on the ground which must be planned for, set up and managed.

Monitoring via remote sensing, such as satellite imagery or drones, is an exception. The type of data that can be collected through these means is typically not sufficient for DRR progress and results monitoring, which requires household-level interactions such as surveys or focus group discussions.

Analyse information: Understanding cause and effect relationships in complex FCV contexts can be particularly challenging. Therefore, plan for a way to structure monitoring information from the outset to reduce the complexity of the data and, more importantly, to understand key linkages between the project and the context. Again, the results of the conflict context analysis on dynamics, triggers and patterns to look out for are key. This could be summarized in a simple template developed by the Swiss Red Cross. Subsequently, practitioners can further prioritize and deepen the causal linkages identified through triangulation.

Review and redesign: In addition to monitoring DRR results, the analysis of monitoring information should seek to identify the impact of the intervention on its context (i.e., on fragility or conflict), including community perception and satisfaction, and of the context on programme activities. Recommendations based on conflict-sensitive monitoring may inform decisions regarding the (re)design or further adjustment of DRR programme activities and their implementation, in light of the interaction between the context and the project.

FURTHER READING 11. MONITORING AND EVALUATION IN FCV CONTEXTS

There are a range of resources available to dive deeper into the different facets of monitoring and evaluation in FCV settings:

- Back to Basics: A compilation of best practices in design, monitoring & evaluation in fragile and conflict-affected environments (DFID, 2013)
- Conflict-sensitive approaches to development, humanitarian assistance and peacebuilding, resource pack (Safer World, 2004)
- Managing performance in peacebuilding: Framework for conflict-sensitive monitoring and evaluation (UNDP, 2009)
- Principles and methodologies for strategic monitoring in fragile states (Keough School of Global Affairs, 2020)
- Evaluation in contexts of fragility, conflict and violence (Hassnain, Kelly and Somma, eds. 2021)
- Evaluating peacebuilding activities in settings of conflict and fragility: Improving learning for results (OECD, 2012)

4.3 EVALUATING AND LEARNING FROM DRR PROGRAMMES IN FCV

Evaluations are conducted for several reasons, including accountability towards donors, accountability towards communities, and to feed into learning processes. Learning should be the main priority in FCV settings to inform and make real-world recommendations for decision-makers, policies and programmes. This means that evaluators are asked to make judgments based on the facts and evidence that they collect. For learning, we make use of evaluation findings and recommendations in addition to community feedback and monitoring results to adapt the project accordingly. The main points here are to identify learning, document it and follow up on it. As a starting point, practitioners should follow the evaluation and learning policies and practical guidelines of their organization and best practice in the field, such as the IFRC project/programme monitoring and evaluation guide.

For humanitarian actors, this typically means commissioning and managing an independent evaluation by a third-party contractor if the focus is more on accountability, and using internal evaluation or lessons learned workshop(s) if the focus is more on learning.

The following steps aim to ensure that the evaluation process is conflict-sensitive and aligns with the challenges and opportunities of DRR programming in FCV settings.

1. ASSESS EVALUABILITY:

An evaluability assessment can be used not only to determine the feasibility and focus of an evaluation, but also to clarify the programme logic to improve implementation.

This preparatory task can be conducted in-house or contracted out to understand the coherence and logic of the programme, clarify data availability and assess the extent to which programme managers or stakeholders are likely to use the evaluation findings, given their interests and the timing of any evaluation. In volatile situations, it is particularly important to clarify the availability of stakeholders and data (the feasibility of data collection) and to explore alternatives.

2. DEFINE THE EVALUATION PURPOSE AND SCOPE:

Most evaluations seek to combine the dual purposes of accountability (often as upward accountability to donors) and learning (to improve knowledge about performance and results). In complex FCV environments, ensure that learning plays the most prominent part (as discussed in the context of adaptive management) as the equal importance of both objectives could contradict each other. Agree on and document the purpose of an evaluation at the start.

The scope of the evaluation typically refers to the issues, types of interventions or geographic areas to be covered as well as the focus (for example, specific population sub-groups). Set the evaluation scope clearly in the terms of reference so that planning, budgeting and methods design can be done realistically and appropriately.

3. TYPE AND TIMING OF THE EVALUATION:

The type of evaluation refers to the primary learning interest. For DRR programmes in FCV contexts, the most important decision to be made is whether the type of evaluation should be **formative** or **summative**. A formative evaluation explores progress to date and how the programme might be improved and can be a tool for adaptive management. A **summative evaluation** assesses the value and contribution of a programme after it has been completed.

The timing of the evaluation must be aligned with the purpose along with the type of evaluation and take the conflict environment into account. DRR programmes often pursue long-term goals – however, the full results may not materialize within the life of a project. Therefore, a formative evaluation may be more suitable, or a summative evaluation based on realistic expectations of what can be or already has been achieved.

4. EVALUATION CRITERIA:

The OECD Development Assistance Committee's Network on Development Evaluation has defined six widely used and accepted evaluation criteria (last revised in 2019) that also apply in FCV settings: relevance, coherence, effectiveness, efficiency, impact and sustainability. In FCV contexts, the OECD suggests applying three additional criteria:

- the extent to which the intervention is addressing the driving factors of conflict
- the extent to which an analysis of conflict and fragility dynamics influenced programming and implementation
- the extent to which the intervention was coherent and coordinated with other actors working in the environment.

In most cases, it is not realistic to choose all six or more evaluation criteria and expect to receive robust evidence. In such instances, decide on the 2–3 most important criteria and develop the evaluation with that focus. For humanitarians this guidance is recommended: Evaluating humanitarian action using the OECD-DAC criteria. An ALNAP guide for humanitarian agencies (currently being updated).

5. EVALUATION APPROACH AND METHODOLOGY:

While the approach refers to the overall design and strategy to address evaluation questions, the methodology refers to the specific tools and techniques used to collect, analyse and interpret information.

Although certain approaches and methods may be more up-to-the-minute than others, remember that there is no single best solution to evaluating DRR programmes in FCV settings. Instead, the choice of approach and methods should fit the purpose, scope and context of the evaluation to apply the right tools and methods to the right questions. The detailed elaboration of the approach and methodology can also be put to independent evaluators. A good evaluator will be able to describe the approach that will be used, avoiding jargon and not making it seem complicated. This is an important aspect to check during the hiring process. Find more information on this topic via the BetterEvaluation knowledge platform.

Ensuring effective learning in FCV contexts with high staff turnover requires strategic measures to institutionalize knowledge and maintain continuity. Key strategies include creating robust knowledge management systems with comprehensive documentation, centralized databases and accessible knowledge repositories. Investing in continuous capacity-building through strong onboarding programmes, regular training sessions and peer learning initiatives is crucial. Using technology, such as e-learning platforms, mobile applications and cloud-based systems, can facilitate consistent knowledge transfer and data management despite staff changes.

Building strong **local partnerships** is vital for ensuring stability and continuity. By investing in local capacity-building and involving communities in M&E processes, organizations can embed knowledge locally and reduce dependence on external staff. Developing robust frameworks for monitoring, evaluation, accountability and learning with standard operating procedures, automated systems and regular reviews ensures consistency in data collection, analysis and reporting, making the learning process resilient to staff turnover.

Promoting a culture of learning within the organization is essential. Incentivizing learning, encouraging regular reflection and ensuring leadership support for learning activities fosters an environment where continuous improvement is prioritized. These strategies collectively help organizations to maintain the quality and impact of their interventions, supporting the continuous adaptation of programmes to better meet the needs of affected populations despite high staff turnover.

South Sudan Red Cross volunteers attend a local meeting in northern Bahr el Ghazal State. © IFRC/Juozas Cernius

4.4 TRANSITIONING OR PHASING OUT IN FCV SETTINGS

In light of high humanitarian needs, vulnerabilities and natural and human-induced hazards, often compounded by limited and reducing financial donor support, transitioning or closing a programme in an FCV-affected community is particularly challenging. Depending on the outcomes, the DRR programme in FCV can transition towards: a) scaling up; b) scaling down geographically or thematically, focusing on one resilience dimension; or c) transitioning across the disaster risk management continuum; for example, from crisis to recovery.

Designing a **conflict-sensitive transition or exit strategy** requires careful consideration to ensure that the departure does not create a vacuum that could exacerbate existing tensions or spark new conflicts. A conflict-sensitive exit strategy should prioritize the long-term stability and sustainability of programme achievements while being acutely aware of the local conflict dynamics.

Staff and volunteers from the Philippine Red Cross take to boats to assess the damage caused after Typhoon Ondoy hit Calamba city in the province of Laguna, Philippines in October 2009 © Ammar Saboh/ICRC

These are some key considerations in this process:

- **Assessment of conflict dynamics and risk management:** Analyse how your exit might impact the local conflict dynamics. Be careful not to exacerbate existing tensions and adapt the exit strategy to minimize negative impacts on the conflict situation. Identify risks associated with the exit and develop strategies to mitigate them. Ensure that adequate resources are available for a responsible exit and for post-exit monitoring. Include contingency plans in case the situation deteriorates post-exit.
- **Stakeholder engagement:** Engage with all actors, including local communities, local (in)formal leaders or other forms of authority along with partner organizations to discuss the exit strategy. This could also happen via the humanitarian–development–peace nexus (Further reading 4). Clearly communicate the reasons for the exit as well as the timeline and jointly develop a realistic follow-up of the community action plan, increasing connection and referral to existing or new partners. Address any concerns or misconceptions about the exit to avoid misinformation and reputational risk to the National Society. Maintain open and transparent communication throughout the exit process and beyond.
- **Sustainability and local ownership:** Focus on gaps in local capacities and capacity-building so that communities, volunteers and local partners can continue the work. Transfer skills, knowledge and resources to local partners or community groups. Share the lessons learned and best practices with successors and key actors. Ensure that all relevant information and data are handed over to the appropriate parties. Ensure that any local partners or institutions taking over have the capacity and are accountable to different groups within the community. Clearly define roles and responsibilities for all stakeholders involved in the continuation of programme activities. Be prepared to provide remote support if necessary. Even if we consider all these elements in our exit strategy, sustainability is challenging in the best of circumstances. We must carefully manage the expectations of different actors, communities and donors on possibilities to ensure sustainability or agree on a minimum in the most difficult contexts.
- **Gradual phasing-out:** Avoid sudden withdrawal. A phased approach gives communities and partners time to adjust and take over responsibilities. Gradually reduce support while monitoring the situation to ensure stability. If possible, develop a post-exit monitoring plan or regularly check with key actors and volunteers to assess the impact of your exit on both the programme's achievements and the local conflict situation. Consider the possibility of continued remote support, advice or advocacy, particularly in critical areas. Maintain relationships with key actors for possible future collaborations. Be sensitive to cultural norms and practices in how you conduct the exit. The manner of exit should respect local traditions and practices.

4.5 STEP BY STEP GUIDANCE THROUGH STAGE 4

So far we discussed Stage 4 monitoring, evaluation, learning and exit primarily from a National Society perspective. But the focus of the Road Map to Community Resilience is learning from a community perspective. Community-based monitoring and learning are essential for effective community-based DRR in FCV settings. They have the potential to build trust, empower communities, address the needs of vulnerable groups, leverage local knowledge, promote sustainable solutions, reduce dividers, strengthen connectors and optimize resource utilization. Here are key considerations for each step of Stage 4:

STEP 1: MOTIVATE TO MONITOR

Inspiring community involvement in monitoring processes is a crucial, but difficult step. It is guided by the question: Why should we do it and how does it help us? There are a range of arguments in favour of community engagement in these processes, particularly in FCV settings, including tangible benefits to the community and other key actors.

CONSIDERATIONS IN FCV SETTINGS

Key arguments to get the discussion started are:

Accountability to affected people:

- Community involvement in monitoring ensures that resources are used efficiently and targeted where they are most needed.
- Communities can leverage local resources, knowledge and networks which may be more readily available and cost-effective than external resources.

Capacity-building and empowerment:

- We can offer training and support which enhance the capacity of local communities and make it worth their engagement.
- Empowering communities to take charge of their own community action plan and risk reduction measures increases their resilience and reduces their dependency on external aid.

Reducing conflict and promoting peacebuilding:

- Engaging diverse community groups in monitoring of DRR activities can strengthen social cohesion and build a sense of trust, shared purpose and mutual support.
- In conflict-affected contexts, it can help to identify and address unintended negative consequences and underlying causes, or promote peacebuilding alongside DRR activities.

The role of community committees in monitoring could even positively influence the motivation to take an active role in the design, planning and implementation of activities, if potential unintended negative impacts are observed and avoided in the future. The need to balance the committees' perspective with information from outside the committee depends on the level of representation, diversity and inclusiveness of the existing structure.

STEP 2: TRACK ACTIONS

Here, we start discussing how community members can easily track actions and maybe even make it an interesting joint community activity. This can be done by balancing formal and informal ways of monitoring, using official and unofficial communication channels, with personal contact such as using photos or social media.

CONSIDERATIONS IN FCV SETTINGS

Building trust: In conflict-affected areas, there may be distrust towards external agencies. The engagement of the community committee and community members fosters trust by directly being involved in the monitoring and learning processes.

Community cooperation: Engaging local communities in monitoring promotes cooperation and collective action, which are vital for successful DRR efforts. Monitoring activities can be planned in a way to increase community cooperation, maybe initially facilitated by the National Society to get started.

STEP 3: UPDATE THE MEASURE OF RISK AND RESILIENCE

This is the step to celebrate even small successes to keep community members motivated and show results.

CONSIDERATIONS IN FCV SETTINGS

Local knowledge and contextual understanding: Community members have first-hand knowledge of their environment, vulnerabilities, types of hazards they face and the multi-faceted impacts of the FCV dynamics. This knowledge is essential to update and measure any positive or negative changes to risk and resilience.

Example Honduras (Case study 2): Beyond the immediate impacts, social cohesion and infrastructure are deteriorating. The persistent lack of investment in critical infrastructure and essential services, coupled with the breakdown of social networks, exacerbates the vulnerability of communities. This is usually not so visible for an outsider for a long time but already felt by community members.

STEP 4: DRAW LESSONS

Next, it is time to look to the future and draw lessons to increase the impact and efficiency of activities in the specific context.

CONSIDERATIONS IN FCV SETTINGS

Building resilience in FCV settings is especially challenging and makes the joint reflection of what actually works from a community perspective even more important as well as the specific strategies to reach most vulnerable groups. Similarly important is the regular reflection of cultural, context and conflict sensitivity: Are the activities appropriate and sensitive to local customs and practices? This increases the likelihood of acceptance, effectiveness, maintenance and sustainability.

STEP 5: APPLY LESSONS TO RELEVANT STAGES

Continuous monitoring and learning enable communities to adapt their strategies based on what works and what doesn't, fostering a culture of resilience and continuous improvement.

CONSIDERATIONS IN FCV SETTINGS

Example Lebanon (Learning from practice: Lebanon): The Lebanese Red Cross has been successful in trialling different interventions, learning about what works and why in several learning cycles and scaling up these pilot approaches in a systematic way throughout the country.

MILESTONE: LEARN FROM RESILIENCE ACTIONS

We will reach this milestone when we have achieved all of the steps before.

Food security in South Sudan: Distribution of seeds and agricultural tools to farmers. © SSRC / GRC

LEARNING FROM PRACTICE: NAVIGATING MULTI-RISK LANDSCAPES IN SOUTH SUDAN

A farmer and a South Sudan Red Cross staff member survey crops in the farmer's field © South Sudan Red Cross / German Red Cross

South Sudan's fragile governance, its history of conflict, ongoing violence and lack of infrastructure have created a complex multi-risk landscape and led to widespread malnutrition, public health risks and weak DRR structures. In some areas prone to droughts or flooding, a lack of disaster preparedness has even contributed to inter-communal conflicts, often between pastoralists and farmers, over crop damage, access to water and grazing resources (Climate Diplomacy, n.d.). How can effective DRR programming be designed in a setting where conflict exacerbates disaster risk and vice versa?

Decades of conflict, including a recent civil war, have caused significant damage to the already limited infrastructure in South Sudan, disrupted the state's capacity to deliver essential services and negatively affected livelihoods. In addition, South Sudan is at the centre of a displacement crisis: 2.3 million people have been internally displaced by conflict and violence over the past decade and 2.4 million have fled to other countries (UNHCR, n.d.). The escalation of conflict in Sudan in 2023 is causing further displacement into South Sudan (OCHA, 2023). These dynamics undermine disaster preparedness for key natural hazards of concern, including recurring droughts, floods and disease outbreaks. Annual flood events, primarily during the rainy season, lead to displacement, infrastructure damage and hinder access to basic services (International Crisis Group, n.d.; Médecins Sans Frontières, 2022), compounding the impacts of conflict on lives and livelihoods.

CHALLENGES AND SOLUTIONS

The South Sudan Red Cross (SSRC) approaches the multi-risk environment with a **multi-sectoral programming** approach that integrates protection, gender and inclusion considerations and seeks to build social cohesion. Throughout its activities, SSRC prioritizes **youth engagement** to ensure that youth can be an asset to future community development and conflict management.

An example of how SSRC **integrates livelihoods and protection concerns in DRR** comes from Western Equatoria State, where SSRC is implementing the project 'Strengthening food security, resilience and peaceful coexistence through livelihood opportunities for women and youth groups' supported by the German Red Cross.

The project targets four counties – initially, these were planned to be Ibba, Maridi, Tambura and Yambio. However, due to violent clashes in Tambura and subsequent population movement, the target region was adjusted to Ezo county instead. The SSRC works with communities in these counties to develop climate-smart agricultural practices as well as context-specific and innovative measures to protect or recover their livelihoods and assets from droughts. In addition, activities such as training

in psychosocial support, gender-sensitive peace dialogues, mediation and negotiation skills, as well as reconciliation clubs in schools and communities and radio talk shows help to address trauma, foster resilience and reduce the potential for future violence.

One of the primary challenges of SSRC's work is **territorial fragmentation**. The highly dynamic security situation, including sporadic outbreaks of violence along with flooding of parts of the country can isolate branches from each other and make remote areas even harder to reach. To mitigate the risk of disruption to its programming, SSRC emphasizes the decentralization of disaster risk management structures, strengthening the capacity of **local branches and volunteers**. Most notably, this includes significant investment in the training of local volunteers to respond to emergencies, including peer to peer exchanges, through which SSRC volunteers get to spend one to two months at a different branch or at headquarters. This programme particularly focuses on volunteers from remote and hard to reach areas who are more likely to have to respond to emergencies in the absence of SSRC staff. In addition, each SSRC branch has a multi-hazard contingency plan, which captures various operational scenarios for its specific context, reflecting potential changes due to local, national and regional conflicts, population movements or natural hazards.

Collaboration and coordination with relevant partners and actors across different levels enables SSRC to advocate for multi-sectoral approaches and mainstreaming of DRR and helps to fill capacity or resource gaps along the disaster risk management continuum. Such collaboration includes work with the humanitarian cluster coordination system, through which SSRC tackles challenges related to territorial fragmentation by pre-positioning and sharing resources with other organizations. When floods obstruct transportation by road or boat, for example, SSRC can use planes from partner organizations instead. The partnership with the Ministry of Humanitarian Affairs and Disaster Management and the South Sudan Meteorological Department has allowed SSRC to take an active role in the development of preparedness programmes and the dissemination of early warning information as well as the development and operationalization of the national Disaster Risk Management Bill.

LESSONS LEARNED

- **Bottom-up approaches:** Volunteers play a crucial role in forming disaster response teams, including in community disaster response teams, and in strengthening local resilience and capacity. The SSRC prioritizes youth engagement and considers gender and inclusion in all its programming. Education, livelihoods and reconciliation are themes central to its bottom-up approach.
- **Continuous monitoring and adaptive management:** The continuous (re)assessment of risks is crucial. Continuous monitoring allows SSRC to have a better understanding of the highly dynamic security situation. This can include adaptive management approaches, scenario planning and reviews of current activities. If the security of staff and volunteers cannot be guaranteed in a certain area, SSRC limits its engagement. To ensure security, field assessment teams ensure there is understanding of emergency situations and define courses of action, backed up by an effective information flow from field and volunteer teams to the coordination centre at headquarters.
- **Complementarity of national and local scales:** The SSRC recognizes the importance of both the national and local scale for its programming and is developing a national risk analysis to identify potential disaster hotspots, as a complement to community-level risk assessment. Local branches of the SSRC are empowered through the training of their volunteers and through locally led planning, such as multi-hazard contingency plans. Decentralized approaches also mitigate some of the risks of programming being disrupted by outbreaks of violence.

This case study is based on interviews with SSRC staff in November 2023, conducted by Liesa Sauerhammer (German Red Cross) and Aristide Kambale (Red Cross Red Crescent Climate Centre).

CONCLUSION

In this handbook, you learned about how to strengthen community resilience and conduct DRR programming in FCV contexts, along the four stages of the Road Map to Community Resilience:

- **Stage 1:** Engage and connect
- **Stage 2:** Understand risk and resilience
- **Stage 3:** Take action to strengthen resilience
- **Stage 4:** Learn

Across these four Stages, the handbook stresses how we can navigate FCV settings for DRR and how we can actively include FCV in our work to strengthen community resilience. Crucially, the Fundamental Principles must be upheld in FCV settings; in doing so, they provide the guiderails to navigate security concerns, do no harm and design and deliver conflict-sensitive programming. As the Movement, we balance the urgency to act with the knowledge not to reach beyond our capacities – and the wisdom that we must always work on increasing our capacities in FCV settings. All these points are emphasized in the handbook, including when to act and how to invest in institutional capacity to make action increasingly viable.

Easy steps to get started in our daily work are:

- adding context monitoring tools to regular meetings
- ensuring information flow from local to national level
- using available budget flexibility to adjust activities as needed
- empowering local staff and volunteers and building upon their understanding of the local context
- conducting a simple context analysis in case of violent incidents
- mainstreaming FCV-relevant capacity-building in ongoing training programmes.

Easy modifications to the budget for new projects include:

- capacity-building, especially for FCV-relevant soft skills, safer access and conflict sensitivity
- conducting initial conflict analysis and continuous monitoring
- dedicating a budget line for future adjustments of activities, similar to a crisis modifier.

The best practices provided here are not meant to be taken as a blueprint, especially since there is not a single FCV profile. **Adapting principles into specific community-based practices takes care and expertise cultivated through long-term community partnerships.** Across continents, regions and even within countries, affected communities are widely different in terms of the dimensions of FCV that they experience and the hazards they face. This is exemplified by the case studies offered from National Societies in diverse settings around the world – such as those found in Afghanistan, Bangladesh, Colombia, Lebanon, Palestine, the Philippines, Somalia, South Sudan and Yemen. Effective, inclusive, and sustainable DRR is about engaging deeply with communities and their own risk landscape.

The diverse experiences reflected in this handbook share a demand for the global DRR community to consolidate best practices and tools specifically for FCV contexts. The reality is that the Movement and other organizations have long conducted DRR programming in FCV settings, and we can push forward by supporting each other and engaging in mutual learning. This handbook represents a first step towards this.

In March 2021, the Afghan Red Crescent Society quickly launched an emergency operation to provide food aid to some 3,500 drought-affected families in the provinces of Badghis, Baghlan and Faryab. © Afghan Red Crescent/Meer Abdullah

Finally, this handbook advocates on behalf of DRR practitioners working and living in FCV settings worldwide. The following targeted recommendations for investment are towards donors and multilateral organizations, and will create an institutional environment that is conducive to programming in complex crisis settings:

- **Invest in communities for resilience:** We must better understand the disaggregated risk and resilience factors that communities and vulnerable groups – like refugees and IDPs – face in FCV settings. The Movement holds that the most effective scale for reducing risk and building resilience in FCV is with communities, and data and resources at this level are needed especially. Communities must be empowered to set resilience agendas and the ways to achieve them in partnership with the Movement. Funding mechanisms must be flexible and adaptable to support these strategies in FCV contexts with heightened uncertainty and costs for safety and security and to provide a longer timeframe for learning.
- **Invest in integrated risk assessment frameworks:** The field of DRR is increasingly aware of the need to consider complex risk interactions, including cascading and compound risks. This can be supported through the development and implementation of risk assessment frameworks integrating natural and FCV-related risks that identify how they intersect. Approaches should include advanced modelling techniques to predict effects based on interdisciplinary research and localized studies.
- **Invest in holistic approaches to address multi-risk environments:** Effective DRR in FCV-affected areas requires a holistic approach addressing the root causes of risk. Deeper engagement and cross-sectoral partnerships are needed beyond *do no harm* and conflict sensitivity approaches to explore the potential to bridge social and political divides; including through workable approaches to the humanitarian–development–peace nexus, disaster and humanitarian diplomacy and environmental peacebuilding. This specialized cross-silo knowledge can also be developed through training, skill-up hubs and collaborative platforms to facilitate a more comprehensive understanding of the pathways out of risk and towards safety in FCV, alongside the need to learn from approaches that have not worked or inadvertently created more risk.
- **Invest in the protection of civilian populations in FCV settings, humanitarian diplomacy and adherence to international humanitarian law:** Armed conflicts and other types of FCV settings increasingly feature an ever-growing number of actors organized in overlapping webs of alliances, proxies and other types of support relationships. When armed actors fight alongside each other in loose coalitions with unclear coordination, this can lead to a diffusion of responsibility with heightened risks to civilians and others not fighting, especially before, during and after disaster impact. Those who provide support to parties to armed conflicts, however, have the potential to positively influence these parties to enhance the protection of civilians and others not fighting. Their influence over each other can be leveraged to promote respect for international humanitarian law.

ANNEX1: MINIMUM REQUIREMENTS FOR DRR PROGRAMMING IN THE SAFER ACCESS FRAMEWORK

To be pragmatic and operational, the application of the eight elements of the Safer Access Framework (SAF) depend on the context and are ultimately prioritized by the National Society. However, two elements are indispensable to ensure safety and security when implementing DRR in FCV contexts and must always be considered: Context and risk assessment (element 1) and Operational security risk management (element 8). Reflect on these guiding questions, extracted from the SAF, to inform your decision-making. This list of questions is available to ensure that critical security aspects are considered. It is recommended to identify 'non-negotiables' of safety and security by National Society leadership, informed by security advisors.

ELEMENT 1. CONTEXT & RISK ASSESSMENT		Y	N
1	Have the key individuals, groups, organizations, State institutions and other stakeholders that can affect security and access been identified? (Political and/or social position, power, background and perception of your organization)		
2	Is a system in place and are staff assigned to conduct an ongoing risk assessment? (Has the National Society's tolerance level for various types of risks been determined, including what would you not tolerate?)		
3	Is a method or process in place to decide on the credibility and reliability of information sources and triangulate between information sources in recognition of the potential for conflicting perceptions?		
4	Is a system in place to continuously incorporate new data into an evolving context assessment and feed it into operations?		
5	Has there been an assessment and development of the National Society's capacity and ability to manage identified risks? Is there an improvement action plan to undertake this essential task?		
6	Are the operational, contingency and security plans current, integrated, relevant, known and followed?		
	Note: If all questions in the context and risk assessment section are answered "no", the National Society is most likely not ready to move on to the next steps of SAF, because the planned DRR operations in a FCV setting cannot be implemented safely and securely. Refer to the SAF guidelines for more information and tools. If some questions are answered "no", additional work should be done ahead of operations to build institutional capacities for readiness to operate safely and responsibly in an FCV setting.		
ELEMENT 2. LEGAL & POLICY BASE		**Y**	**N**
7	Are there systems in place to ensure that the relevant provisions of international humanitarian law and domestic legislation are known by the personnel and incorporated into the National Society policies, guidelines, training and practice?		
8	Does the Movement's coordination framework, established in the context, comprise clear roles and responsibilities that respect, complement and reinforce each other's mandates, maximizing the reach to people in need?		
ELEMENTS 3 & 4. ACCEPTANCE (OF THE ORGANIZATION AND THE INDIVIDUAL)		**Y**	**N**
9	Have positioning or active acceptance measures been taken to maintain and even increase the acceptance of the organization?		
10	Does the hiring process of new staff and volunteers assess the candidates' adherence to the mandate, Fundamental Principles and values of the organization?		
11	Are staff and volunteers fully aware of what is asked of them and in what type of environment?		
12	Have staff and volunteers been briefed thoroughly on the context and nature of the risks they will face and what the National Society is doing to mitigate those risks?		
13	Has there been an investment in appropriate and useful training and equipment required for staff and volunteers to assess risks and to work safely in sensitive and insecure contexts?		
14	Are staff and volunteers identified in a manner that will contribute to their safety and security and has there been broad communication on their visual identity to key stakeholders and the community at large?		
15	Has there been sufficient investment in networking and intensifying broad operational communication discussions with key stakeholders about the National Society's mandate, activities and way of working in accordance with the Fundamental Principles in order to expand its acceptance?		
16	Has adequate life, health and accident insurance for staff and volunteers been obtained and have they been informed accordingly?		

17	Is there a robust operational security risk management system in place run by competent and experienced people?		
18	Are there mechanisms in place to support them and their families in mitigating and managing the stress they may face?		
ELEMENT 5. IDENTIFICATION		**Y**	**N**
19	Is an emblem law in place in the country and is it known within the National Society and by key stakeholders? (Have the following aspects been clarified: How is the emblem law enforced? Which ministry or national authority is entrusted with overseeing the protection of the emblem and how does it carry out this responsibility?)		
20	Are instances of emblem misuse common in the country or context and could this jeopardize the safety and security of staff and volunteers? If so, are there systems and procedures in place to support the public authorities in monitoring instances of misuse and in eradicating misuse?		
21	Are there internal regulations or guidelines and systems in place and how are their adherence and respect promoted and monitored?		
22	Do staff and volunteers have identification, do they wear distinct uniforms marked appropriately with the National Society logo or the emblem in accordance with the guidelines, and is the public aware of this visual identity?		
23	Is there a form of personal identification for staff and volunteers to carry with them, does it clearly identify each individual and associate him or her with the National Society, and does it contain a photo and expiry date?		
24	Are the National Society buildings marked, is their identity clear and consistent, and are buildings' GPS coordinates regularly shared with the parties to the conflict when appropriate?		
25	Are the vehicles marked, do they consistently display the logo/emblem as appropriate for the context, and do they also bear other distinctive markings to ensure they are not confused with others, including those of the armed forces?		
26	Has dissemination work been done to ensure that the identity of the National Society is widely known by those who can influence the security and access of teams, such as community members and other key stakeholders, including the public authorities and armed and security forces?		
ELEMENT 6. INTERNAL COMMUNICATION AND COORDINATION		**Y**	**N**
27	Has an internal communication strategy and action plan been developed for the specific context in which the National Society is working, supported by relevant templates, tools, equipment and training?		
28	Have internal coordination and communication structures, systems, equipment and technologies been aligned to reinforce the security and access of your field teams?		
29	Has an information management system been established and implemented to capture key information and risks in the context, and its relevance to the response?		
30	Is there an established policy or process to manage the confidentiality of sensitive data?		
31	Are there internal operational management and coordination structures, systems and processes, including an emergency operations cell (perhaps also in response locations), a response team structure and protocols to support the management of a critical incident?		
32	Have the key features of the Movement strategic and operational coordination and communication framework been identified in the context that ensures best use is made of each component's capacities and resources and that messages are coherent?		
ELEMENT 7. EXTERNAL COMMUNICATION & COORDINATION		**Y**	**N**
33	Is there an external communication strategy and action plan established and implemented, supported by templates, tools, equipment and training?		
34	Have strategies been designed to promote the knowledge and acceptance of relevant domestic legislation and the National Society's statutes, policies, agreements and plans among key stakeholders?		

35	Is there a clear plan to promote the national implementation of international humanitarian law? Is compliance with international humanitarian law promoted among key stakeholders and is it advocated for the respect and protection of affected people and communities?		
36	Have the social networking policy and guidelines been communicated and enforced for staff and volunteers?		
37	Is regular operational communication conducted targeting key stakeholders, in accordance with the Fundamental Principles?		
38	Does the National Society participate in external operational coordination mechanisms in a way that preserves independence and confidentiality of information, as required?		
39	Have you identified means to systematically establish two-way communication mechanisms with affected people and communities?		
ELEMENT 8. OPERATIONAL RISK MANAGEMENT		**Y**	**N**
40	If a safety and security policy has been established, has it been translated into action in a way that provides a solid foundation for operational security risk management?		
41	In interactions within communities, does the National Society learn about and build on their existing self-protection practices? Does that learning contribute to safer response teams and communities?		
42	To support the application of the safety and security policy, have actions been prioritized: the development of a security plan, standard operating procedures, code of conduct tailored to the situation, security guidelines?		
43	Is the safety and security competency development and training grounded in the policy and context assessment, is the training provided for everyone in accordance with their respective needs so that they may shoulder their respective responsibilities?		
44	Are practices incorporated to foster a safety and security culture throughout the National Society?		
45	Does the insurance coverage of the National Society for staff and volunteers working in crises compensate them or their families for any possible injury, including psychological trauma/stress, or death incurred in the line of duty?		

ANNEX 2: FCV CONSIDERATIONS IN THE PREPAREDNESS FOR EFFECTIVE RESPONSE MECHANISM

This section provides guidance on how the IFRC's Preparedness for Effective Response (PER) mechanism can be used as a starting point to assess DRR programme feasibility in FCV contexts. It outlines FCV considerations in the most relevant PER area, components and benchmarks as well as guiding questions to assess the current National Society capacity and preparedness.

Surveying the scale of the damage and destruction following the February 2023 earthquake and aftershock in Lattakia, Syria © Ammar Saboh / ICRC

PER AREA 1: POLICY STRATEGY AND STANDARDS

NATIONAL SOCIETY AUXILIARY ROLE (BENCHMARK 1.1)

In many contexts, the National Society has an established role in disaster response but not in all phases of the disaster risk management continuum. It is important to check if disaster risk management policy frameworks exist and have been implemented in-country, considering the likelihood that conflict and fragility may have impacted its legitimacy and enforcement. If DRR is part of the National Society's auxiliary role, defined in existing disaster risk management policy frameworks which still hold legitimacy in FCV contexts, the feasibility of implementing DRR at national and local levels (e.g., DRR governance and systems strengthening) is higher than in contexts where these are weaker or not well-established.

Guiding questions:

- Is DRR part of the National Society's auxiliary role in existing disaster risk management policy frameworks?
- How do the FCV dynamics impact the operationalization of disaster risk management policy frameworks?
- If the government is a party to conflict, violence or fragility, how does this affect the National Society in fulfilling its auxiliary role on disaster risk management, and specifically on DRR?
- How strong is the role of the National Society at branch level? In capital cities and bigger towns, branches might already have a clear disaster risk management policy in place.

NATIONAL SOCIETY PROMOTION OF INTERNATIONAL HUMANITARIAN LAW AND HUMANITARIAN DIPLOMACY (BENCHMARK 1.4)

A solid international humanitarian law programme and humanitarian diplomacy capacities enable DRR programme implementation as they facilitate National Society acceptance and access in FCV areas. It is crucial to consider whether parties in conflict respect international humanitarian law and to monitor the situation, trends and locations of violations. These can inform DRR geographic targeting and the nature of security risks to staff and volunteers implementing DRR activities. The ICRC's resources on protection in the Movement provide further information.

Guiding questions:

- What are the National Society's capacities to monitor and analyse international humanitarian law compliance?
- How can this information be used to decide on DRR geographic targeting as well as staff and volunteer safety and security management?

QUALITY AND ACCOUNTABILITY (BENCHMARKS 5.1–5.9)

In addition to providing affected populations with information on the National Society and its programmes, it is of vital importance to provide adequate ways for people to give feedback and raise complaints, ensure meaningful participation in implementation, and empower people to help themselves. By ensuring this, the IFRC's Community Engagement and Accountability framework contributes to community trust and access along with the relevance and effectiveness of interventions.

Guiding questions:

- How can active engagement of affected populations be ensured, regardless of which side they are on in the conflict or violence?
- What capacities are available for this, especially managing highly sensitive feedback which can endanger communities, staff and volunteers?

PER AREA 2: ANALYSIS AND PLANNING

NATIONAL SOCIETY RISK MONITORING SYSTEM AND CAPACITIES TO COLLECT AND ANALYSE RISK INFORMATION (BENCHMARKS 6.1, 6.2, 6.8)

If systems to collect, analyse and monitor information on evolving FCV dynamics are weak or non-existent, DRR programmes can contribute to address these. This helps to gather compound risk information that the National Society can use to design and adapt DRR activities responsive to community risks and needs, heavily influenced by FCV dynamics. In contrast, the urban PER suggests National Society 'early warning early action' systems for branches within an urban context are well-coordinated with the system established by city authorities and in line with the city's rules and regulations.

Guiding questions:

- Do the existing risk analysis, monitoring and early warning systems cover compound risk, i.e., natural hazards and FCV indicators such as political, social and economic fragility and the escalation of conflict/violence?
- Do analyses of vulnerabilities and capacities include FCV context-specific diversity, impact and protection-related consequences?

MANAGEMENT OF CROSS-BORDER RISKS (BENCHMARK 6.9)

Strong cooperation among neighbouring National Societies and other disaster risk management actors – such as state actors, non-state actors, civil society organizations and community-based organizations – on risk information sharing, monitoring and joint programming can indicate greater DRR feasibility, not only across internationally recognized borders but also in countries with territorial divides (e.g., government and non-government controlled, occupied and non-occupied). This can facilitate in-depth analyses of underlying causes of FCV risks and natural hazards as well as the possibilities of complementary mitigation and preparedness activities. DRR programmes can, in turn, further enhance cooperation and exchange among neighbouring National Societies amid a backdrop of their governments in conflict, which they are considered auxiliaries to.

Guiding questions:

- What are the existing relationships, coordination and cooperation among neighbouring National Societies and other relevant actors confronted by shared FCV risks and natural hazards?

Impact of Hurricane Iota in Honduras, Lima flood zone (Cortés region): Deployment of the Honduran Red Cross in the disaster area. © Natalie Acosta / GRC

NATIONAL SOCIETY SCENARIO ANALYSIS AND CONTINGENCY PLANNING (BENCHMARKS 7.1, 7.2, 7.7)

Scenario analysis and contingency planning processes which cover both FCV risks and natural hazards can inform DRR feasibility and, later, help identify adjustments in DRR programme implementation. If these are fragmented or non-existent, DRR programmes can still be feasible but will need to include capacity strengthening on contingency planning for compound risks.

Guiding questions:

- Do scenario analyses and contingency planning include system fragility and breakdown; for instance, related to governance, economic or financial systems as well as conflict or violence escalation?
- Do they overlay the likelihood and impacts of natural hazards? Are they tested in areas exposed to compound risks?
- How does contingency planning align with other disaster risk management actors and parties to the conflict?

NATIONAL SOCIETY MANAGEMENT OF REPUTATIONAL RISKS (BENCHMARKS 8.2, 8.5, 8.6)

Capacities to manage reputational risks can inform DRR programme scale and design. A National Society reputation impacted by lack of accountability, fraud and corruption, or non-adherence to the Fundamental Principles, reduces the feasibility of a participatory DRR approach. In addition, DRR activities can tarnish the National Society reputation if not adapted to context sensitivities. Examples include the exclusion of community groups with pre-existing tensions or in active conflict in EVCA and DRR planning as well as in the formation of community committees. Others include preparedness and mitigation measures benefiting a particular community group, aggravated by a lack of transparency. All of these may be perceived as the National Society favouring one group over another.

Guiding questions:

- How does the National Society systematically identify, evaluate and mitigate reputational risks, including those emanating from working in FCV contexts?
- How does the National Society and its Movement partners in-country deal with incidents affecting reputation, public perception and adherence to the Fundamental Principles, such as neutrality and impartiality?

PER AREA 3: OPERATIONAL CAPACITY

NATIONAL SOCIETY-SPECIFIC AREAS OF INTERVENTION (BENCHMARK 14)

Knowing what works and what does not for other core National Society sectors, such as health, can advise DRR design feasibility in FCV contexts. This can also inform potential synergies and DRR mainstreaming opportunities with other intervention areas such as: first aid in armed conflict and other situations of violence; health; water, sanitation and hygiene (WASH) in emergencies; community-based health and first aid; cash and voucher assistance; restoring family links; and search and rescue – all in the context of FCV. In multi-stakeholder urban settings, interventions and scenarios are pre-coordinated with the city government and align with its policies, with overlapping jurisdictions and mandates addressed. Formal and informal authorities need to be consulted and supportive.

Guiding questions:

- Which programme design components of other National Society sectors could be adopted by the planned DRR programme? (e.g., programme approaches like direct service provision and community-, school- and household-based programming, entry points, intervention scales, implementation structures, scale-up and -down capacities linked to FCV intensities, rumour management).

PER AREA 4: COORDINATION

COORDINATION WITH THE MOVEMENT (BENCHMARK 24)

Movement coordination is essential to build on strengths, capacities and networks of different Movement components. The National Society is often in the strongest position to deliver rapid, culturally appropriate and sustainable assistance to communities in FCV contexts, augmented by the ability to mobilize resources from other National Societies and donors globally. However, it is important to keep in mind that National Societies in FCV contexts constantly navigate through the complexities of maintaining a principled approach. This can be observed in situations where public perception challenges the National Society adherence to the Fundamental Principles, either because of being recognized as an auxiliary to the public authorities or due to certain personalities in the institution known to have a stake in politics.

Guiding questions:

- How do coordination and cooperation mechanisms adhere to the Strengthening Movement Coordination and Cooperation (SMCC) framework?
- Are the roles of Movement partners and components clear in areas exposed to or affected by FCV risks and natural hazards?
- How do FCV dynamics in-country, regionally and globally influence the request and provision of international assistance?

CIVIL-MILITARY RELATIONS (BENCHMARK 27)

In large-scale disasters and crises, militaries play a significant role in response due to capacities that often extend beyond civilian responses. Examples are search and rescue, the transport of food and other necessities to hard to reach areas, controlling access routes (i.e., roads and airports) and providing engineering equipment for damaged infrastructure.

As part of preparedness, the National Society and its Movement partners should carefully consider interaction with militaries. Some level of engagement may be important to ensure access to affected areas and avoid duplication of response. At the same time, militaries are fundamentally not humanitarian organizations and, despite potential overlaps in objectives, seek to fulfil different missions. Moreover, militaries may have fraught or adversarial relationships with specific populations, which can result in hesitation to accept humanitarian assistance due to the potential to be seen as affiliated or cooperating with the military. Civil-military relations should be assessed not only on a country by country basis, but also considering localized relationships between militaries and specific communities or groups within a community. This helps to ensure a principled approach takes precedence, particularly where such cooperation may have longer term consequences for communities or on the National Society's reputation.

Four primary elements must be considered before engaging in civil-military relations:

1. The Movement must preserve its independence of decision-making and action, including being clearly distinguishable by dress and conduct, from the military and police.
2. Each Movement component must ensure that it acts, and is seen to act, in accordance with the Fundamental Principles: humanity, impartiality, neutrality and independence.
3. Components of the Movement should only use military or police assets as a last resort and may not use armed protection or escorts to carry out humanitarian activities.
4. Decisions on engagement with the military and police must consider potential consequences for the Movement as whole, both within the specific context and globally, as well as whether certain populations might be excluded from programming due to this engagement.

Guiding questions:

- What are existing National Society and Movement partners coordination arrangements and relationships with militaries, and how do these adhere to the Fundamental Principles, international humanitarian law and Council of Delegates resolutions?

PER AREA 5: OPERATIONS SUPPORT

FINANCE AND ADMIN (BENCHMARK 32)

The functionality of National Society support services in FCV contexts encounter difficulties which can constrain DRR programming. Support services need to ensure that policies, systems and procedures are adapted to challenges and restrictions in these contexts. For example, the fragility and breakdown of finance and banking systems can affect the timeliness of fund transfers and payments, prompting the need for alternative payment possibilities in contexts challenged by cash mobility restrictions. Volatility in currency rates and hyperinflation are prevalent in many fragile contexts. These can impact DRR programming aspects like budget management, price increase of programme inputs and overhead costs as well as in establishing and maintaining longer term supplier framework agreements.

Guiding questions:

- How are existing finance and administrative procedures linked to the National Society's standard operating procedures responding to compound FCV risks and natural hazards?
- What FCV factors affect the National Society's financial and administrative systems, and how will these affect DRR programme implementation?

STAFF AND VOLUNTEER MANAGEMENT (BENCHMARK 35)

Safe access of staff and volunteers is a paramount criterion of DRR geographic targeting. Staff and volunteers need to be: well managed; prepared for their assigned roles through an onboarding process; signed-up to the code and conduct; equipped with ID cards; under a rotation and supervision system; and provided with psychosocial support as needed. In addition, staff and volunteers should be trained on safety and security procedures and be registered in an accident insurance system.

The National Society's volunteer policy should indicate working hours, allowance entitlement and the management of onboarding spontaneous volunteers. While this will differ city to city, volunteer recruiters should focus on citizens with fewer demands on their time, such as volunteering for tasks where the length of service can be designed more flexibly (e.g., online volunteering, short-term roles, contributing on their own time schedule). Indeed, organizations should develop specific short-term roles to engage urban volunteers that mirror the typically higher education and technology skills present in urban areas. We tend to forget the elderly as volunteers. The elderly and retired urban community can offer organizations matured skills and specific high-level skill sets, such as doctors, logisticians and public relations.

For example, some National Societies have a system to carefully review and match staff and volunteer profiles to communities. This ensures that affiliations such as political, tribal, religious or ethnic identities do not harm or hamper working relationships at the local level. In certain contexts, where families of staff and volunteers

are also directly impacted by conflict and violence, National Societies have psychosocial support activities that extend to families and relatives as part of their duty of care.

Guiding questions:

- How do staff and volunteer management systems analyse, monitor and address FCV risks?
- Are staff and volunteers briefed regularly on safety and security risks and are appropriately insured?
- What duty of care mechanisms are in place?
- What learning pathways are offered to gain competencies essential in FCV?
- How does the National Society ensure staff and volunteer profiles align with FCV dynamics to avoid harming programmes, National Society acceptance and reputation?

Kalkal camp is just one of some 3,800 camps on the outskirts of Mogadishu. This network of camps is home to more than 40,000 households.
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ANNEX 3: ENABLING AND HINDERING FACTORS AT DIFFERENT LEVELS OF INTERVENTION

LEVEL OF ENGAGEMENT	ENABLING FACTORS	HINDERING FACTORS
REGIONAL OR TRANSBOUNDARY LEVEL	■ High risk level of hazards with transboundary impact creates motivation for collaboration. ■ National Societies are interested to work together, history of understanding and cooperation between the countries, common features. ■ Recognizing mutual benefits, like shared resources or economic gains from joint DRR efforts, can be an incentive for cooperation. ■ Available funding, for example, around pre-disaster agreements, upgrading response capacity, monitoring and early warning systems, population movement. ■ A shared understanding and acknowledgment of cross-border disaster risks can motivate neighbouring countries to collaborate. ■ Existing international agreements, like the Sendai Framework for DRR, can provide a basis for joint action and shared responsibilities. ■ National Societies can play a role in facilitating, mediating and supporting DRR collaboration between nations in conflict.	■ Impact of violence and conflict, pre-existing conflicts or tensions between neighbouring countries can inhibit open communication and collaborative efforts. ■ Context-specific dynamics (e.g., modus operandi of armed groups, or the approach taken by the state) can add complexity (good or bad) to transboundary collaborations on DRR. ■ Misinformation. ■ Different countries might have varying levels of resources, expertise and infrastructure, leading to unequal contributions and potential disputes. ■ Each country might have its disaster risk reduction priorities, which may not align with transboundary concerns. ■ The absence of clear transboundary agreements or mechanisms specific to DRR can hinder coordinated actions. ■ In FCV contexts, there might be apprehensions about sharing data or granting access to certain regions due to security implications. ■ Nations might be wary of external influence or perceive transboundary DRR efforts as infringements on their sovereignty.
NATIONAL LEVEL	■ Good understanding and practice of the Safer Access Framework. ■ Institutional risk management. ■ Relations with government stakeholders ■ Solid and positive experience at the local and community levels. ■ Identified gaps can be addressed by the National Society with support from Movement partners. ■ Potential for humanitarian diplomacy and advocacy for most vulnerable population groups. ■ Political will / interest / leadership. ■ Mandate of the National Society. ■ Lacking or gaps in policies and legal frameworks which needs intervention. ■ Possibility to strengthen existing structures or national institutions. ■ Populations in conflict zones might distrust national programmes.	■ Impact of violence and conflict. ■ Governance focus is not on protecting the most vulnerable population groups against natural and human-induced hazards. ■ Government as party to the conflict. ■ Mandate of the National Society may not cover all relevant areas of required engagement. ■ Illegitimate governments, coups, etc, necessitating parallel humanitarian service provision. ■ Risk of substitution. ■ Perception of the National Society as a threat or competitor. ■ Conflict often results in significant national resources being diverted to defence and security, leaving limited resources for DRR.
BRANCH LEVEL	■ Good understanding and practice of the Safer Access Framework or gaps to be strengthened. ■ National-level databases and risk mapping can guide targeted and effective interventions. ■ National hotspot analysis shows main affected branches to be strengthened. ■ Reaching minimum DRR package across the country. ■ Getting started with DRR in FCV in a specific area before getting to the communities. ■ Political will / interest / leadership.	■ Impact of violence and conflict. ■ National Society perception and trust could be very different from branch to branch, especially in large countries, so this should be also considered. ■ Resources of branches can be quite insufficient to operate in FCV: lack of safe transport, communication equipment, volunteers etc. Without these, branches can only limit themselves to larger and more accessible villages.

LEVEL OF ENGAGEMENT	ENABLING FACTORS	HINDERING FACTORS
COMMUNITY LEVEL	■ Positive perception of the National Society and its volunteers. ■ Volunteers from the community or population group. ■ Degree of sense of community and organization or identifiable groups within a local context. ■ Safety and security procedures, Safer Access Framework well established. ■ National-level databases and risk mapping can guide targeted and effective intervention. ■ Sufficient information – community selection process. ■ National Society's offer matches community needs. ■ Mid- to long-term funding possibility or building on existing sectoral work with the National Society. ■ If marginalized and vulnerable groups or areas have historically been excluded from DRR and preparedness by different actors. ■ No sufficient coverage by early warning systems, e.g., last mile communication missing. ■ Existing accountability mechanisms allows for feedback loop and supports good acceptance. ■ Existence of community-based DRR groups or other community-based organizations. ■ Trust- and acceptance-building by using traditional knowledge and coping mechanisms that have been developed over time. ■ Strengthened social cohesion can be supported through strong community networks to effectively share information, resources and support during DRR activities and in times of crises. ■ Political will / interest / leadership.	■ Impact of violence and conflict, such as the dissolution of community systems and structures in some high-intensity conflicts make the adoption of community-based participatory approaches, including capacity-building of communal systems and structures challenging. ■ Negative perception of the National Society. ■ Inter- or intra-communal conflict does not permit engagement at this level. ■ Community and key stakeholders are not ready or interested to engage in DRR programming. ■ Distorted social cohesion and lack of capacity in the team, staff and volunteers to deal with it (facilitation, negotiation, mediation) during project implementation and activities. ■ Conflict often leads to distrust in outsiders, including the National Society, civil society organizations or government agencies. This can hinder the acceptance and implementation of DRR programmes at community level. ■ Misinformation. ■ Community structures, trust, social cohesion and community networks are negatively affected by FCV.
CAMP LEVEL	■ Mandate of the National Society. ■ Part of cluster coordination system. ■ Network of National Society volunteers often extends into camps, which is useful for programming if well managed. ■ Disaster-prone area, recurring natural and human-induced hazards. ■ Mainstreaming DRR across the sectors and the response of other organizations is possible. ■ Refugee camps, due to their organized structure, can be places where DRR measures are systematically rolled out, ensuring coverage for all residents. ■ Community-based DRR activities can foster a sense of ownership and responsibility, community structure and some income generation as volunteers. ■ Refugees have survived and adapted to difficult circumstances. This resilience and adaptability can be harnessed in DRR.	■ Impact of violence and conflict. ■ Capacity and psychological impact of displacement and FCV. ■ Perception. ■ Misinformation. ■ Multiple agencies, both national and international, might operate in silos, leading to overlapping efforts or gaps in implementation. ■ High levels of humanitarian needs lead to other priorities. ■ Community structures might be missing or not well developed. ■ Poorly constructed shelters and facilities and restriction of Movement partners can exacerbate disaster risks and limit the potential for DRR activities. ■ The temporary and sometimes shifting nature of refugee camps can make DRR planning and engagement difficult.
HOUSEHOLD LEVEL	■ Specific highly vulnerable population groups can only be reached with household-level approaches. ■ FCV context does not allow community engagement. ■ Programmes that are specifically designed for household-level actions, taking into account the unique needs, strengths and vulnerabilities of individual households, can have a higher success rate. ■ Implementing DRR measures that show immediate benefits and quick wins can motivate households to adopt and maintain them and show interest in activities at community level.	■ Impact of violence and conflict can restrict Movement partners and access, making it challenging to reach households. ■ Can create tension and conflict in the community if only some households are supported while humanitarian needs and gaps are generally high. This can harm the National Society's reputation with the community, potentially affecting the safety of staff and volunteers, and can lead to tensions within the community as certain groups appear to be favoured over others. ■ Households might be grappling with multiple issues, such as food insecurity, health crises, or displacement, which can make it difficult for them to prioritize or invest in DRR measures. ■ Conflict often leads to distrust in outsiders, including civil society organizations or government agencies. This can hinder the acceptance and implementation of DRR programmes at the household level. ■ Social or cultural norms might make it difficult to implement at household level. ■ Misinformation.

ANNEX 4: OVERVIEW OF TOOLS

	TOOL	REFERENCE IN THIS HANDBOOK	MAIN PURPOSE	WHEN AND HOW TO USE
1	ICRC 2019: Institutional Framework for Accountability to Affected People	Foundation 4	Accountability	Apply throughout programming in FCV contexts. The eight principles of the AAP framework provide guidance on how to approach different kinds of dilemmas related to the Fundamental Principles, including in the context of operations, *do no harm*, resource allocation, representation, professional judgement, international humanitarian law and strategic trade-offs.
2	Conflict Sensitivity Consortium: How to guide to conflict sensitivity	Foundation 5	Conflict sensitivity	Apply throughout programming in FCV contexts. Offers guidance to raise conflict sensitivity at all programming stages (and before; you can, for example, use the self-assessment tool (annex 4) to check how conflict-sensitive you are. The concise tools overview related to conflict sensitivity (annex 1) is useful, as is the benchmarking for conflict sensitivity mainstreaming (annex 3)).
3	FAO 2019: The Programme Clinic: Designing conflict-sensitive interventions – Approaches to working in fragile and conflict-affected contexts. Facilitation guide.	Foundation 5	Conflict sensitivity	Apply throughout programming in FCV contexts – especially relevant to Stage 3. This is a concise guide to designing conflict-sensitive programming. Always keep it in mind – especially when planning with communities during Stage 3.
4	UNDP 2018: Guidance for Post-Disaster Need Assessments (PDNA) in conflict situations	Foundation 5	Conflict sensitivity	This is relevant to disaster relief and recovery phases. This guide to conflict-sensitive needs assessments comes with three tools (in annex).
5	ICRC: Safer Access Framework (SAF) (Annex 5 for e-learning resources)	Stage 1; Annex 1	Acceptance and access, conflict analysis	Apply throughout programming in FCV contexts. Especially relevant during scoping in Stage 1. The SAF is designed to enhance the acceptance, security and access of National Societies in sensitive and insecure contexts. This comes with a guide and comprehensive toolbox – see the Overview. The Context and Risk Assessment includes conflict timeline, conflict matrix and stakeholder analysis.
6	IFRC: Better Programming Initiative (BPI) (Annex 5 for e-learning resources)	Stage 1, section 1.4	Conflict analysis	Use this as part of the conflict analysis at Stage 1 as well as for the compound analysis in Stage 2. The BPI e-learning programme includes these tools: conflict profile, conflict tree, actor mapping, dividers and connectors, fears and interests analysis, and best- and worst-case scenarios.
7	Lebanese Red Cross: Readiness Matrix	Stage 1, section 1.5	Stakeholder analysis	The Readiness Matrix can be used in Stage 1 to complement other tools in the Road Map and the EVCA toolbox for stakeholder analysis.
8	ICRC Community-based protection	Stage 2, section 2.1	Protection and EVCA	Consider CBP for Stage 2 when conducting the EVCA. Community-based protection can easily be integrated into the Road Map to Community Resilience as it follows a similar objective and process. It is a community-based approach to address protection issues that a community may face, with the clear objective of supporting these communities to enhance their (self)protection. Community-based protection is about working with community members to identify the protection risks they face, exploring the threats behind these risks, assessing the community's vulnerabilities and capacities, and collectively designing and implementing activities with a protection objective.

	TOOL	REFERENCE IN THIS HANDBOOK	MAIN PURPOSE	WHEN AND HOW TO USE
9	IFRC: Enhanced Vulnerability and Capacity Assessment (EVCA) tools	Stage 2, section 2.3	EVCA	Use the EVCA tools during Stage 2. In addition to the description of EVCA tools, note that for the resilience star there are these three additional documents: facilitation manual, facilitator cheat sheet, and documentation template.
10	IFRC: Community engagement and accountability Hub, Guide and Toolkit (Annex 5 for e-learning resources)	Foundation 5 Stage 3, section 3.1	Community engagement	Apply throughout programming in FCV contexts. Example IFRC CEA Tool 18: Participatory approaches to selection criteria Example IFRC Community Trust Index to measure and cultivate trust between humanitarian organizations and the communities (upcoming).
11	National Society Preparedness for Effective Response (PER) approach and resources, PER Mechanism	Stage 1, section 1.1 Annex 2	Internal Preparedness and Response capacity of National Societies	PER approach refers to the (internal) preparedness and response capacities of National Societies. Use PER to reflect on your Society's capacities and note that raising PER can be done irrespective as to whether you also work with communities or not. Additional information can be found at: https://go.ifrc.org/preparedness/global-summary
12	Protection, Gender and Inclusion: Minimum standards for protection, gender and inclusion (PGI) in emergencies (Annex 5 for e-learning resources)			IFRC's minimum standards help us to get started with specific considerations for different sectors / areas of work including DRR and can be continued with comprehensive training resources based on the PGI competency framework.
13	Strengthening Movement Coordination and Cooperation (SMCC) toolkit	Stage 1, section 1.1	Coordination between Movement partners	The SMCC initiative aims to enhance coordination and cooperation between the Movement partners, especially in response to large-scale emergencies. It focuses on the clear definition of the roles and mandates of Movement partners and components and the need for consistent data management and interoperability, coherent communication and joint resource mobilization. The SMCC toolkit compiles guidelines, standard operating procedures and good practices across the Movement.
14	Brussels Privacy Hub/ICRC: Handbook on data protection in humanitarian action	All stages	Data protection	This comprehensive handbook includes the principles of data protection as well as specific information on the handling of data (collection, analysis, storage, sharing) for a range of contexts.
15	CCHN Field manual on frontline humanitarian negotiation	All stages	Negotiations, stakeholder management	This manual is an extremely useful resource for practitioners in FCV contexts. It describes the key concepts of humanitarian negotiation and describes the role of negotiators and support teams as well as mandates. Also see the Negotiation toolkit, which comes with additional resources (templates, case studies).
16	IFRC project/programme monitoring and evaluation guide	Stage 4	Monitoring and evaluation	Use this comprehensive guide to develop your M&E system and plan. The guide covers key concepts in M&E and lays out six steps in programme monitoring.

ANNEX 5: E-LEARNING RESOURCES RELEVANT FOR DRR IN FCV SETTINGS

Available training for e-learning pathways:

- Safer Access in a nutshell
- Sphere in Practice for community engagement
- Better Programming Initiative: How to do conflict-sensitive programme management
- Psychological first aid for all: An introduction
- Child protection at the IFRC
- Incorporating principles of Protection, Gender and Inclusion / Protection, Gender and Inclusion in disaster and crisis
- Stay Safe 1: Fundamentals
- Stay Safe 2: Personal and volunteer security in emergencies
- Stay Safe 3: Security for managers
- Code of Conduct / Live the Code
- Introduction to protection from sexual exploitation and abuse
- Community engagement and accountability / Community engagement and accountability in disaster and crisis
- Corruption prevention
- Basic introduction to International Humanitarian Law / Introduction to International Humanitarian Law
- Applying the Fundamental Principles in conflict situations
- Strengthening the auxiliary role through law and policy

Schoolchildren participate in a disaster preparedness drill by the Lebanese Red Cross. © Oana Bara / GRC

ANNEX 6: GLOSSARY

ADAPTIVE MANAGEMENT
A flexible approach to programme management that involves ongoing learning from programme outcomes and adjusting implementation as needed to improve results. This approach involves regularly updating practices and strategies based on new information and changing circumstances, ensuring that interventions remain relevant and effective.

BETTER PROGRAMMING INITIATIVE
IFRC initiative born of the conviction that in communities affected by violence, well planned programming with alternative and creative implementation options can support local capacities for recovery and reconciliation. The main aim of the Better Programming Initiative is to develop the IFRC's capacity to plan and implement relief and rehabilitation programming that encourages longer term, sustainable recovery. It provides tools and training materials that support systematic context analysis to help ensure that programmes avoid reinforcing systems of inequality. It also aims to consolidate opportunities for peace through better analysis and understanding of the relationships between people in conflict-affected communities.

CAPACITY
The knowledge, skills, attitudes and other resources of individuals or communities which allow them to function effectively, achieve goals and work towards sustainability and self-reliance. This is usually relative to the presence of a shock or disaster.

COMMUNITY
A group of people who may or may not live within the same area, village or neighbourhood, or share a similar culture, habits and resources. Communities are groups of people who can be exposed to the same threats and risks such as disease, political and economic issues and disasters.

COMPLEX EMERGENCY
A situation in which a humanitarian emergency is compounded by multiple factors such as violence, displacement, natural hazards and other crises. They often result in significant displacement, loss of life and persistent humanitarian needs and may involve armed conflict and compromised access, security issues and even the lack of rule of law. Complex emergencies are challenging to respond to as they require addressing multiple and interrelated needs across different sectors.

COMPOUND RISK
Multiple hazards and vulnerabilities, either interrelated or independent, create a negative impact or harm to a population or community. Compound risks may be caused by various factors such as natural hazards, conflict, displacement, disease outbreaks, economic and social inequality and environmental degradation.

CONFLICT
A situation in which people, groups or countries are involved in a serious disagreement or argument. A conflict can become violent when:

- sources of social tensions and divisions, dissenting voices and deeply held grievances are not acknowledged and addressed
- there are inadequate or no institutions or channels for disagreement, conflict mitigation and dialogue
- there are highly fragile structures, institutions and processes of decision-making. combined with a culture of impunity, insecurity and fear in the wider community and society.

A violent conflict can be latent or open. A latent violent conflict exists when sources of tensions like structural violence exist, but an escalation of (direct) violence has not yet happened. By contrast, an open violent conflict is characterized by highly visible forms of direct violence

in the form of (widespread) physical destruction and casualties.
Under international humanitarian law, armed conflicts need to meet a number of requirements to be considered as such and may take place between two states or between a state and non-state armed groups.

CONFLICT SENSITIVITY
Conflict sensitivity is about being aware of and able to analyse the dynamics, conflict issues and actors of a fragile context as well as the interaction of a project with the reality of this context. Its objective is to adjust the programming to these findings with the aim of minimizing the negative, conflict-escalating effects while maximizing the positive effects of activities that may lead to social cohesion and trust.
Conflict-sensitive programme management approaches consider conflict sensitivity from an organizational and programme management perspective, going beyond the adjustment of individual activities to consider programmes and their interactions within their context more holistically.

CONTEXT RISK ASSESSMENT
Part of the ICRC terminology related to the Safer Access Framework. Other organizations call this conflict analysis or, in the case of the IFRC's Better Programming Initiative, conflict-sensitive context analysis. Approaches are very similar to each other, while tools might differ slightly.

DISASTER
Disasters are serious disruptions to the functioning of a community or system that exceed its capacity to cope using its own resources. They are the product of the risk of certain hazards. Disasters can be caused, for example, by natural, human-made and technological hazards.

DISPLACEMENT
Situations in which people are forced to leave their homes due to conflict, violence, human rights violations or disasters and seek refuge either within their own country (internally displaced persons) or across international borders (refugees).

DO NO HARM
The *do no harm* principle is at the heart of conflict sensitivity. It means avoiding any negative consequences of our presence and activities. The broader approach includes the operationalization of and adherence to the Fundamental Principles, and mainstreaming the protection of and accountability to the communities we serve. *Do no harm* is also closely linked to trust-building and acceptance.

FRAGILITY
The level of fragility describes the disruption of a system; for example, established socioeconomic, political and other systems. It leads to a higher exposure to natural and human-induced vulnerabilities and risks as well as a lower capacity of the state or other actors to mitigate or address these risks. Fragility can lead to increased social and political tensions and divisions, (complete) breakdown of social and political institutions, open violent conflict, chronic underdevelopment and protracted political crisis.
Multidimensional fragility comprises the following sectors, each of which can be significantly disrupted in fragile areas: economic, environmental, human, political, security and societal.

GOVERNANCE
Governance is the way rules, decisions, and actions are structured, implemented and controlled in an organization or society. It encompasses the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

INTERNATIONAL HUMANITARIAN LAW
A set of rules which govern the conduct of hostilities in armed conflict, with the aim to protect civilians and other persons who are no longer participating in the hostilities. It restricts the means and methods of warfare. International humanitarian law is also known as the law of war or the law of armed conflict.

PROTRACTED CRISIS
A situation in which a humanitarian emergency persists over an extended period, often years or even decades. It can be the result of conflict, disasters or other causes and can lead to widespread displacement, loss of life and ongoing humanitarian needs. State systems and societal norms are often weakened and fail to adequately

address the root causes of the crisis; they may also fail to provide coping capacities for further, future shocks. It may be characterized by chronic food insecurity, malnutrition and high child mortality. It may be further characterized by protection concerns for affected populations and humanitarian actors, along with a lack of durable solutions, and may experience funding constraints over time.

PROTECTION, GENDER AND INCLUSION

PROTECTION: All activities aimed at obtaining the full respect of the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law, such as human rights law. Within the Movement, it refers to ensuring that actions do not endanger the dignity, safety and rights of persons. Outside of the Movement, it refers to actions intended to ensure that authorities and other actors respect their obligations and the rights of individuals.

GENDER: An aspect of people's socially determined identity that relates to masculinity and femininity – it is not binary. Gender roles vary significantly between cultures and can change over time (including over the course of an individual's lifetime). Social and structural expectations of gender strongly influence people's social role, power, rights and access to resources.

INCLUSION: The ability to examine and account for the discrimination faced by individuals based on factors such as gender, ethnic origin, nationality or citizenship, age, disability, language, political opinions, religious beliefs, social background, sexual orientation and physical appearance, among others.

RESILIENCE

The ability of individuals, communities, organizations or countries exposed to disasters, crises and underlying vulnerabilities to anticipate, prepare for, reduce the impact of, cope with and recover from the effects of shocks and stresses without compromising their long-term prospects.

RISK

Risk is the possibility of something bad happening. It combines the chance of an event occurring with its potential negative effects. Risk depends on how vulnerable and exposed the system is to a hazard and how likely the hazard is to occur.

RISK ASSESSMENT / ANALYSIS

The process of identifying, analysing and evaluating risk by assessing a specific hazard or multiple hazards and the exposure and vulnerability of people, assets and systems.

SAFER ACCESS FRAMEWORK

This process is designed to enhance the acceptance, security and access of a National Society in sensitive and insecure contexts, developed by ICRC. It should be ideally jointly applied with other tools for National Society development in FCV contexts.

VIOLENCE

Violence consists of actions, words, attitudes, structures or systems that cause physical, psychological, social or environmental damage and/or prevent people from reaching their human potential.

- **CULTURAL VIOLENCE** defines the socio-cultural and political legitimation of direct and structural violence. Examples may be the ban of cultural symbols, religious holidays or indigenous languages.
- **DIRECT VIOLENCE** refers to physical violence by humans exercised directly against other humans.
- **INDIRECT VIOLENCE** defines the unintentional and negative effects of violence-free actions which can be as harmful as direct violent acts, such as high infant mortality rate as a direct result of economic sanctions.
- **STRUCTURAL VIOLENCE** refers to socioeconomic and political conditions that cause human suffering; for example, through poverty, migration or discrimination.

VULNERABILITY

Vulnerability is the likelihood of a person or community being harmed by hazards. Different factors like gender, age, wealth and mobility can affect how vulnerable someone is. It describes the level of how easily they can be harmed and their capacity to cope and adapt.

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Navigating fragility, conflict and violence to strengthen community resilience

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